

FORT LEE, VIRGINIA

(JOINT CROSS SERVICE GROUP – EDUCATION AND TRAINING; COMBAT SERVICE SUPPORT CENTER)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Fort Eustis, VA, by relocating the Transportation Center and School to Fort Lee, VA. Realign Aberdeen Proving Ground, MD, by relocating the Ordnance Center and School to Fort Lee, VA. Realign Redstone Arsenal, AL, by relocating the Missile and Munitions Center to Fort Lee, VA. Consolidate the Transportation Center and School and the Ordnance Center and School with the Quartermaster Center & School, the Army Logistic Management College, and Combined Arms Support Command to establish a Combat Service Support Center at Fort Lee, VA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation consolidates Combat Service Support training and doctrine development at a single installation, which promotes training effectiveness and functional efficiencies. The moves advance the Maneuver Support Center (MANSCEN) model currently in place at Fort Leonard Wood, MO, which consolidates the Military Police, Engineer, and Chemical Centers and Schools. This recommendation improves the MANSCEN concept by consolidating functionally related branch centers and schools. It enhances military value, supports the Army's Force Structure Plan, and maintains sufficient surge capability to address unforeseen requirements. It improves training capabilities while eliminating excess capacity at institutional training installations. This provides the same or better level of service at a reduced cost. This recommendation supports Army Transformation by collocating institutional training, MTOE units, RDT&E organizations, and other TDA units in large numbers on single installations to support force stabilization and engage training.

COMMUNITY CONCERNS

The Fort Lee community expressed its support for the creation of the Center and indicated that it is well equipped to handle the proposed expansion.

The community associated with Fort Eustis pointed out issues hindering rail and maritime training at Fort Lee, specifically the lack of a deepwater port and the expense of replicating the major training assets already existing at Fort Eustis. Based on the belief that some training would have to remain at Fort Eustis, the community maintained that all training should remain, and they urged the Commission to reject the DoD proposal.

The Redstone Arsenal community requested reconsideration of the EOD Training Department move to Fort Lee, citing critical EOD training support provided to the FBI Hazardous Devices School, a national resource in the fight against terrorists and one that should not be disrupted by BRAC.

COMMISSION FINDINGS

The Commission found the capacity of Fort Lee sufficient to meet the new training requirements created by consolidating four schools onto the installation, except for insufficient land and space available to conduct Warrior Training involving heavy weapons and explosives. The Commission determined that the shortfall can be successfully mitigated by the use of nearby training sites at Fort Pickett, which has sufficient acreage to support all requirements.

The Commission also found that Fort Lee does not have access to a deepwater port. Since deepwater training is part of the Transportation School curriculum, some deepwater training must still be conducted

at Fort Eustis, and therefore the Commission specifies that the movement of the Transportation School to Fort Lee does not prevent the conduct of training at Fort Eustis when required.

During the Commission's review of DoD's proposal, concerns were raised that the prerogative for assigning optimal training locations for combat service support courses might be legally constrained by a Commission decision to centralize all combat service support training, especially since combat service support training courses are currently conducted at several locations across the nation. The Commission notes that consolidation of the four schools at Fort Lee must not be interpreted in any way as a requirement that all combat service support training be conducted at Fort Lee. The Commission finds that the location of any course or any part of a course shall continue to be at the discretion of the Department based on both effectiveness and efficiency.

The Commission found that the Department calculated only the costs for the move of that portion of the museums associated with the schools' manning documents. DoD costing did not include new museum construction or other movement of artifacts, documents, or exhibits as part of the BRAC proposal. The Commission finds that further museum actions will be left for future decision by DoD.

Last, the Commission conducted an in-depth review of projected construction costs, the accuracy of which was challenged by locally generated estimates. The Commission found that while the DoD estimate is probably low, the correction would not be as high as the locally generated estimate. Factoring in cost reductions created by leaving deepwater training at Fort Eustis, the recommendation's payback period was extended by only a year and a half, which does not amount to a substantial deviation.

COMMISSION RECOMMENDATIONS

The Commission finds the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

FORT LEE, VIRGINIA (JOINT CROSS SERVICE GROUP – EDUCATION AND TRAINING; JOINT CENTER FOR CONSOLIDATED TRANSPORTATION MANAGEMENT TRAINING)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Lackland Air Force Base, TX, by relocating the Transportation Management training to Fort Lee, VA.

SECRETARY OF DEFENSE JUSTIFICATION

Eliminates redundancy. "Train as we fight: jointly." Consolidates like schools while preserving service-unique culture. Although Lackland Air Force Base, TX, has a higher military value than Fort Lee, VA, it is the military judgment of the JCSG that consolidation at the location with the largest amount of transportation training produces the greatest overall military value to the Department. Uses Inter-service Training Review Organization (ITRO) as the baseline.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the Secretary's recommendation and justification. The Commission believes that locating all transportation management training at one location will provide significant joint benefits, enhance intra-service procedures, and reduce training duplication. The Commission also believes that course curriculums can be developed to provide service-unique training where necessary. In sum, the proposal was found to increase military value without posing undue risks of mission disruption.

