
**Environmental Impact Statement
for the Disposal and Reuse of Fort McClellan, Alabama**

**FINAL
DESCRIPTION OF PROPOSED ACTION AND
ALTERNATIVES (DOPAA)**

APRIL 25, 1997

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Contract No. F11623-94-D0024**

TABLE OF CONTENTS

Section	Page
1. INTRODUCTION	1
2. DEFINITION OF STUDY AREA	
2.1 General	1
2.2 Disposal Area	3
2.3 Potential Use of Sub-Areas	4
2.4 Affected Environment and Impact Analysis Area (Including Consideration of Cumulative Impact Analysis Area)	4
3. ENVIRONMENTAL BASELINE AND NO ACTION ALTERNATIVE	8
4. DISPOSAL ALTERNATIVES	
4.1 Introduction	10
4.2 Encumbered Disposal	10
4.3 Unencumbered Disposal	11
4.4 Anticipated Encumbrance Categories at Fort McClellan	11
5. REUSE ALTERNATIVES	
5.1 Introduction	11
5.2 Status of Local Reuse Authority & Reuse Planning Process	11
5.3 Reuse Alternatives to be Evaluated in the Draft EIS	12
5.4 Incorporation of Final FMRRRA Reuse Plan	13
5.5 Cumulative Impact Analysis	13
5.6 Mitigation Responsibilities	14
List of Tables:	
2-1 Fort McClellan National Guard/Reserve Component Enclave Property Areas	3
List of Figures:	
2-1 Fort McClellan General Location Map	2
2-2 Fort McClellan National Guard/Reserve Component Enclave	5
2-3 Fort McClellan - Real Property Available for Disposal and Reuse	6
3 Alternative Evaluation Process - Fort McClellan Disposal and Reuse EIS	9

1. INTRODUCTION

The Fort McClellan Disposal and Reuse EIS is to be prepared following guidance provided in the Army's September 1995 publication titled: *Base Realignment and Closure Manual for Compliance with the National Environmental Policy Act*, or the "BRAC NEPA Manual" as it will be referred to herein.

The BRAC NEPA Manual states that the EIS shall include the following sections:

