

LETTERKENNY ARMY DEPOT, PENNSYLVANIA (ARMY RECOMMENDATION - RED RIVER ARMY DEPOT, TEXAS)

SECRETARY OF DEFENSE RECOMMENDATION

Close Red River Army Depot, TX. Relocate the storage and demilitarization functions of the Munitions Center to McAlester Army Ammunition Plant, OK. Relocate the munitions maintenance functions of the Munitions Center to McAlester Army Ammunition Plant, OK, and Blue Grass Army Depot, KY. Relocate the depot maintenance of Armament and Structural Components, Combat Vehicles, Depot Fleet/Field Support, Engines and Transmissions, Fabrication and Manufacturing, Fire Control Systems and Components, and Other to Anniston Army Depot, AL. Relocate the depot maintenance of Powertrain Components and Starters/Generators to Marine Corps Logistics Base Albany, GA. Relocate the depot maintenance of Construction Equipment to Anniston Army Depot, AL, and Marine Corps Logistics Base Albany, GA. Relocate the depot maintenance of Tactical Vehicles to Tobyhanna Army Depot, PA, and Letterkenny Depot, PA. Relocate the depot maintenance of Tactical Missiles to Letterkenny Army Depot, PA. Disestablish the supply, storage, and distribution functions for tires, packaged Petroleum, Oil, and Lubricants, and compressed gases. Relocate the storage and distribution functions and associated inventories of the Defense Distribution Depot to the Defense Distribution Depot, Oklahoma City, OK.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation supports the strategy of minimizing the number of industrial base sites performing depot maintenance for ground and missile systems. The receiving depots have greater maintenance capability, higher facility utilization and greater opportunities for inter-service workloading. This recommendation reinforces Anniston's and Letterkenny's roles as Centers of Industrial and Technical Excellence for Combat Vehicles (Anniston) and Missile Systems (Letterkenny).

This recommendation decreases the cost of depot maintenance operations by consolidation and elimination of 30 percent of duplicate overhead structures required to operate multiple depot maintenance activities. This recommendation also increases opportunities for inter-service workloading by transferring maintenance workload to the Marine Corps.

This recommendation relocates storage, demilitarization, and munitions maintenance functions to McAlester Army Ammunition Plant, and thereby reduces redundancy and removes excess from Red River Munitions Center.

This recommendation allows DoD to create centers of excellence, generate efficiencies, and create deployment networks servicing all Services.

This recommendation relocates the storage and distribution functions and associated inventories to the Defense Distribution Depot Oklahoma City at Tinker Air Force Base. It also contributes to the elimination of unnecessary redundancies and duplication, and streamlines supply and storage processes.

The disestablishment of the wholesale supply, storage, and distribution functions for all packaged POL, tires, and compressed gas products supports transformation by privatizing these functions. Privatization of packaged POL, tires, and compressed gas products will eliminate inventories, infrastructure and personnel associated with these functions and products.

COMMUNITY CONCERNS

The community stated that the Army must retain all depots to support the warfighter and combatant commanders, disputed DoD's assertion of excess capacity, and claimed the recommendation deviated

substantially from the military value criteria. The community focused on the Industrial Joint Cross Service Group's creation of 2.6 million direct labor hours of capacity at Anniston and Letterkenny Army Depots to justify closure of the Red River Army Depot (RRAD) over Army objections, and the artificial use of a 60-hour work week instead of the DoD 40-hour standard for determining capacity. Also highlighted was the disestablishment of the top-ranked Defense Distribution Red River, TX, center due to the potential closure of the RRAD. The community emphasized that there was no excess capacity to eliminate because Red River was running at twice its 2003 level of effort and pointed to a major backlog of Bradley Fighting Vehicles and High Mobility Multipurpose Wheeled Vehicles (HMMWV) awaiting repair at the depot. They also highlighted that RRAD is the only facility that strips and replaces track pads and manufactures M1 road wheels. The community proposed leaving the Red River Army Depot, Munitions Center, and Defense Distribution Center intact. The community argued that the economic impact from closure would be devastating, creating a projected unemployment rate exceeding 14 percent of the total employment in the seven surrounding rural towns.

