

CHAPTER 1

COMMISSION FINDINGS AND RECOMMENDATIONS

The Secretary of Defense, in compliance with Public Law 101-510, as amended, officially transmitted his recommendations for base closures and realignments to the Defense Base Closure and Realignment Commission on February 28, 1995. The Commission held 13 investigative hearings, conducted 206 fact-finding visits to 167 military installations and activities, held 16 regional hearings nationwide, listened to hundreds of Members of Congress, and received hundreds of thousands of letters from concerned citizens from across the country. By June 22, 1995, the Defense Base Closure and Realignment Commission had completed its review and analysis of the Secretary's recommendations, and began its final, two days of deliberations, all in public. 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 1995. 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

Fort McClellan, Alabama

Category: Training Schools

Mission: Fort McClellan is home to the U.S. Army

Chemical School, U.S. Army Military Police School, and the DoD Polygraph Institute, and the site of the nation's only Chemical Defense Training Facility

One-time Cost: \$231.0 million

Savings: 1996-2001: \$-109.5 million (Cost)

Annual: \$40.6 million

Return on Investment: 2005 (6 years)

FINAL ACTION: Close

Secretary of Defense Recommendation

Close Fort McClellan, except minimum essential land and facilities for a Reserve Component enclave and minimum essential facilities, as necessary, to provide auxiliary support to the chemical demilitarization operation at Anniston Army Depot. Relocate the U. S. Army Chemical and Military Police Schools to Fort Leonard Wood, Missouri, upon receipt of the required permits. Relocate the Defense Polygraph Institute (DODPI) to Fort Jackson, South Carolina. License Pelham Range and current Guard facilities to the Alabama Army National Guard.

Secretary of Defense Justification

This closure recommendation is based upon the assumption that requisite permits can be granted to allow operation of the Chemical Defense Training Facility at Fort Leonard Wood, Missouri. The Governor of the State of Missouri has indicated that an expeditious review of the permit application can be accomplished.

Collocation allows the Army to focus on the doctrinal and force development requirements of Engineers, Military Police, and the Chemical Corps. The synergistic advantages of training and development programs are: coordination, employment, and removal of obstacles; conduct of river crossing 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.

This recommendation differs from the Army's prior closure recommendations submitted to the 1991 and 1993 Commissions. The Army will relocate the Chemical Defense Training Facility (CDTF) to Fort Leonard Wood, Missouri. By relo-

cating the CDTF, the Army can continue providing live-agent training to all levels of command. The Army is the only service that conducts live agent training, and it will continue this training at Fort Leonard Wood.

The Army has considered the use of some Fort McClellan assets for support of the chemical demilitarization mission at Anniston Army Depot. The Army will use the best available assets to provide the necessary support to Anniston's demilitarization mission.

Community Concerns

The Fort McClellan community believes that DoD failed to comply with the 1993 Commission's direction to pursue permits prior to recommendation. They further argue the issued permits may be invalid, and obtaining a hazardous waste permit may delay completion of a Chemical Defense Training Facility (CDTF) at Fort Leonard Wood beyond 6 years. The community estimates the cost of a new CDTF at up to \$70 million, and the cost of environmental remediation of the existing site at \$50 million. The community claims that building a new CDTF risks the loss of live-agent chemical training should environmental litigation at Fort Leonard Wood prevail following closure of Fort McClellan. The recommended move, the community argues, also risks turbulence in chemical and military police training at a time when those specialties have been identified as particularly essential to the services' missions. The community also sees a risk in reducing the Chemical School to a department of a larger school, costing the Chemical School the influence and prominence needed to carry out its national and international role. The Fort McClellan community claims that environmental restrictions on smoke training at Fort Leonard Wood would imperil the training mission. The community notes the economic impact of this proposal was the highest for any Army closure, and the National Guard enclave and environmental cleanup sites would leave little of the post available for community reuse.

Commission Findings

The Commission found the Department of the Army complied to the extent possible with the 1993 Commission's directive to pursue all necessary environmental permits before submitting a recommendation to close Fort McClellan. Accordingly, the Army prepared the applications and

submitted them concurrently with the recommendation on March 1, 1995.

The Commission found determining the validity of individual state-issued permits was beyond the Commission's charter; other avenues of appeal exist to determine their validity. The Commission concurred, however, with the finding that a hazardous waste permit, under the Resource Conservation and Recovery Act, was not required for operation of the Chemical Defense Training Facility, as evidenced by the successful operation of the Fort McClellan CDTF without such a permit, and information supplied by the Army to the State of Missouri. The Commission found that all permits issued by the State of Missouri conformed to the Army's requests. The Commission further found permits, once issued, were vested as property rights of Fort Leonard Wood, making revocation difficult. The Commission found the Army's projected construction cost of a new CDTF to be reasonable.