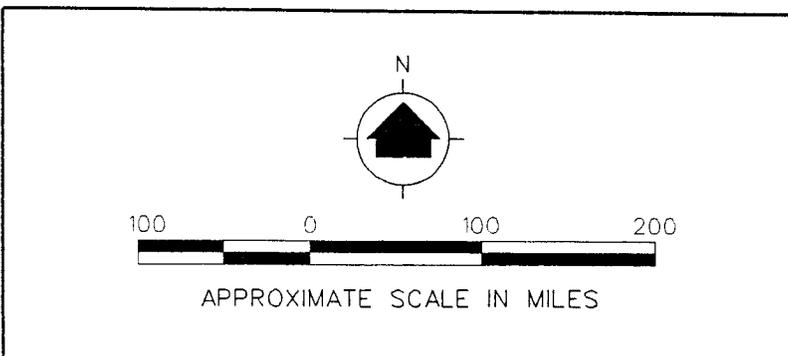
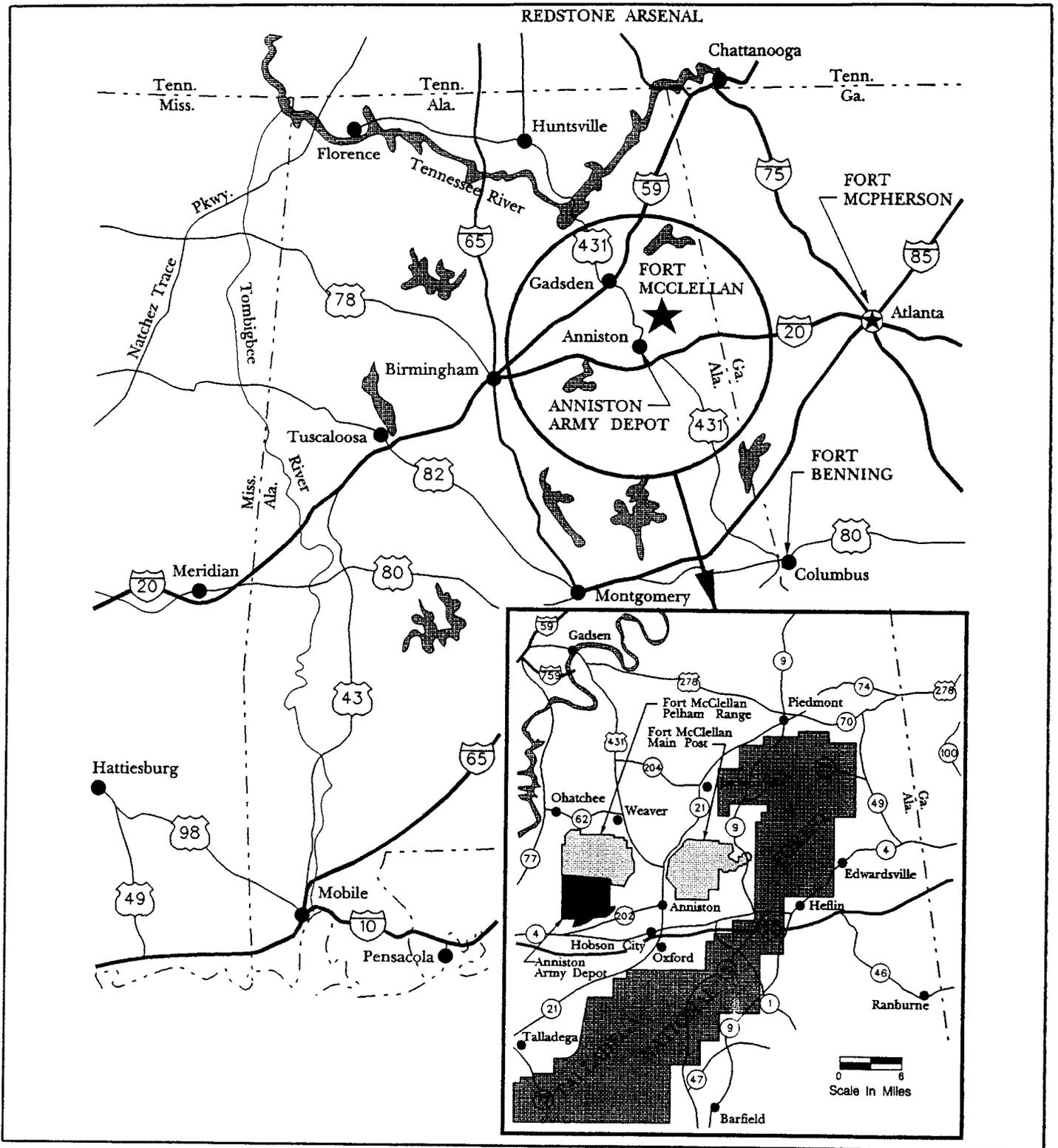
- Section 1 - Purpose, Need and Scope
- Section 2 - Description of the Proposed Action
- Section 3 - Alternatives
- Section 4 - Affected Environment
- Section 5 - Environmental Consequences
- Section 6 - List of Preparers
- Section 7 - Distribution List
- Section 8 - Index
- Section 9 - References
- Section 10 - Persons Consulted

This Final *Description of Proposed Action and Alternatives* (DOPAA) deliverable has been prepared to provide a description of the proposed structure and intent of Sections 1 - 3 of the Fort McClellan EIS, with emphasis on a description of how alternatives for property disposal and reuse will be formulated and analyzed in the document. In accordance with guidance provided in the *BRAC Manual*, installations designated for closure are subject to NEPA analysis for both disposal and subsequent reuse of excess Department of Defense (DoD) property and facilities. NEPA analysis for the primary Army action of property disposal addresses the transfer of property to other federal, state, or local agencies; and/or to other public or private parties. The NEPA analysis will also identify and evaluate an appropriate range of reuse alternatives that may be implemented by other (non-Army) parties after the property is released by the Army. This range of reuse alternatives will be built around the Fort McClellan Reuse and Redevelopment Authority's available reuse plans.