COMMISSION FINDINGS

The Commission found that many vehicle and weapons systems repaired at Red River are critical to ongoing real-time efforts in Operations Iraqi Freedom/Enduring Freedom, and was unwilling to take the risk of closing a ground vehicle depot-level maintenance facility during a time of war and uncertainty. The Army is already surging its industrial base capacity with the execution of 12 million direct labor hours (DLH) in fiscal year 2004, and goals of 19 million DLH in fiscal year 2005 and 25 million DLH in fiscal year 2006 at the Army's five maintenance depots. The Commission found that Red River is operating at twice its fiscal year 2003 level (when BRAC data-calls were issued) and that there is no current excess capacity within the Army's maintenance depots. The Army's depot level maintenance workload has and continues to increase to respond to several critical Army efforts. Ongoing business process reengineering efforts have also successfully resulted in significant process improvements at each of the maintenance depots. In response to community concerns, the Commission recalculated the economic impact to incorporate increased staffing, and if closure had been approved, it would have resulted in a negative economic impact of 8.3 percent of area jobs. The Commission's analysis determined that the amended realignment recommendation would best meet the military's future needs and requirements.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary of Defense substantially deviated from final selection criteria 1, 2, 3 and 6 and the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Red River Army Depot, TX. Relocate the storage and demilitarization functions of the Munitions Center to McAlester Army Ammunition Plant, OK. Relocate the munitions maintenance functions of the Munitions Center to McAlester Army Ammunition Plant, OK, and Blue Grass Army Depot, KY. Relocate the depot maintenance of Tactical Missiles to Letterkenny Army Depot, PA. Disestablish the supply, storage, and distribution functions for tires, packaged Petroleum, Oil, and Lubricants, and compressed gases.

The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all other recommendations can be found in Appendix Q.

LETTERKENNY ARMY DEPOT, PENNSYLVANIA (NAVY RECOMMENDATION – MARINE CORPS LOGISTICS BASE, BARSTOW, CALIFORNIA)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Marine Corps Logistics Base Barstow, CA. Disestablish the depot maintenance of Aircraft Other Components, Aircraft Rotary, and Strategic Missiles. Consolidate depot maintenance of Engines/Transmissions, Other Components, and Small Arms/Personal Weapons at Anniston Army Depot, AL. Consolidate the depot maintenance of Conventional Weapons, Engines/Transmissions, Material Handling, Powertrain Components, Starters/Alternators/Generators, Test Measurement Diagnostic Equipment, and Wire at Marine Corps Logistics Base Albany, GA. Consolidate depot maintenance of Electronic Components (Non-Airborne), Electro-Optics/Night Vision/Forward-Looking-Infrared, Generators, Ground Support Equipment, Radar, and Radio at Tobyhanna Army Depot, PA. Consolidate depot maintenance of Tactical Missiles at Letterkenny Army Depot, PA. Realign Fleet Support Division Maintenance Center Barstow and Marine Corps Logistics Base Barstow operations to increase efficiencies and reduce infrastructure.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation follows the strategy of minimizing sites using maximum capacity of 1.5 shifts while maintaining a West Coast depot maintenance presence at Marine Corps Logistics Base Barstow to provide West Coast operating forces with a close, responsive source for depot maintenance support. Required capacity to support workloads and core requirements for the DoD is relocated to other DoD Centers of Industrial and Technical Excellence, thereby increasing the military value of depot maintenance performed at these sites. This recommendation decreases the cost of depot maintenance operations across DoD through consolidation and elimination of 30 percent of duplicate overhead structures required to operate multiple depot maintenance activities. This recommendation supports transformation of DoD's depot maintenance operations by increasing the utilization of existing capacity by up to 150 percent while maintaining capability to support future force structure. This recommendation also results in utilization of DoD capacity to facilitate performance of interservice workload. In addition, based on present and future wartime surge projections, Marine Corps Logistics Center Barstow will establish an additional 428,000 hours of amphibious vehicle capacity.