COMMISSION RECOMMENDATIONS

The Commission finds the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

FORT LEE, VIRGINIA (JOINT CROSS SERVICE GROUP – EDUCATION AND TRAINING; JOINT CENTER FOR EXCELLENCE FOR CULINARY TRAINING)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Lackland Air Force Base, TX, by relocating Culinary Training to Fort Lee, VA, establishing it as a Joint Center of Excellence for Culinary Training.

SECRETARY OF DEFENSE JUSTIFICATION

Consolidates Culinary Training at the installation with the largest Service requirement. Eliminates redundancy and costs. Provides the Services with culinary training under Inter-service Training Review Organization. It is the military judgment of the JCSG that consolidation at the location with the largest amount of culinary training produces the greatest overall military value to the Department through increased training efficiency at a lower cost.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission's review and analysis confirmed the Secretary's recommendation and justification. The Commission's approval of this recommendation endorses the concept of centers of excellence as a means of enhancing jointness and promoting transformation.

The Commission found, however, that the ultimate cost of this recommendation is still unclear.

The Commission also found that after many years of previous consolidation with the Air Force, the Navy had begun making plans, prior to BRAC, to move its culinary training program from Lackland Air Force Base to Great Lakes Naval Base. The Navy cited differences in service-unique and cultural issues as the reason for de-consolidating culinary training. While the Commission's approval of DoD's recommendation

will move the Navy's program to Fort Lee, the Commission cautions DoD to carefully implement the program to accommodate service-specific needs.

COMMISSION RECOMMENDATIONS

The Commission finds the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

FORT LEE, VIRGINIA (JOINT CROSS SERVICE GROUP – EDUCATION & TRAINING; CO- LOCATE MISCELLANEOUS OSD, DEFENSE AGENCY, AND FIELD ACTIVITY LEASES)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Fort Bliss, TX, by relocating the Air Defense Artillery (ADA) Center & School to Fort Sill, OK. Consolidate the ADA Center & School with the Field Artillery Center & School to establish a Net Fires Center.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation consolidates Net Fires training and doctrine development at a single location. The moves advance the Maneuver Support Center (MANSCEN) model, currently in place at Fort Leonard Wood, which consolidated the Military Police, Engineer, and Chemical Centers and Schools. This recommendation improves the MANSCEN concept by consolidating functionally related branch centers and schools, fostering consistency, standardization, and training proficiency. It also facilitates task force stabilization by combining operational forces with institutional training. In addition, it consolidates both ADA and Field Artillery skill level I courses at one location, allowing the Army to reduce the total number of Military Occupational Skills training locations (reducing the TRADOC footprint). Additionally, it enhances military value, supports the Army's Force Structure Plan, and maintains sufficient surge capability to address unforeseen requirements. It improves training capabilities while eliminating excess capacity at institutional training installations. This provides the same or better level of service at a reduced cost. This recommendation supports Army Transformation by collocating institutional training, Modification Table of organization and Equipment (MTOE) units, research, development, test and evaluation (RDT&E) organizations, and other TDA units in large numbers on single installations to support force stabilization and engage training.

COMMUNITY CONCERNS

The Fort Bliss community agreed with the concept of consolidating the ADA and Field Artillery schools to create a Net Fires Center but believed it should be located at Fort Bliss because it would be less expensive at Fort Bliss, and Fort Bliss's missile ranges and maneuver space can accommodate the schools better than Fort Sill. For example, ADA missiles can be live-fired at Fort Bliss. Community representatives maintained that moving the ADA school to Fort Sill would degrade U.S. air defense weapon systems development and allied missile training conducted at Fort Bliss. They claimed that Fort Bliss is large enough to retain all units currently stationed there as well as the 1st Armored Division and that greater opportunity for stabilization exists at Fort Bliss because it will have more units than Fort Sill.

COMMISSION FINDINGS

The Commission found DoD's recommendation consistent with the Final Selection Criteria and the Force Structure Plan. The Commission carefully considered the seven major concerns raised by the Fort Bliss

community. While it is true that ADA missiles cannot be live-fired at Fort Sill, the Commission found that the Army does not require live-firing of these missiles at Fort Sill. Similarly, the Commission found that sufficient training space exists at Fort Sill to accomplish the mission. Related to the concern that U.S. weapons system development and testing at Fort Bliss would be adversely impacted by relocating the ADA school and units to Fort Sill, the Commission found that development and testing are not tied to the location of these organizations and that these functions are principally the responsibility of other organizations. Moreover, the Commission found that training foreign allies at Fort Bliss is independent of the BRAC process, and allies would be free to choose to train at either Fort Bliss or Fort Sill. The Commission found compelling the Army's argument that the highest military value of both forts was obtained by relocating the ADA units from Fort Bliss to Fort Sill, including force and family stabilization. Related to the concern that cost savings would be improved substantially by retaining ADA units at Fort Bliss while assigning other units to Fort Bliss, the Commission found that the approved recommendation correctly prioritized gains in military value relating to mission requirements, warfighting, training, and deployability, rather than generating higher potential cost savings from collocating all units of concern at Fort Bliss.