2. DEFINITION OF STUDY AREA

2.1 General. Fort McClellan (FMC), located in Calhoun County, Alabama (**Figure 2-1**), consists of three main bodies of government owned land in the foothills of the Appalachian Mountains:

- The Main Post, consisting of approximately 18,929 acres, adjoins Anniston, Alabama, and stretches six miles to the northeast towards Jacksonville, Alabama, in the valley west of the Choccolocco Mountains. Approximately 12,000 acres of the Main Post are characterized by undeveloped mountains.



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ENVIRONMENTAL IMPACT STATEMENT	
DISPOSAL AND REUSE OF FT. MCCLELLAN FORT MCCLELLAN, ALABAMA	
GENERAL LOCATION OF FORT MCCLELLAN	
DATE: ARRIL, 1997	FIGURE NO. 2-1

- To the east, the Choccolocco Corridor, consisting of approximately 4,488 acres leased from the State of Alabama, connects FMC with the Talladega National Forest. Within the National forest, approximately 100,000 acres of woodlands are accessible for training in the event of national emergency or with the approval of the U.S. Forest Service (USFS).
- Pelham Range, consisting of approximately 22,245 acres, is located approximately eight miles due west of FMC's Main Post cantonment area. Pelham Range, which adjoins Anniston Army Depot one-half mile west of US Highway 431, is used for maneuvers, firing ranges, and field training.

The EIS will only address the disposal and reuse of excess lands (approximately 18,520 acres) associated with the Main Post. The Choccolocco Corridor lease will not be renewed and the land will remain with the State of Alabama. The entire Pelham Range will remain as Army property, but will be licensed from the U.S. Army Training and Doctrine Command to the Army National Guard. Therefore neither of these parcels are considered excess property.

2.2 Disposal Area. The Main Post area of FMC includes 18,929 acres. The Army National Guard/Reserve Enclave will retain approximately 409 of these acres (see Table 2-1 and Figure 2-2) leaving 18,520 acres available for reuse (Figure 2-3). The EIS for disposal and reuse will focus on the lands illustrated in Figure 2-3.

The available property for analysis, therefore, comprises almost all of the current FMC Main Post Area. This 18,520 acre area, includes the heavily developed area in the flat northwestern portion of FMC. Cane Creek and its tributaries flow west through the Main Post area. The Main Post's administrative, housing and community service facilities are generally located along the northern and southern banks of Cane Creek. FMC's firing ranges are located north, east, and south of the developed area and are generally oriented toward the Choccolocco Mountains. The Choccolocco Mountains contain large portions of undeveloped, forested tracts throughout the remainder of FMC that have been historically utilized for training and recreational activities.