This recommendation, along with other recommendations affecting supply and storage functions, optimizes the depot maintenance operations at Marine Corps Logistics Base Barstow.

COMMUNITY CONCERNS

The Barstow community argued DoD's recommendation concerning ground depot maintenance performed at Marine Corps Logistics Base Barstow substantially deviated from BRAC selection criteria 1, 3 and 6, as well as from the Force Structure Plan. They claimed Marine Corps and Army models of ground combat maintenance are fundamentally and qualitatively different, and these differences significantly affect combat-readiness and combat-effectiveness. The community said DoD erred by leaving cycle time (turnaround time) out of the computation of military value, incorrectly based comparisons on a commodity-to-commodity rather than depot-to-depot basis, and that adopting the Army model of depot maintenance for Marine Corps equipment would greatly increase cycle times. The community stated the Marine Corps, not the Army, is America's "9-1-1 Emergency Response Force" and that the recommendation, if adopted, would violate the National Military Strategy and the 20-Year Force Structure Plan. Barstow representatives also claimed DoD sought savings at the expense of readiness. The community asserted DoD substantially

deviated from Criteria 6 in assessing local economic impact, estimating the impact at 8 percent of Barstow's labor force rather than the one-tenth of one percent estimated by DoD.

Lastly, Barstow advocates opposed the idea of closing two Marine Corps depots and transferring the workload to Red River Army Depot, TX, as an alternative to the DoD recommendation to close Red River Army Depot. The combined workload from two Marine Corps depots would not make a significant difference in Red River's capacity utilization rate, and Army depots do not have the facilities, equipment or workforce to handle the Marines' unique amphibious vehicle requirements.

COMMISSION FINDINGS

The Commission agreed with the Secretary of Defense that the proposed realignment of Marine Corps Logistics Base Barstow, CA will decrease the cost of depot maintenance operations across DoD while increasing the military value to the Warfighter. The community's contentions that cycle times would be degraded, and the quality of work would suffer, were not supported by the Commission's review and analysis. The realignment recommendation will leave in place sufficient depot surge capacity while generating cost savings.

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.

LETTERKENNY ARMY DEPOT, PENNSYLVANIA (JOINT CROSS SERVICE GROUP – INDUSTRIAL; NAVAL WEAPONS STATION SEAL BEACH, CALIFORNIA)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Weapons Station Seal Beach, CA, as follows: relocate the depot maintenance of Electronic Components (Non-Airborne), Fire Control Systems and Components, Radar, and Radio to Tobyhanna Army Depot, PA; relocate the depot maintenance of Material Handling to Marine Corps Logistics Base Albany, GA; relocate the depot maintenance of Other Components to Anniston Army Depot, AL; and relocate the depot maintenance of Tactical Missiles to Letterkenny Army Depot, PA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation supports depot maintenance function elimination at Naval Weapons Station Seal Beach and follows the strategy of minimizing sites using maximum capacity at 1.5 shifts. This recommendation eliminates over 243,000 square feet of depot maintenance production space with annual facility sustainment and recapitalization savings of \$1.1M. Required capacity to support workloads and Core requirements for the Department of Defense (DoD) is relocated to other DoD Centers of Industrial and Technical Excellence, thereby increasing the military value of depot maintenance performed at these sites. This recommendation decreases the cost of depot maintenance operations across DoD by consolidation and elimination of 30 percent of duplicate overhead structures required to operate multiple depot maintenance activities. Additionally, this recommendation supports transformation of the Department's depot maintenance operations by increasing the utilization of existing capacity by up to 150 percent while maintaining capability to support future force structure. Another benefit of this recommendation includes utilization of DoD capacity to facilitate performance of interservice workload.

