

FORT LEWIS, WASHINGTON (ARMY RECOMMENDATION - USAR COMMAND AND CONTROL NORTHWEST (KS, MN, UT, WA, WI))

SECRETARY OF DEFENSE RECOMMENDATION

Close Vancouver Barracks and relocate the 104th Division (IT) to Fort Lewis, WA. Relocate all other units to a new Armed Forces Reserve Center in Vancouver, WA. Close Fort Lawton by disestablishing the 70th Regional Readiness Command, relocate all other units to a new Armed Forces Reserve Center on Fort Lewis, WA, and establish a Maneuver Enhancement Brigade. Realign Fort Snelling, MN, by disestablishing the 88th Regional Readiness Command and establish the Northwest Regional Readiness Command Headquarters at Fort McCoy, WI. Realign the Wichita US Army Reserve Center by disestablishing the 89th Regional Readiness Command and establishing a Sustainment Unit of Action at the Wichita Army Reserve Center in support of the Northwest Regional Readiness Command at Fort McCoy, WI. Realign Fort Douglas, UT, by disestablishing the 96th Regional Readiness Command and establishing a Sustainment Unit of Action in support of the Northwest Regional Readiness Command at Fort McCoy, WI.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation transforms Reserve Component facilities and command and control structure throughout the Northwest Region of the United States. The implementation of this recommendation will enhance military value, improve homeland defense capability, greatly improve training and deployment capability, create significant efficiencies and cost savings, and is consistent with the Army's force structure plans and Army transformational objectives.

This recommendation is the result of a nation-wide analysis of Reserve Component installations and facilities conducted by a team of functional experts from Headquarters, Department of the Army, the Office of the State Adjutant General, and the Army Reserve Regional Readiness Command.

This recommendation supports the Army Reserve's Command and Control restructuring initiative to reduce Regional Readiness Commands from ten to four. This recommendation transforms Army Reserve command and control by consolidating two major headquarters onto Fort Lewis, WA. This sets the conditions for establishing one of three new operationally capable Army Reserve Maneuver Enhancement Brigades, which will increase the support capabilities of the Army Reserve to the Active Army and is a new operational capability for the Army Reserve. The realignment of Fort Snelling, MN, by the disestablishment of the 88th Regional Readiness Command allows for the establishment of the Northwest Regional Readiness Command Headquarters at Fort McCoy, WI, which will support the re-engineering and streamlining of the Command and Control structure of the Army Reserves throughout the United States.

This recommendation also realigns Fort Douglas, UT, and the Wichita Army Reserve Center, establishing Sustainment Units of Action in those locations in support of the Northwest Regional Readiness Command Headquarters. Relocation of multiple subordinate units from Vancouver Barracks and Fort Lawton, WA, to new Armed Forces Reserve Centers contributes significantly to enhanced training, mobilization and deployment.

This recommendation reduces military manpower and associated costs for maintaining existing facilities by closing two Reserve facilities and relocating the units onto an Active component installation and thereby significantly reducing operating costs and creating improved business processes.

This recommendation considered feasible locations within the demographic and geographic areas of the closing facilities and affected units. The sites selected were determined as the best locations because they optimize the Reserve Components' ability to recruit and retain Reserve Component soldiers and to train and mobilize units affected by this recommendation.

Although not captured in the COBRA analysis, this recommendation avoids an estimated \$70.7M in mission facility renovation costs and procurement avoidances associated with meeting AT/FP construction standards and altering existing facilities to meet unit training and communications requirements. Consideration of these avoided costs would reduce costs and increase the net savings to the Department of Defense in the 6-year BRAC implementation period and in the 20-year period used to calculate NPV.

This recommendation provides the opportunity for other Local, State, or Federal organizations to partner with the Reserve Components to enhance homeland security and homeland defense at a reduced cost to those agencies.

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 force structure plan. Therefore, the Commission approved the recommendation of the Secretary.