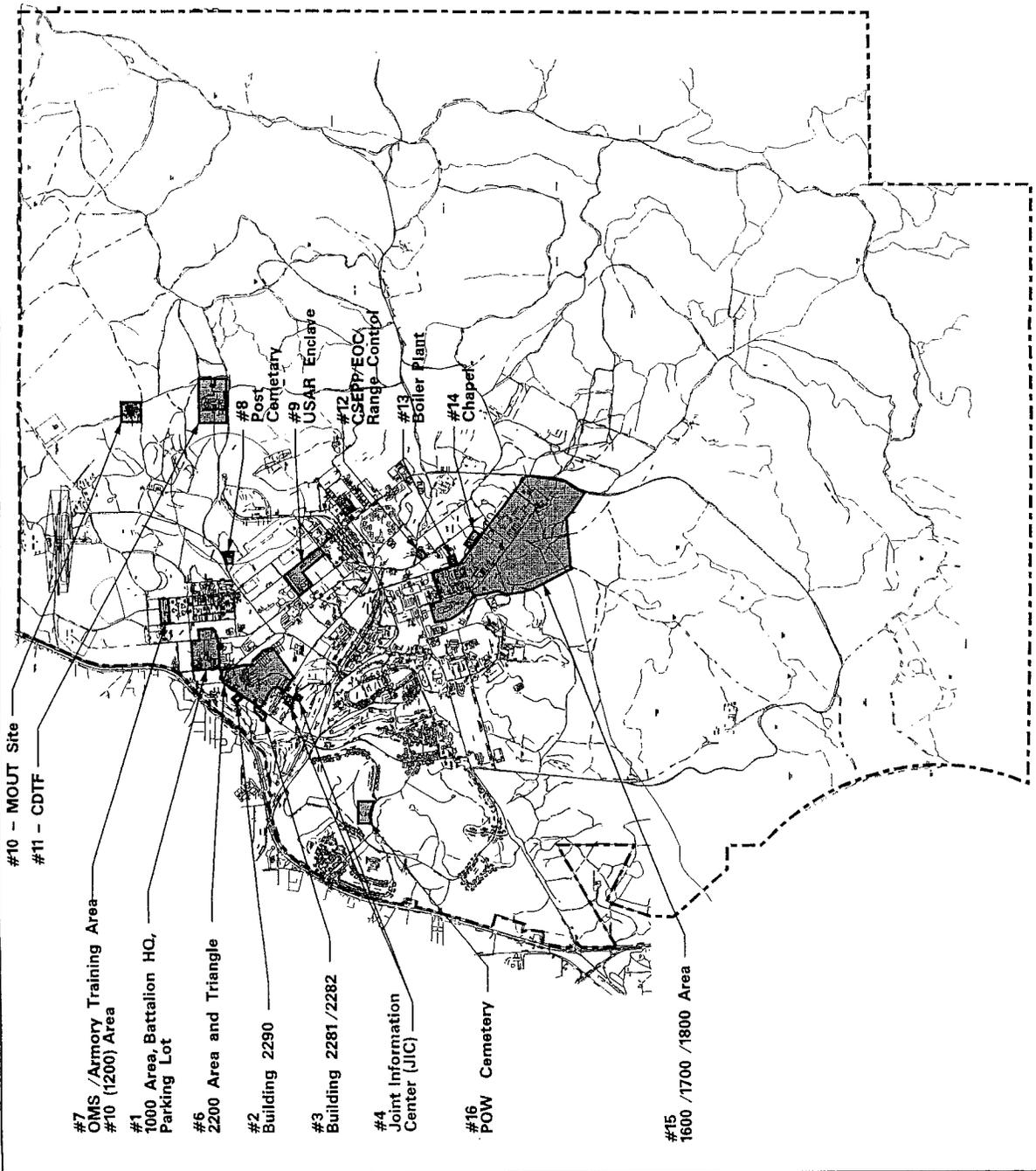
Map Location #	Area Description	Size of area (acres)
1	1000 Area, Battalion HQ, Parking	24.4
2	Building 2290 (Dispensary)	1.4
3	Buildings 2281 / 2282	3.4
4	Joint Information Center (JIC) (2 Buildings)	1.8
5	Battalion HQ	0.3
6	2200 Area and Triangle	53

31 TABLE 2-1. Fort McClellan Army National Guard/Reserve Component Enclave
 32 Property Areas

33 Map Location #	Area Description	Size of area (acres)
1 7	OMS # 10	5.4
2 8	Post Cemetery	3.4
3 9	USAR Enclave	18
4 10	MOU Site	7.5
5 11	CDTF	26.5
6 12	CSEPP / EOC / Range Control	2
7 13	Boiler Plant	0.5
8 14	Chapel	1.5
9 15	1600 /1700 / 1800 Area	256
10 16	POW Cemetery	4
11 TOTAL		409.1