COMMUNITY CONCERNS

The Seal Beach community noted the base would lose positions and work to four different locations. In particular, they said the recommendation to “relocate the depot maintenance of Tactical Missiles to Letterkenny Army Depot, PA,” made absolutely no sense. They claimed the Navy mischaracterized this work as depot maintenance, when in reality it consists of about \$500 worth of work polishing, removing dents, tightening screws, etc. on missile containers which are returned to Seal Beach and reunited with missiles sent to the Fleet. They indicated these tasks are more efficiently performed at Seal Beach, rather than spending \$960 per missile container shipping it from Seal Beach to the East Coast and back again. The community also noted that San Diego-based ships would benefit from having West Coast-based support to adjust, install, and trouble-shoot fire-control and aircraft landing radar, rather than shipping it back to the depot at Tobyhanna, PA, and overhauling it there.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense regarding the first elements of the recommendation. The Commission carefully considered the community concerns relating to the sub-recommendation dealing with West Coast support for Fire Control Systems and Components, Radar, and Radio equipment. However, the Commission determined that this issue did not rise to the level of requiring a revision to the DoD recommendation.

The Commission found that the segment of DoD’s recommendation to direct work and personnel to Letterkenny Army Depot to correct work more efficiently performed at Seal Beach, where related work is already performed, deviated substantially from criteria #1 and #4. Rejection of the proposal also avoids holding missiles in inventory awaiting only delivery of their shipping containers from the East Coast. Therefore, the Commission deleted the section of the recommendation referring to the relocation of missile container work to Letterkenny.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1 and 4, as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Naval Weapons Station Seal Beach, CA, as follows: relocate the depot maintenance of Electronic Components (Non-Airborne), Fire Control Systems and Components, Radar, and Radio to Tobyhanna Army Depot, PA; relocate the depot maintenance of Material Handling to Marine Corps Logistics Base Albany, GA; and relocate the depot maintenance of Other Components to Anniston Army Depot, AL.

The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

LETTERKENNY ARMY DEPOT, PENNSYLVANIA (ARMY RECOMMENDATION - ROCK ISLAND ARSENAL, ILLINOIS)

SECRETARY OF DEFENSE RECOMMENDATION

Close Fort Gillem, GA. Relocate the Headquarters, 1st US Army to Rock Island Arsenal, IL. Relocate the 2nd Recruiting Brigade to Redstone Arsenal, AL. Relocate the 52nd Explosive Ordnance Disposal (EOD) Group to Fort Campbell, KY. Relocate the 81st RRC Equipment Concentration Site to Fort Benning, GA. Relocate the 3rd US Army Headquarters support office to Shaw Air Force Base, SC. Relocate the Headquarters US Forces Command (FORSCOM) VIP Explosive Ordnance Support to Pope Air Force

Base, NC. Close the Army- Air Force Exchange System (AAFES) Atlanta Distribution Center and establish an enclave for the Georgia Army National Guard, the remainder of the 81st RRC units and the Criminal Investigation Division (CID) Forensics Laboratory.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation closes Fort Gillem, an Army administrative installation and an AAFES distribution center. The recommendation moves the major tenant organizations to Rock Island Arsenal, Redstone Arsenal, Fort Benning, and Fort Campbell. It also moves small components of the Headquarters 3rd US Army and US Army Forces Command to Pope AFB and Shaw AFB. It enhances the Army's military value, is consistent with the Army's Force Structure Plan, and maintains adequate surge capabilities to address unforeseen future requirements. This closure allows the Army to employ excess capacities at installations that can accomplish more than administrative missions.

The closure of Fort Gillem also enables the stationing of its tenant units at locations that will increase their ability to associate with like units and promote coordination of efforts. Both the 52nd EOD Group and the 2nd Recruiting Brigade have regional missions in the Southeastern United States. The 52nd EOD Group was co-located with operational forces at Fort Campbell to provide training opportunities. The 2nd Recruiting Brigade is recommended to relocate to Redstone Arsenal because of its central location in the Southeast and its access to a transportation center in Huntsville, AL. The Army is converting the 1st US Army Headquarters into the single Headquarters for oversight of Reserve and National Guard mobilization and demobilization. To support this conversion the Army decided to relocate 1st Army to Rock Island Arsenal, a central location in the United States. The 81st RRC Equipment Concentration Site is relocated to Fort Benning, where there are improved training opportunities with operational forces.