With regard to the support provided by the Army to the chemical demilitarization operation at Anniston Army Depot, the Commission found the Army accounted for the costs of such support, but did not specify the assets to be used. The Commission further found the Army's commitment was to supply particular capabilities, independent of where those capabilities were stationed.

The economic impact on the Anniston, Alabama, area was found to be significant.

Minimizing turbulence when moving the Chemical School to Fort Leonard Wood was found to be a challenge to Army management. To ensure the capability for live-agent training was maintained, however, the Commission revised the DoD recommendation to require that the Fort McClellan CDTF not be closed until a similar facility was operational at Fort Leonard Wood.

Commission Recommendation

The Commission finds the Secretary of Defense deviated substantially from final criteria 1 and 2. Therefore, the Commission recommends the following: close Fort McClellan, except minimum essential land and facilities for a Reserve Component enclave, minimum essential facilities, as necessary, to provide auxiliary support to the chemical demilitarization operation at Anniston Army Depot, Alabama, and the Chemical Defense

Training Facility (CDTF). The CDTF will operate at Fort McClellan until such time as the capability to operate a replacement at Fort Leonard Wood, Missouri, is achieved. Relocate the U.S. Army Military Police School and the U.S. Army Chemical School to Fort Leonard Wood, Missouri. Relocate the Defense Polygraph Institute (DODPI) to Fort Jackson, South Carolina. License Pelham Range and current Guard facilities to the Alabama Army National Guard. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

Fort Greely, Alaska

Category: Major Training Areas

Mission: Provide administrative and logistical support to the Northern Warfare Training Center and the Cold Regions Test Activity; assist military organizations and units in their training

One-time Cost: \$23.1 million

Savings: 1996-2001: \$38.7 million

Annual: \$17.9 million

Return on Investment: 1999 (1 year)

FINAL ACTION: Realign

Secretary of Defense Recommendation

Realign Fort Greely by relocating the Cold Region Test Activity (CRTA) and Northern Warfare Training Center (NWTC) to Fort Wainwright, Alaska.

Secretary of Defense Justification

Fort Greely currently supports two tenant activities (CRTA and NWTC) and manages training areas for maneuver and range firing. Over 662,000 acres of range and training areas are used by both the Army and the Air Force. These valuable training lands will be retained.

The Army has recently reduced the NWTC by over half its original size and transferred oversight responsibilities to the U.S. Army, Pacific. The garrison staff will reduce in size and continue to support the important testing and training missions. The Army intends to use Fort Wainwright as the base of operations (107 miles away) for these activities, and "safari" them to Fort Greely, as necessary. This allows the Army to reduce its presence at Fort Greely, reduce excess capacity and perform essential missions at a much lower cost. The Army intends to retain facilities at Bolio Lake (for CRTA), Black Rapids (for NWTC), Allen Army Airfield, and minimal necessary garrison facilities to maintain the installation for contingency missions.

Community Concerns

Residents of the Delta Junction community have expressed strong opposition to the DoD recommendation based upon Fort Greely's military value as a major training area, its unique location in the Cold Triangle, which facilitates almost year-round testing by the Cold Regions Test Activity, and the severe economic impact that the area would suffer upon realignment. Community leaders and citizens emphasized that with no other economic base, the recommendation could have a devastating impact on the area, and diminish the size of the local school population by half.

Commission Findings

The Commission found the Army plans to continue its actual arctic testing and arctic training activities at Fort Greely. Fort Greely is in the most suitable location, the North American Cold Triangle, to conduct arctic activities. The Commission found the realignment to Fort Wainwright of those personnel and functions not required to support the Cold Regions Test Activity and the Northern Warfare Training Center at Fort Greely is operationally sound and will generate significant savings.

The Commission also found increased base operating efficiencies would occur if the headquarters and support elements for the Cold Regions Test Activity and Northern Warfare Training Center move to Fort Wainwright. The Commission found that personnel can travel to Fort Greely's Bolio Lake and Black Rapids training facilities to perform their mission, when NWTC courses or CRTA testing is required. While the Commission found the economic impact on Delta Junction, Alaska, and its local school system will be serious, these factors were outweighed by both the military value and significant savings that will result from implementation of the Secretary's Recommendation. To lessen the economic impact and to facilitate community planning for the future, the Commission further found the execution phase of the recommendation should not begin earlier than July 1997, the latest date permitted by Public Law 101-510 to begin a move, and should not be completed before July 2001, the latest date permitted to complete a move. The Army is encouraged to ensure that buildings and facilities at Fort Greely which do become non-essential as a result of the realignment shall be maintained in good working condition to maximize future reuse possibilities.