12
 13 **2.3 Potential Use of Sub-Areas.** Current Army guidance regarding the preparation of NEPA
 14 documents for disposal and reuse actions discourages the use of sub-areas unless they are
 15 absolutely necessary. Sub-areas have been used in prior documents where the local reuse
 16 authority could not provide any early guidance on the type or location of reuse activities. In
 17 these cases, the sub-area concept was used to support the development of a generic reuse
 18 plan concept, based on applying reuse intensity categories to each sub-area; thereby
 19 eliminating the need for the Army to commit to specific use plan layouts that may or may not
 20 reflect the views of the local community. Given the fact that the Fort McClellan Reuse and
 21 Redevelopment Authority (FMRRA) is nearing completion of a final preferred reuse plan, the
 22 use of sub-areas is not recommended for the Fort McClellan Disposal and Reuse EIS.

23
 24 **2.4 Affected Environment and Impact Analysis Area (Including Consideration of**
 25 **Cumulative Impact Analysis Areas).** The Affected Environment for the proposed action
 26 includes all of the lands within the 18,520 acre disposal area for all resource factors.
 27 Consideration of the potential impacts of proposed reuse plans on the undeveloped
 28 mountainous areas of FMC will be a significant element of the EIS analysis. In particular, the
 29 presence of unexploded ordnance (UXO) within these undeveloped areas, and consideration of
 30 the degree of UXO cleanup versus the level of impacts that these cleanup activities would
 31 impose on the environment will be of concern to the public and resource agencies.
 32



LEGEND

RESERVATION BOUNDARY

PROPOSED NATIONAL GUARD/RESERVE ENCLAVE AREA

SOURCE: FORT MCCLELLAN

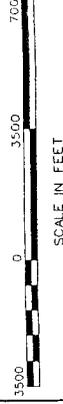


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	ENVIRONMENTAL IMPACT STATEMENT DISPOSAL AND REUSE OF FORT MCCLELLAN FORT MCCLELLAN, ALABAMA
NATIONAL GUARD/ RESERVE COMPONENT ENCLAVE	
DATE: APRIL, 1997	FIGURE NO. 2-2

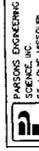
LEGEND

- RESERVATION BOUNDARY
- ▨ REAL PROPERTY AVAILABLE FOR REUSE
- ▨ ARMY NATIONAL GUARD
- ▨ BLM PUBLIC DOMAIN LAND (WILL BE DELINEATED WHEN THE AREAS HAVE BEEN DETERMINED)