COMMUNITY CONCERNS

The community emphasized that Fort Gillem and Fort McPherson are linked. They asserted that DoD understated costs, producing projected savings which appear to be the primary basis for the closure decision. They indicated relocation of three major headquarters (1st Army, 2nd Recruiting Brigade and 52nd EOD Group) would adversely affect Reserve Component training readiness, homeland defense, and efficient command and control. They also held that relocation of 1st Army Headquarters would separate it from the many related capabilities offered by homeland security organizations and Reserve Components located at Fort Gillem. They argued that cost, command and control obstacles, loss of Reserve Component synergies, homeland defense coordination issues, and security challenges for enclaved organizations should persuade the Commission to vote against closure. The community indicated the economic impact will be great on Clayton County and the surrounding community which suffers from high unemployment rates and low per-capita income. The community states that the proposed enclave at Fort Gillem would create security challenges and fragment potential reuse, in addition to challenges of long-term contamination cleanup.

COMMISSION FINDINGS

The Commission's findings supported DoD's overall recommendation, although the Commission found that DoD failed to adequately define its planned enclave at Fort Gillem, contrary to its agreement with the findings of a 2003 study by the Government Accountability Office (GAO) of prior BRAC enclaves. GAO recommended that the Secretary of Defense provide the 2005 BRAC Commission with data clearly specifying the infrastructure needed for any proposed enclaves and the estimated costs to operate and maintain such enclaves. The Commission found merit in community concerns about the adverse effect of multiple enclaves on reuse of the remainder of Fort Gillem, and therefore modified the DoD recommendation to require a contiguous enclave.

The Commission also found that units other than those explicitly stated in the approved recommendation, such as the Military Entrance Processing Station, may need to remain in the enclave, although the Commission strongly believes that the size of the enclave needs to be minimized to give the community

maximum opportunities for reuse. The Commission found that the recommendation failed to address the Ammunition Supply Point, the only Army ASP in north Georgia supporting the Federal Transportation Security Administration, Army Reserves, and National Guard. The Commission was advised by the Department that the ASP was not part of the enclave recommendation and that disposition of the ASP will be determined during implementation. The Commission found that DoD designated Fort Gillem as the Federal Emergency Management Agency (FEMA) mobilization site for the Southeast United States and that further determinations by FEMA and DoD are required during implementation. The Commission found DoD's economic impact analysis failed to consider significant loss of jobs associated with closing the Army and Air Force Exchange Service Atlanta Distribution Center. The Commission notes that Fort Gillem borders Forest Park, GA, an Historically Underutilized Business (HUB) Zone and that the Garrison provides employment opportunities to a number of individuals with severe disabilities. The Commission strongly urges the Department to proactively work with the community to minimize these economic impacts.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 7 and the force structure plan. Therefore, the Commission recommends the following:

Close Fort Gillem, GA. Relocate the Headquarters, 1st US Army to Rock Island Arsenal, IL. Relocate the 2d Recruiting Brigade to Redstone Arsenal, AL. Relocate the 52d Explosive Ordnance Disposal (EOD) Group to Fort Campbell, KY. Relocate the 81st RRC Equipment Concentration Site to Fort Benning, GA. Relocate the 3d US Army Headquarters support office to Shaw Air Force Base, SC. Relocate the Headquarters US Forces Command (FORSCOM) VIP Explosive Ordnance Support to Pope Air Force Base, NC.

Close the Army-Air Force Exchange System (AAFES) Atlanta Distribution Center and establish a contiguous enclave for the Georgia Army National Guard, the remainder of the 81st RRC units and the Criminal Investigation Division (CID) Forensics Laboratory.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all other recommendations can be found in Appendix Q.