

FORT DIX, NEW JERSEY (ARMY RECOMMENDATION - USAR COMMAND AND CONTROL NORTHEAST (IL, NJ, NY, PA))

SECRETARY OF DEFENSE RECOMMENDATION

Realign Pitt USARC, Coraopolis, PA, by disestablishing the HQ 99th Regional Readiness Command and establishing a Northeast Regional Readiness Command Headquarters at Fort Dix, NJ. Close Camp Kilmer, NJ, and relocate the HQ 78th Division at Fort Dix, NJ. Realign Fort Totten, NY, by disestablishing the HQ 77th Regional Readiness Command and establishing a Sustainment Brigade at Fort Dix, NJ. Realign Fort Sheridan, IL, by relocating the 244th Aviation Brigade to Fort Dix, NJ. Realign Fort Dix, NJ, by relocating Equipment Concentration Site 27 to the New Jersey Army National Guard Mobilization and Training Equipment Site joint facility at Lakehurst, NJ. Close Charles Kelly Support Center and relocate units to Pitt US Army Reserve Center, Coraopolis, PA. Close Carpenter USARC, Poughkeepsie, NY, close McDonald USARC, Jamaica, NY, close Fort Tilden USARC, Far Rockaway, NY, close Muller USARC, Bronx, NY, and relocate units to a new Armed Forces Reserve Center at Fort Totten, NY. Close the United States Army Reserve Center on Fort Hamilton, NY and relocate the New York Recruiting Battalion Headquarters and Army Reserve units into a new Armed Forces Reserve Center on Fort Hamilton, NY. The new AFRC shall have the capacity to accommodate units from the NYARNG 47th Regiment Marcy Armory, Brooklyn and the Brooklyn Bedford Armory/OMS, Brooklyn, NY, if the state decides to relocate those National Guard units.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation transforms Reserve Component facilities and command and control structure throughout the Northeast 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 transforms Army Reserve command and control by consolidating four major headquarters onto Fort Dix, NJ; this recommendation supports the Army Reserve's nationwide Command and Control restructuring initiative to reduce Regional Readiness Commands from ten to four. The realignment of Pitt USARC, Coraopolis, PA, by the disestablishment of the 99th Regional Readiness Command allows for the establishment of the Northeast Regional Readiness Command Headquarters at Fort Dix, NJ, which will further support the re-engineering and streamlining of the Command and Control structure of the Army Reserves throughout the United States. This restructuring will allow for the closure of Camp Kilmer, NJ, and the relocation of the HQ 78th Division to Fort Dix and establishment of one of the new Army Reserve Sustainment Units of Action, which establishes a new capability for the Army Reserve while increasing the support capabilities of the Army Reserve to the Active Army. To further support restructuring; the realignment of Fort Totten and the disestablishment of the HQ 77th RRC will enable the establishment of a Maneuver Enhancement Brigade at Fort Dix, resulting in a new operational capability for the Army Reserve. The realignment of Fort Sheridan, IL, by relocating the 244th Aviation Brigade to Fort Dix coupled with the Department of the Navy recommendation to close NAS Willow Grove, PA, and relocate Co A/228th Aviation to Fort Dix consolidates Army aviation assets in one location. Other actions supporting restructuring include realigning maintenance functions on Fort Dix, the closure of Charles Kelly

Support Center, PA, and relocation of multiple subordinate units to Pitt USARC, PA; and the closure of five US Army Reserve Centers in the greater New York City area with relocation of those units to Fort Totten. These actions will significantly enhance training, mobilization, equipment readiness and deployment.

This recommendation reduces military manpower and associated costs for maintaining existing facilities by closing one Camp, five Army Reserve Centers, realigning five facilities and relocating forces to multiple installations throughout the Northeast Region of the United States. These actions will also improve business processes. The implementation of this recommendation and creation of these new command structures 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. The Department understands that the State of New York will close NYARNG Armories: 47th Regiment Marcy Armory, Brooklyn and Brooklyn Bedford Armory/OMS 12. The Armed Forces Reserve Centers will have the capability to accommodate these units if the state decides to relocate the units from these closed facilities into a new AFRC on Fort Hamilton, NY.

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.

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 \$168.3M in mission facility renovation costs and procurement avoidance associated with meeting Anti Terror / Force Protection construction standards and altering existing facilities to meet unit training and communication 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.