SOURCE: FORT MCCLELLAN



SCALE IN FEET



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ST. LOUIS, MISSOURI



MOBILE DISTRICT
US ARMY CORPS OF ENGINEERS
MOBILE, ALABAMA

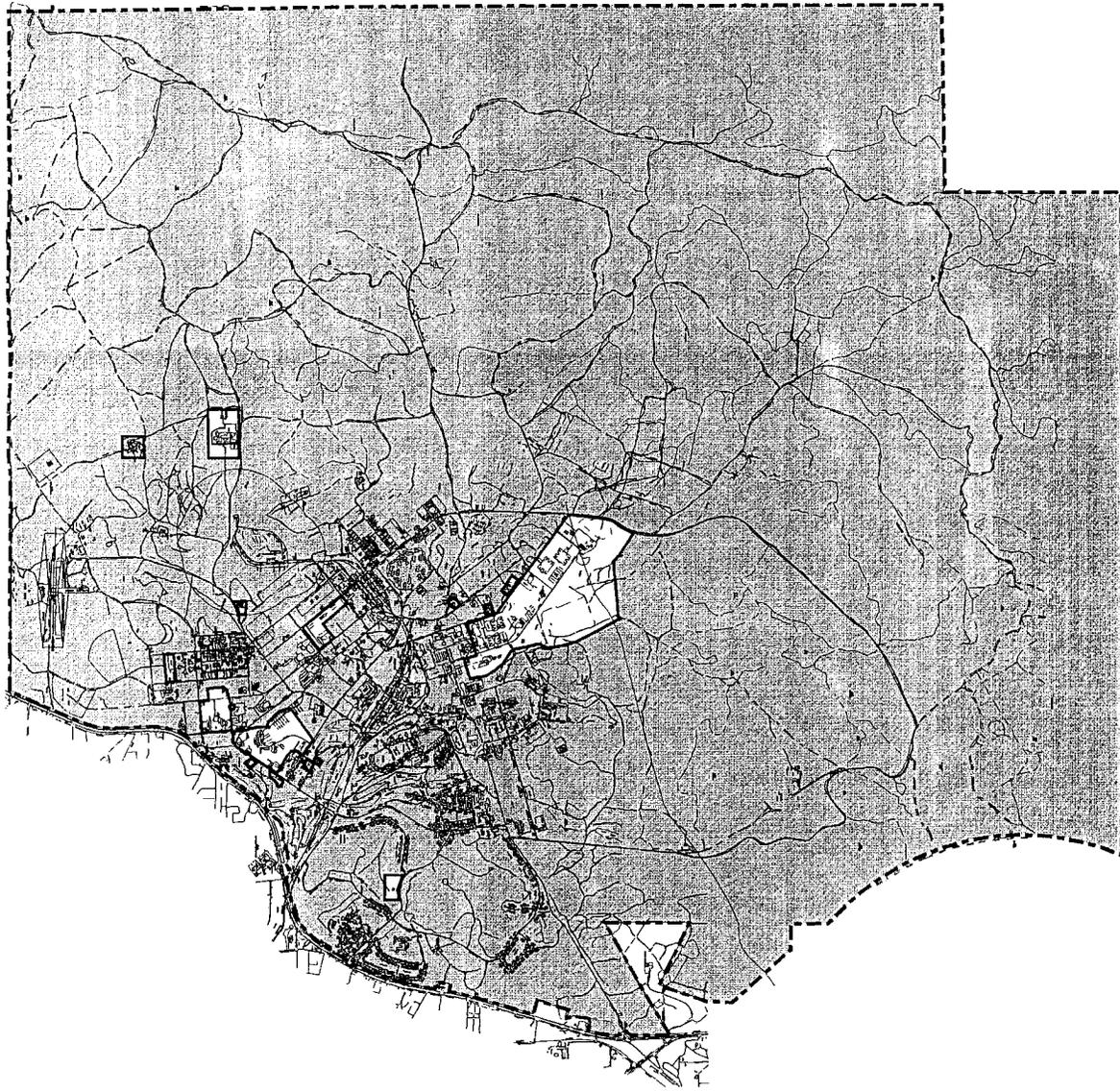
ENVIRONMENTAL IMPACT STATEMENT

DISPOSAL AND REUSE OF FORT MCCLELLAN
FORT MCCLELLAN, ALABAMA

**FORT MCCLELLAN
REAL PROPERTY
AVAILABLE FOR REUSE**

DATE: APRIL, 1987

FIGURE NO. 2-3



1 The affected environment discussion will provide an overview of conditions for those resource
 2 elements that need to be considered under the cumulative impact analysis portion of the EIS.
 3 Specific elements to be added to the Affected Environment section to lay the groundwork for,
 4 and to support the cumulative impact analysis include: 1) a statement in the introduction to the
 5 Affected Environment section that it has been prepared to identify applicable past, and
 6 "present" actions within the disposal area boundaries, and within applicable cumulative impact
 7 area boundaries which will be identified as applicable for each evaluation category; and 2)
 8 incorporation of or reference to past and present actions within these impact areas. External
 9 factors that will be of importance include (but are not limited to) social and economic conditions,
 10 regional community facilities and housing, adjacent community zoning and land use plans,
 11 adjacent infrastructure (utilities, roads, solid waste disposal) systems, public health and safety,
 12 noise, air quality, and surface and groundwater supply and quality.

13
 14 A critical element in conducting any cumulative impact analysis is to define the geographic area
 15 of influence for each resource category that is being considered. Based on information
 16 available at this time, the following cumulative impact analysis areas are proposed. These
 17 areas may change based on new data that emerges during the analysis process.