FORT LEWIS, WASHINGTON (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; CONSOLIDATE CORRECTIONAL FACILITIES INTO JOINT REGIONAL CORRECTION FACILITIES)

SECRETARY OF DEFENSE RECOMMENDATION

Realign Edwards Air Force Base, CA, Kirtland Air Force Base, NM, and Marine Corps Base Camp Pendleton, CA, by relocating the correctional function of each to Marine Corps Air Station, Miramar, CA, and consolidating them with the correctional function already at Marine Corps Air Station Miramar, CA, to form a single Level II Southwest Joint Regional Correctional Facility.

Realign Lackland Air Force Base, TX, Fort Knox, KY, and Fort Sill, OK by relocating the correctional function of each to Fort Leavenworth, KS, and consolidating them with the correctional function already at Fort Leavenworth, KS, to form a single Level II Midwest Joint Regional Correctional Facility.

Realign Naval Air Station Jacksonville, FL, and Naval Air Station Pensacola, FL, by relocating the correctional function of each to Naval Weapons Station Charleston, SC, and consolidating them with the correctional function already at Naval Weapons Station Charleston, SC, to form a single Level II Southeastern Joint Regional Correctional Facility.

Realign Naval Support Activity Norfolk, VA, Marine Corps Base Quantico, VA, and Camp LeJeune, NC, by relocating the correctional function of each and consolidating them at Naval Support Activity,

Northwest Annex, Chesapeake, VA, to form a single Level II Mid-Atlantic Joint Regional Correctional Facility.

Realign Fort Lewis, WA, by relocating the management of correctional functions to Submarine Base Bangor, WA. The correctional facilities at Submarine Base Bangor, WA, and Fort Lewis, WA, will together form the Level II Northwestern Joint Regional Correctional Facility.

SECRETARY OF DEFENSE JUSTIFICATION

The Department of Defense (DoD) Correctional program exists to enforce the military justice system, ensuring the safety, security, administration, and good order and discipline of its prisoners under guidance of the Uniform Code of Military Justice (UCMJ). The UCMJ is legislation that is contained in Title 10 of the United States Code. It comprises a complete set of criminal military law and code. The DoD Correctional program currently consists of 17 DoD correctional facilities, which incorporate three facility classifications and four custody levels. There are eight Level I, eight Level II and one Level III correctional facilities. Level I is capable of providing pretrial and post-trial confinement up to one-year. Level II is capable of providing pretrial and post-trial confinement for prisoners/inmates with sentences to confinement of five years or less and Level III provides post-trial confinement exceeding five years, one day, to include life and death sentences.

This recommendation creates five Level II Joint Regional Correctional Facilities. The Southwest Joint Regional Correctional Facility consolidates the Naval Consolidated Brig Miramar, Marine Corps Air Station Miramar; the Edwards Confinement Facility, Edwards Air Force Base, CA; the Kirtland Confinement Facility, Kirtland Air Force Base, NM; and the Marine Corps Base Brig, Camp Pendleton, to a single Level II Joint Regional Correctional Facility at Miramar. The Midwestern Joint Regional Correctional Facility consolidates the Lackland Confinement Facility, Lackland Air Force Base, TX, the Army Regional Correctional Facility, Fort Knox, KY, the Army Regional Correctional Facility, Fort Sill, OK, and the components of the US Disciplinary Barracks at Fort Leavenworth, KS, into a single Level II Joint Regional Correctional Facility at Leavenworth. The Southeastern Joint Regional Correctional Facility consolidates the Naval Consolidated Brig Charleston, Naval Weapons Station, Charleston, SC; the Waterfront Brig Jacksonville, Naval Air Station Jacksonville, FL; and the Waterfront Brig Pensacola, Naval Air Station Pensacola, FL, to a single Level II Joint Regional Correctional Facility at Charleston. The Mid-Atlantic Joint Regional Correctional Facility consolidates the Naval Brig Norfolk, Naval Support Activity, Norfolk, VA, Marine Corps Base Brig, Quantico, VA, and Marine Corps Base Brig Camp LeJeune, NC; to a single Level II Joint Regional Correctional Facility at Chesapeake. The Northwestern Joint Regional Correctional Facility consolidates the Army Regional Correctional Facility at Fort Lewis, WA, and the Waterfront Brig Puget Sound, Silverdale, Submarine Base Bangor, WA, to a single Level II Joint Regional Correctional Facility with correctional facilities at both locations.