COMMUNITY CONCERNS

Community representatives from the area near the Kelly Support Center, in Pittsburgh, PA, expressed concerns about the base's Commissary and Exchange facilities. The next nearest comparable facilities are 188 miles away in Carlisle, PA. The community stated that 69,000 active and reserve military personnel, as well as retirees, are supported by these facilities. All other activities on the post will be moved to the nearby 99th RRC Reserve Center, but DoD has not indicated a plan to place the Commissary and Exchange facilities at nearby sites.

COMMISSION FINDINGS

The Commission found DoD's recommendation consistent with the final selection criteria and the Force Structure Plan. Community concerns were carefully weighed and considered, but the Commission did not find they rose to the level of substantial deviation. The Commission also notes that DoD will address the further requirements for the commissary and exchange at the Kelly Support Center after the BRAC recommendations are approved and the effects on the area population can be assessed.

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 DIX, NEW JERSEY
(NAVY RECOMMENDATION – NAVAL AIR STATION JOINT
RESERVE BASE WILLOW GROVE, PA, AND CAMBRIA REGIONAL
AIRPORT, JOHNSTOWN, PA)**

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Air Station Joint Reserve Base Willow Grove, PA. Relocate all Navy and Marine Corps squadrons, their aircraft and necessary personnel, equipment and support to McGuire Air Force Base, Cookstown, NJ. Relocate the minimum amount of manpower and equipment to support intermediate maintenance workload and capacity for Tire and Wheel, non-destruction inspections, and Aviation Life Support System equipment to McGuire Air Force Base. Relocate intermediate maintenance workload and capacity for Aircraft Components, Aircraft Engines, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center East, Marine Corps Air Station Cherry Point, NC. Deactivate the 111th Fighter Wing (Air National Guard) and relocate assigned A-10 aircraft to the 124th Wing (Air National Guard), Boise Air Terminal Air Guard Station, Boise, ID (three primary aircraft authorized); 175th Wing (Air National Guard), Martin State Airport Air Guard Station, Baltimore, MD, (three primary aircraft authorized); 127th Wing (Air National Guard), Selfridge Air National Guard Base, Mount Clemens, MI (three primary aircraft authorized) and retired (six primary aircraft authorized). Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL. Relocate Co A/228th Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix. Establish an enclave for the Army Reserve units remaining on or relocating to Willow Grove and the Air National Guard 270th Engineering Installation Squadron. Realign Cambria Regional Airport, Johnstown, PA, by relocating Marine Light Attack Helicopter Squadron 775 Detachment A, to include all required personnel, equipment, and support, to McGuire Air Force Base.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation will reduce excess capacity while creating new joint opportunities in the McGuire Air Force Base/Fort Dix/Naval Aviation Engineering Station Lakehurst military concentration area. This recommendation leverages maintenance and operational efficiencies within Marine Corps Reserve Aviation and maintains reserve forces in areas with favorable demographics. Inclusion of the realignment of Cambria Regional Airport in this recommendation allows the assets currently housed there to be collocated with their headquarters at McGuire Air Force Base. The major intermediate maintenance functions are consolidated into a Fleet Readiness Center, which reduces the number of maintenance levels and streamlines the way maintenance is accomplished with associated significant cost reductions.

This recommendation enables Air Force Future Total Force transformation by consolidating the A-10 fleet at installations of higher military value, and contributes to Army's establishment of the Northeast Army Reserve Regional Readiness Command.

The USAF KC-135E model aircraft (16 primary aircraft authorized) at McGuire Air Force Base, NJ, retire. The capacity created by the Air Force force structure retirement of KC-135Es (16 primary aircraft authorized) from McGuire Air Force Base enables the execution of this recommendation.

COMMUNITY CONCERNS

The Willow Grove community argued the recommendation to close Willow Grove Naval Air Station Joint Reserve Base (NAS JRB), the associated deactivation of the 111th Fighter Wing (Pennsylvania Air National Guard), and the removal of the 913th Airlift Wing (AFRES) substantially deviated from the established final selection criteria and was based on flawed analyses. The substantial deviations cited by the community include: erroneous assumptions and lack of analysis in assessing jointness, substantial miscalculations in the

assessment of the availability of land, facilities, and associated airspaces, lack of consideration of the base's strategic location with respect to homeland defense and homeland security, substantial deviations and inconsistencies in the evaluation process; improper deactivation of an Air National Guard Wing; inadequate consideration of demographics, manpower, and skill-set losses; and inadequate consideration of future mission capabilities.