18
 19 **Affected Resource Cumulative Impact Analysis Area**

- 20
 21 • Land Use Counties and Communities adjacent to Fort McClellan
- 22
 23 • Social Support
 24 Services Counties and Communities adjacent to Fort McClellan
- 25
 26 • Economics Economic Impact Forecast System (EIFS) Region of Influence (ROI).
 27 The primary economic impact area will include the 4 counties that have
 28 lands in or adjacent to FMC, with a total of 8 counties to be included in
 29 the secondary economic impact area.
- 30
 31 • Air Quality Applicable Air Quality Regions
- 32
 33 • Noise 1/4 mile border around disposal area boundaries
- 34
 35 • Surface Water Watersheds within or immediately adjacent to the disposal area
- 36
 37 • Groundwater Watersheds within or immediately adjacent to the disposal area
- 38
 39 • Geology and
 40 Topo (Slope)
 41 to Consider
 42 Mountainous
 43 Terrain Disposal area
- 44

- 1 • Infrastructure
- 2 Including electric
- 3 generation, gas,
- 4 water, sewer, etc. Total existing Fort McClellan boundaries (or beyond in terms of
- 5 consideration of impacts on regional infrastructure capacities)
- 6
- 7 • Munitions &
- 8 Unexploded Ord. Disposal area
- 9
- 10 • Haz & Toxic
- 11 (Including CNR) Disposal area
- 12
- 13 • Biological
- 14 Resources Watersheds within or immediately adjacent to the disposal area
- 15
- 16 • Cultural
- 17 Resources Disposal area
- 18

19 3. ENVIRONMENTAL BASELINE AND NO ACTION ALTERNATIVE

20

21 An overview of the alternatives formulation structure for the Fort McClellan Disposal and Reuse

22 EIS is provided in **Figure 3**. This figure is consistent with the process developed by Harland

23 Bartholomew & Associates during the last round of BRAC actions, and that served as the basis

24 for guidance on alternative formulation included in the current *Base Realignment and Closure*

25 *Manual for Compliance with NEPA*.

26

27 For disposal and reuse actions, the "environmental baseline" is defined as the conditions that

28 existed at the time that the BRAC Commission announced their recommendation in July 1995.

29 This environmental baseline is used as the basis for comparison of impacts to occur under the

30 No Action Alternative (caretaker status as discussed below), and each disposal and reuse

31 alternative.

32

33 Because the closure and realignment of Fort McClellan is mandated by law, the "no action"

34 alternative will assume that the Army would close the installation, realign the mission, and

35 maintain the surplus property in caretaker status for an indefinite period of time. Caretaker