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. Many DoD correctional facilities were built in the 1960s and 1970s; some were built in the 1950s. The Commission found that, clearly, new facilities are required to improve safety, security, and efficiency.

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 LEWIS, WASHINGTON (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.

FORT LEWIS, WASHINGTON (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; JOINT BASING)

SECRETARY OF DEFENSE RECOMMENDATION

Realign McChord Air Force Base (AFB), WA, by relocating the installation management functions to Fort Lewis, WA, establishing Joint Base Lewis-McChord.

Realign Fort Dix, NJ, and Naval Air Engineering Station Lakehurst, NJ, by relocating the installation management functions to McGuire AFB, NJ, establishing Joint Base McGuire-Dix-Lakehurst.

Realign Naval Air Facility Washington, MD, by relocating the installation management functions to Andrews AFB, MD, establishing Joint Base Andrews-Naval Air Facility Washington, MD.

Realign Bolling AFB, Washington, DC, by relocating the installation management functions to Naval District Washington at the Washington Navy Yard, Washington, DC, establishing Joint Base Anacostia-Bolling-Naval Research Laboratory (NRL), Washington, DC.

Realign Henderson Hall, VA, by relocating the installation management functions to Fort Myer, VA, establishing Joint Base Myer-Henderson Hall, VA.

Realign Fort Richardson, AK, by relocating the installation management functions to Elmendorf AFB, AK, establishing Joint Base Elmendorf-Richardson, AK.

Realign Hickam AFB, HI, by relocating the installation management functions to Naval Station Pearl Harbor, HI, establishing Joint Base Pearl Harbor-Hickam, HI.

Realign Fort Sam Houston, TX, and Randolph AFB, TX, by relocating the installation management functions to Lackland AFB, TX.

Realign Naval Weapons Station Charleston, SC, by relocating the installation management functions to Charleston AFB, SC.

Realign Fort Eustis, VA, by relocating the installation management functions to Langley AFB, VA.

Realign Fort Story, VA, by relocating the installation management functions to Commander Naval Mid-Atlantic Region at Naval Station Norfolk, VA.

Realign Andersen AFB, Guam, by relocating the installation management functions to Commander, US Naval Forces, Marianas Islands, Guam.

SECRETARY OF DEFENSE JUSTIFICATION

All installations employ military, civilian, and contractor personnel to perform common functions in support of installation facilities and personnel. All installations execute these functions using similar or near

similar processes. Because these installations share a common boundary with minimal distance between the major facilities or are in near proximity, there is significant opportunity to reduce duplication of efforts with resulting reduction of overall manpower and facilities requirements capable of generating savings, which will be realized by paring unnecessary management personnel and achieving greater efficiencies through economies of scale. Intangible savings are expected to result from opportunities to consolidate and optimize existing and future service contract requirements. Additional opportunities for savings are also expected to result from establishment of a single space management authority capable of generating greater overall utilization of facilities and infrastructure. Further savings are expected to result from opportunities to reduce and correctly size both owned and contracted commercial fleets of base support vehicles and equipment consistent with the size of the combined facilities and supported populations. Regional efficiencies achieved as a result of Service regionalization of installation management will provide additional opportunities for overall savings as the designated installations are consolidated under regional management structures.

Specific exceptions not included in the functions to relocate are Health and Military Personnel Services. In general, the Department anticipates transferring responsibility for all other Base Operating Support (BOS) functions and the Operations and Maintenance (O&M) portion of Sustainment, Restoration and Modernization (SRM), to the designated receiving location.

However, because of the variety of circumstances at each location, the Department requires flexibility to tailor implementation to the unique requirements at each location.