Numerous formatted letters and petitions have been received citing the installation as a model of joint use base facilities whose strengths include: working joint operations, including all services except the Coast Guard, critical strategic location near Northeast Corridor major metropolitan and port areas, vital part of homeland defense and security for the East Coast, huge economic impact to their local region, an 8,000 foot runway, modern Digital Radar Air Control System—one of only four in the US—available for emergency preparedness and operations, and strong community support. Advocates repeatedly raised the question: "Why close a joint base in light of the stated DoD objective of moving to jointness?"

The announced loss of jobs will have a negative economic impact on the area.

COMMISSION FINDINGS

The Commission found that the majority of community concerns as they pertained to the 111th Fighter Wing (Air National Guard) had merit. Moreover, the Commission notes that the 913th Airlift Wing (AFRES) was not included in the recommendation by the Department. As best could be determined, the Navy had forwarded their proposal to Air Force for their review, and the Air Force recommended action addressed only the Air National Guard unit.

The Commission also found, however, that the Navy recommendation to close NAS/JRB Willow Grove was analytically sound for the Navy and Marine Corps Reserve assets assigned there and at Cambria. The movement and consolidation at the new Joint Base located at McGuire/Fort Dix/Lakehurst makes efficient use of a larger joint military establishment while ameliorating many of the demographic effects of moving reserve units. The Commission therefore determined that the majority of NAS/JRB Willow Grove could be closed, while also retaining an enclave for the 111th Fighter Wing and the 913th Airlift Wing. The Commission encourages the Department of Defense to not retire service-capable A-10 aircraft. The Commission notes the quality and contributions of the 111th Fighter Wing and encourages the Department of Defense to consider identifying A-10 aircraft to form an A-10 wing or detachment using the 111th Fighter Wing of the Air National Guard located at Willow Grove, PA.

COMMISSION RECOMMENDATIONS

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

Close Naval Air Station Joint Reserve Base Willow Grove, PA. Relocate all Navy and Marine Corps squadrons, their aircraft and necessary personnel, equipment and support to McGuire Air Force Base, Cookstown, NJ. Relocate the minimum amount of manpower and equipment to support intermediate maintenance workload and capacity for Tire and Wheel, non-destruction inspections, and Aviation Life Support System equipment to McGuire Air Force Base. Relocate intermediate maintenance workload and capacity for Aircraft Components, Aircraft Engines, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center East, Marine Corps Air Station Cherry Point, NC. Distribute the 15 A-10 aircraft assigned to the 111th Fighter Wing (ANG), the 15 A-10 aircraft assigned to the 124th Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho, the 15 A-10 aircraft assigned to the 175th Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland, and the 15 F-16 aircraft assigned to the 127th Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan, to meet the Primary Aircraft Authorizations (PAA) requirements established by the Base Closure and Realignment recommendations of the Secretary of Defense, as amended by the Defense Base Closure and Realignment Commission.

Establish 18 PAA A-10 aircraft at the 124th Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho.

Establish 18 PAA A-10 aircraft at the 175th Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland.

Establish 24 PAA A-10 aircraft at the 127th Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan.

If the Commonwealth of Pennsylvania decides to change the organization, composition and location of the 111th Fighter Wing (ANG) to integrate the unit into the Future Total Force, all personnel allotted to the 111th Fighter Wing (ANG), including the unit's Expeditionary Combat Support (ECS) elements, will remain in place and assume a mission relevant to the security interests of the Commonwealth of Pennsylvania and consistent with the integration of the unit into the Future Total Force, including but not limited to air mobility, C4ISR, Information Operations, engineering, flight training or unmanned aerial vehicles. Where appropriate, unit personnel will be retrained in skills relevant to the emerging mission. This recommendation does not effect a change to the authorized end-strength of the Pennsylvania Air National Guard. The distribution of aircraft currently assigned to the 111th Fighter Wing (ANG) is based upon a resource-constrained determination by the Department of Defense that the aircraft concerned will better support national security requirements in other locations and is not conditioned upon the agreement of the commonwealth. Relocate Co A/228th Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix.

Establish a contiguous enclave for the 111th Fighter Wing (ANG) and the 270th Engineering Installation Squadron (ANG) sufficient to support operations of those units, including flight operations, and compatible with joint use of the former Naval Air Station as a civilian airport. The Army Reserve units not relocated from Willow Grove by this recommendation, as amended, and those relocated to Willow Grove by other recommendations, as amended, will be incorporated into the Armed Forces Reserve Center established by Army Recommendation 82. The property retained under Federal title to construct the AFRC shall be limited to the absolute minimum essential to construct that facility, shall be encompassed within the enclave established by the 111th Fighter Wing (ANG) and the 270th Engineering Installation Squadron (ANG), and shall be sited to minimize interference with the Air Guard enclave and joint civilian use of the former Naval Air Station as a civilian airport. The Commission defines the authority granted to the Army by the words "retain essential facilities to support activities of the Reserve Components" where they appear in Army Recommendation 82, to be limited to the property necessary to construct AFRC itself. Should the Secretary of the Army determine that access to more property would be beneficial, a joint use agreement should be executed to obtain a tenancy from the Commonwealth of Pennsylvania.