COMMISSION RECOMMENDATIONS

The Commission finds the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

FORT LEE, VIRGINIA (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; CONSOLIDATE DEFENSE COMMISSARY AGENCY EASTERN, MIDWESTERN REGIONAL, AND HOPEWELL, VIRGINIA OFFICES)

SECRETARY OF DEFENSE RECOMMENDATION

Close 300 AFCOMS Way, a leased installation in San Antonio, TX; 5258 Oaklawn Boulevard, a leased installation in Hopewell, VA; and 5151 Bonney Road, a leased installation in Virginia Beach, VA. Relocate all components of the Defense Commissary Agency (DeCA) to Fort Lee, VA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation consolidates the Defense Commissary Agency (DeCA) Eastern Region (Virginia Beach, VA), Midwest Region (San Antonio, TX), and headquarters element currently in leased space in Hopewell, VA, with DeCA's main headquarters at Fort Lee, VA. It meets several important Department of Defense objectives with regard to future use of leased space, consolidation of Headquarters operations at single locations, and enhanced security for DoD activities. Additionally, the recommendation significantly improves military value due to the shift from leased space to a location on a military installation. The military value of DeCA leased space based on its current portfolio of locations is 216 out of 334 entities evaluated by the Major Administration and Headquarters (MAH) military value model. Fort Lee ranks 96 out of 334.

Implementation will reduce the Department's reliance on leased space, which has historically higher overall costs than government-owned space and generally does not meet Anti-terrorism Force Protection standards as prescribed in UFC 04-010-01. The benefit of enhanced Force Protection afforded by a location within a military installation fence-line will provide immediate compliance with Force Protection Standards. DeCA's

current leased locations are not compliant with current Force Protection Standards. The recommendation eliminates 99,915 Gross Square Feet (GSF) of leased administrative space. This action provides a consolidation of these DeCA regional and headquarters activities from three to two, and reduces the number of buildings from four to one.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. However, the Commission questioned the number of contractors required and found the planned construction would be a wing on an already existing structure rather than a new stand-alone building. As a result, DoD revised its cost and savings estimates for this proposal. The one-time costs were reduced from \$47.2 to \$31.7 million; net costs were reduced from \$35.4 to \$2.5 million; annual recurring savings increased from \$3.9 to \$6.7 million; the payback period was reduced from 14 to 5 years, and finally net present value increased from \$4.9 to \$53.3 million.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

FORT LEE, VIRGINIA (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; CREATE JOINT MOBILIZATION SITES)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Aberdeen Proving Ground, MD, Washington Navy Yard, Washington, DC, and Naval Submarine Base New London, CT, by relocating all mobilization functions to Fort Dix, NJ, designating it as Joint Pre-Deployment/Mobilization Site Dix/McGuire/Lakehurst. Realign Submarine Base Bangor, WA, by relocating all mobilization processing functions to Fort Lewis, WA, designating it as Joint Pre-Deployment/Mobilization Site Lewis/McChord. Realign Fort Huachuca, AZ, by relocating all mobilization processing functions to Fort Bliss, TX, designating it as Joint Pre-Deployment/Mobilization Site Bliss/Holloman. Realign Fort Eustis, VA, Ft Jackson, SC, and Fort Lee, VA, by relocating all mobilization processing functions to Fort Bragg, NC, designating it as Joint Pre-Deployment/Mobilization Site Bragg/Pope.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation realigns eight lower threshold mobilization sites to four existing large capacity sites and transforms them into Joint Pre-Deployment/Mobilization Platforms. This action is expected to have the long-term effect of creating pre-deployment/mobilization centers of excellence, leverage economies of scale, reduce costs, and improve service to mobilized servicemembers. This recommendation specifically targets four of the larger capacity mobilization centers located in higher density Reserve Component (RC) personnel areas. These platforms have the added military value of strategic location, Power Projection Platform (PPP) and deployment capabilities. The gaining bases all have an adjoining installation from another service(s), thereby gaining the opportunity to increase partnership and enhance existing joint

service facilities and capabilities. The eight realigned, lower thresholds/mobilization sites have significantly less capacity and many less mobilizations. The realignment of these pre-deployment/mobilization missions to the other joint pre-deployment/mobilization sites will not overload the gaining joint mobilization installations. These new joint regional predeployment/redeployment mobilization processing sites, Fort Dix, Fort Lewis, Fort Bliss and Fort Bragg, have the capability to adequately prepare, train and deploy members from all services while reducing overall mobilization processing site manpower and facilities requirements. Numerous other intangible savings are expected to result from transformation opportunities by consolidating all services' mobilization operations and optimizing existing and future personnel requirements. Additional opportunities for savings are also expected from the establishment of a single space mobilization site capable of supporting pre-deployment/mobilization operations from centralized facilities and infrastructure. The establishment of these Joint Pre-Deployment/Mobilization Sites will not preclude the services from using any/all of their other existing mobilization sites, nor will they affect any service rapid mobilization units/wings. These joint platforms will not affect any of the services units that have specific unit personnel/equipment requirements necessitating their mobilization from a specified installation.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.