In all but three realignments, discussed below, the quantitative military value score validated by military judgment was the primary basis for determining which installation was designated as the receiving location.

McGuire's quantitative military value compared to the Fort Dix quantitative military value score was too close to be the sole factor for determining the receiving installation for installation management functions. Military judgment favored McGuire AFB as the receiving installation for the installation management functions because its mission supports operational forces, in contrast to Fort Dix, which has a primary mission of support for Reserve Component training.

As an installation accustomed to supporting operational forces, it was the military judgment of the JCSG that McGuire was better able to perform those functions for both locations.

Similarly, the quantitative military value score of Charleston AFB compared to that of Naval Weapons Station Charleston was too close to be the sole factor for determining the receiving installation for installation management functions. Military judgment favored Charleston AFB as the receiving installation for the installation management functions because of its mission in support of operational forces compared to Naval Weapons Station Charleston, which has a primary mission to support training and industrial activities. It was the military judgment of the JCSG that Charleston AFB, as an installation accustomed to supporting operational forces, was better able to perform those functions for both locations.

Langley AFB's quantitative military value score compared to the Fort Eustis quantitative military value score was a clear margin for Fort Eustis. However, pending changes to Fort Eustis resulting from other BRAC recommendations causes military judgment to favor Langley AFB as the receiving installation for the installation management functions. Relocations of organizations currently based at Fort Eustis will cause a significant population decline and overall reduction in the scope of the installation's supporting mission. Based on these changes, it was the military judgment of the JCSG that Langley AFB was better able to perform these functions for both locations.

COMMUNITY CONCERNS

Although affected communities supported the concept of Joint Basing, several communities expressed concerns about the effect of personnel cuts on the mission, questioned DoD's process used to determine the proposed number of personnel cuts, and expressed concern over the overall health and welfare of the bases involved. Additionally, communities argued that the "clash of cultures" and service-specific interests would impair installation management by a different service. To avoid this likely problem, some community

advocates argued DoD would need to develop a common installation management approach by establishing a joint basing office in DoD to implement the new Joint Bases so that individual military services did not issue conflicting guidance and procedures. Finally, there was concern expressed that non-appropriated fund employees were not addressed specifically in the DoD recommendation.

COMMISSION FINDINGS

While the Commission supports the concept of Joint Basing strongly, it is concerned, as is GAO, that DoD must assess and remedy several issues before implementation will be successful. For instance, common terminology is lacking to define Base Operating Support (BOS) functions among the military services and OSD. The Commission concurs with the Government Accountability Office (GAO) that DoD needs an analytic process for developing BOS requirements. Also, while each military service has standards, there are no DoD-wide standards for common support functions.

Additionally, the Commission learned that DoD determined the manpower reductions through application of a formula and not deliberations among commanders of the affected installations. In other words, the manpower savings were directed rather than derived from functional analyses and manpower studies.

Finally, the Commission found that currently Naval District Washington provides non-mission related services to the Naval Research Laboratory because the Navy has centralized its installation management functions. Naval Research Laboratory (NRL) is a Secretary of the Navy Working Capital Fund Activity, so it must maintain control of laboratory buildings, structures, and other physical assets that are essential to the NRL research mission.

COMMISSION RECOMMENDATIONS

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

Realign McChord Air Force Base (AFB), WA, by relocating the installation management functions to Fort Lewis, WA, establishing Joint Base Lewis-McChord, WA.

Realign Fort Dix, NJ, and Naval Air Engineering Station Lakehurst, NJ, by relocating the installation management functions to McGuire AFB, NJ, establishing Joint Base McGuire-Dix-Lakehurst, NJ.

Realign Naval Air Facility Washington, MD, by relocating the installation management functions to Andrews AFB, MD, establishing Joint Base Andrews-Naval Air Facility Washington, MD.

Realign Bolling AFB, DC, by relocating the installation management functions to Naval District Washington at the Washington Navy Yard, DC, establishing Joint Base Anacostia-Bolling, DC.