Realign Cambria Regional Airport, Johnstown, PA, by relocating Marine Light Attack Helicopter Squadron 775 Detachment A, to include all required personnel, equipment, and support, to McGuire Air Force Base.

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.

FORT DIX, NEW JERSEY (NAVY RECOMMENDATION – NAVY AND MARINE CORPS RESERVE CENTERS (ROLLUP))

SECRETARY OF DEFENSE RECOMMENDATION

Close Navy Marine Corps Reserve Center Encino, CA, and relocate the Marine Corps units to Marine Corps Reserve Center Pasadena, CA.

Close Navy Marine Corps Reserve Center Moundsville, WV, and relocate the Marine Corps units to Navy Marine Corps Reserve Center Pittsburgh, PA.

Close Navy Marine Corps Reserve Center Reading, PA, and relocate the Navy and Marine Corps units to Navy Marine Corps Reserve Centers Lehigh Valley, PA.

Close Navy Marine Corps Reserve Center Los Angeles, CA, and relocate the Navy and Marine Corps units to Armed Forces Reserve Center Bell, CA.

Close Navy Marine Corps Reserve Center Akron, OH, and Navy Reserve Center Cleveland, OH, and relocate the Navy and Marine Corps units to Armed Forces Reserve Center Akron, OH.

Close Navy Marine Corps Reserve Center Madison, WI, Navy Reserve Center Lacrosse, WI, and Navy Reserve Center Dubuque, IA, and relocate the Navy and Marine Corps units to Armed Forces Reserve Center Madison, WI.

Close Navy Marine Corps Reserve Center Baton Rouge, LA, and relocate the Marine Corps units to Armed Forces Reserve Center Baton Rouge, LA.

Close Navy Marine Corps Reserve Center Tulsa, OK, and relocate the Navy and Marine Corps units to Armed Forces Reserve Center Broken Arrow, OK.

Close Navy Marine Corps Reserve Center Mobile, AL, and relocate the Marine Corps units to Armed Forces Reserve Center Mobile, AL.

Close Inspector-Instructor West Trenton, NJ, and relocate Marine Corps reserve units and support staff to Navy Reserve Center Ft. Dix, NJ.

Close Inspector-Instructor Rome, GA, and relocate Marine Corps reserve units and support staff to Navy Marine Corps Reserve Center Atlanta, GA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation will reduce excess capacity through the consolidation of 12 Navy Reserve Centers and Navy Marine Corps Reserve Centers with other reserve centers in the affected areas or into Armed Forces Reserve Centers. Nine of 12 of the reserve center closures are joint actions with the Department of the Army that support relocation into Armed Forces Reserve Centers. This recommendation will also relocate two Inspector-Instructor activities to existing reserve facilities aboard active duty bases. Sufficient capacity for drilling reserves is maintained throughout the United States, and all states will continue to have at least one Navy/Navy Marine Corps Reserve Center. This recommendation reduces excess capacity in the Department of the Navy reserve center functional area, but existing capacity in support of the Department of the Navy Reserve component continues to be in excess of force structure requirements. This recommendation is part of the closure of 37 Department of the Navy reserve centers, which includes 35 Navy centers (Navy Reserve Centers, Navy Reserve Facilities and Navy Marine Corps Reserve Centers) and two Marine Corps centers (Inspector-Instructor activities). The closure of 35 Navy centers will result in a capacity reduction of 12.7 percent of total current square footage. The closure of two Marine Corps centers will result in a capacity reduction of 5.5 percent of total current square footage.

COMMUNITY CONCERNS

The Naval Air Station, Atlanta community noted that the local reservists at NAS Atlanta will face a hardship in fulfilling their duty requirements if the station were moved to Florida, Louisiana, or Virginia. The proposed move would create drastic employment difficulties for 160 full-time military civilians. Expertise and experience at previous jobs may be applicable to available jobs at the next installation. There may be opportunity if some operations merge with Dobbins Air Force Base, GA. Some jobs might be saved but there will be significant competition for scarce billets.

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 DIX, NEW JERSEY (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPLY 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 DIX, NEW JERSEY (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPLY 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.