Realign Henderson Hall, VA, by relocating the installation management functions to Fort Myer, VA, establishing Joint Base Myer-Henderson Hall, VA.

Realign Fort Richardson, AK, by relocating the installation management functions to Elmendorf AFB, AK, establishing Joint Base Elmendorf-Richardson, AK.

Realign Hickam AFB, HI, by relocating the installation management functions to Naval Station Pearl Harbor, HI, establishing Joint Base Pearl Harbor-Hickam, HI.

Realign Fort Sam Houston, TX, and Randolph AFB, TX, by relocating the installation management functions to Lackland AFB, TX.

Realign Naval Weapons Station Charleston, SC, by relocating the installation management functions to Charleston AFB, SC.

Realign Fort Eustis, VA, by relocating the installation management functions to Langley AFB, VA.

Realign Fort Story, VA, by relocating the installation management functions to Commander Naval Mid-Atlantic Region at Naval Station Norfolk, VA.

Realign Andersen AFB, Guam, by relocating the installation management functions to Commander, US Naval Forces, Marianas Islands, Guam.

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 Commission recommendations can be found in Appendix Q.

FORT LEWIS, WASHINGTON (JOINT CROSS SERVICE GROUP – MEDICAL)

SECRETARY OF DEFENSE RECOMMENDATION

Realign McChord Air Force Base, WA, by relocating all medical functions to Fort Lewis, WA.

SECRETARY OF DEFENSE JUSTIFICATION

The primary rationale for this recommendation is to promote jointness and reduce excess capacity. This recommendation supports strategies of reducing excess capacity and locating military medical personnel in areas with enhanced opportunities for medical practice. McChord AFB's medical facility produced 44,283 Relative Value Units (RVUs) in FY02, which is well below the Military Health System average of 166,692 RVUs. Its Healthcare Services Functional Military Value of 51.45, is much lower than that of Fort Lewis (73.30). Military personnel stationed at McChord AFB's Medical Facility can be placed in activities of higher military value with a more diverse workload, providing them with enhanced opportunities to maintain their medical currency and making them better able to support Army medical readiness requirements. Approximately 169 military and civilian authorizations will be realigned to Fort Lewis in order to maintain the current level of effort in providing care to the McChord AFB beneficiary population. The remaining civilian authorizations and contractors at McChord AFB that represent unnecessary overhead will be eliminated. Military personnel that are filling similar "overhead positions" will be redistributed by the Service to replace civilian and contract medical personnel elsewhere in the Military Health System activities of higher military value. The large savings along with the reduction of inefficiencies and workload available supports this action. While the jobs are lost in the military system the same type of job is available in the community.

COMMUNITY CONCERNS

The community expressed concerns about access to medical services if the McChord AFB, WA Clinic is closed and all medical functions are relocated at Madigan Army Medical Center at Fort Lewis. Specifically, they questioned whether Madigan Army Medical Center has the capacity to take on the patient population from the McChord Clinic, how long patients would have to wait for an appointment, if there will be enough staff to treat all patients, and whether the TRICARE civilian network in the area was adequate.

COMMISSION FINDINGS

The Commission found merit in the community's concern that Madigan Army Medical Center at Fort Lewis may not have sufficient capacity to accept McChord Medical Clinic's patient population. Built in 2000, the McChord Clinic provides care to about 14,500 active duty members and their families, as well as retirees and their families. Madigan Army Medical Center, located approximately eight miles from the McChord clinic, has a 172-bed capacity and serves a six-state area. Additionally, the Commission found

that, while the medical functions would be realigned to Madigan, the McChord Clinic would be an optimal “satellite” facility to provide health care services. The Commission believes its recommendation will reduce duplication of services while maintaining sufficient future medical capacity.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 2, 3 and 4, as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Realign McChord Air Force Base, WA, by reorganizing medical functions under Madigan Army Medical Center, Fort Lewis, WA. McChord Air Force Base medical functions will be reorganized and relocated as directed by the Commander, Madigan Army Medical Center.

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.