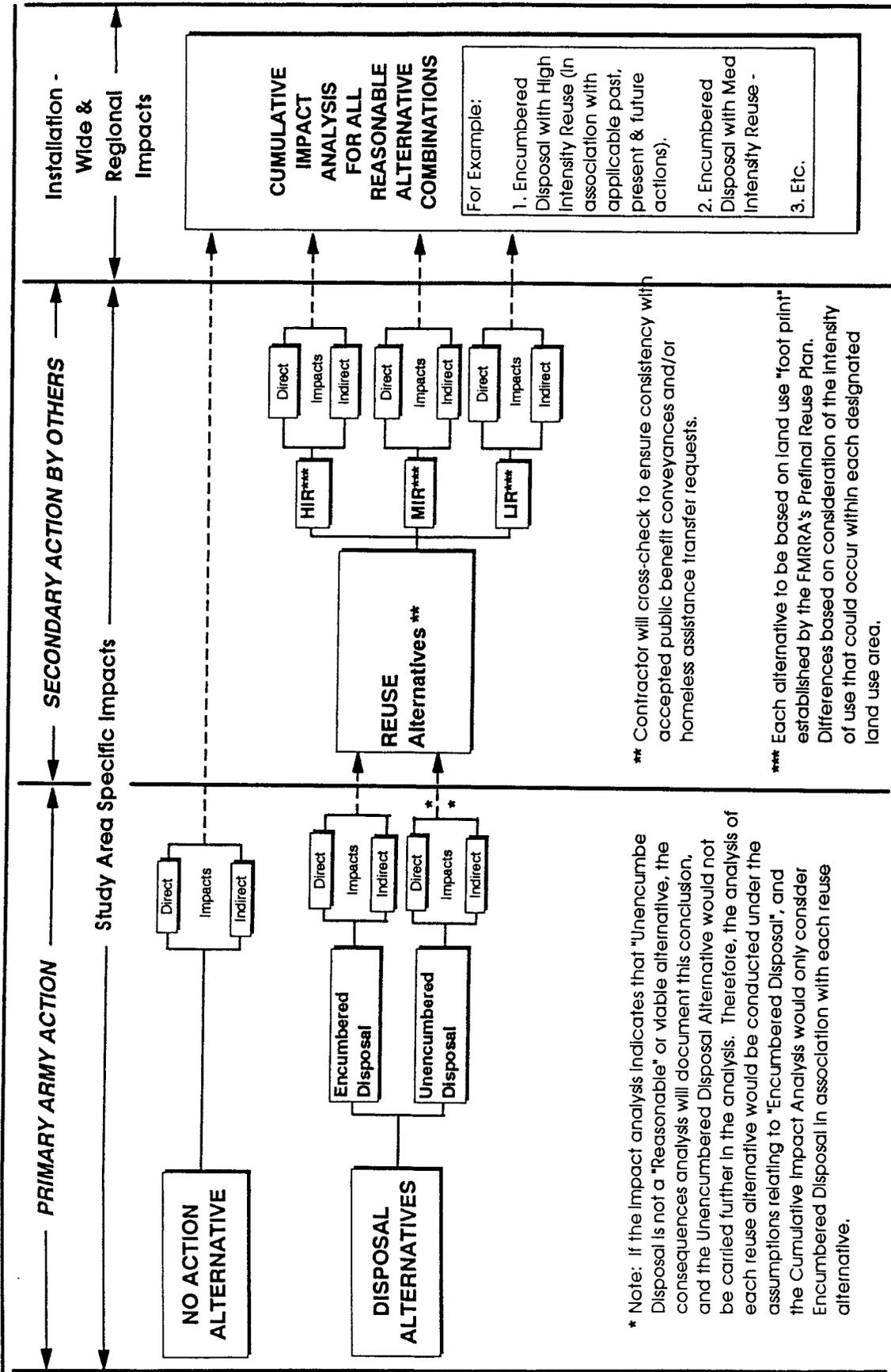
36 status results in a reduced level of activity and maintenance until appropriate disposal actions

37 are implemented.

38

39

Figure 3
 Alternative Evaluation Process
 Fort McClellan Disposal and Reuse EIS



4. DISPOSAL ALTERNATIVES

4.1 Introduction. Army policy for the preparation of NEPA documents for closing installations requires the formulation of "encumbered" and "unencumbered" disposal alternatives. The encumbered and unencumbered alternatives help focus the NEPA analysis on actions that the Army can control, versus reuse of the property. Reuse is a secondary action resulting from the Army's disposal actions. Reuse planning is the responsibility of the Fort McClellan Reuse and Redevelopment Authority. Army policy is to support the local community's reuse efforts and plans in accordance with the President's Five-Part Program while also complying with other Federal statutes and regulations and fiscal responsibility. These requirements may restrict or condition potential reuse options.

4.2 Encumbered Disposal. The Fort McClellan disposal area includes a number of man-made or natural resources or conditions that represent constraints (encumbrances) to reuse. The Encumbered Disposal (ED) Alternative will be formulated to consider the type and degree of reuse constraints to be imposed on future owners by the Army as a condition of disposal and reuse. These encumbrances and restrictions are added by the Army to:

- Protect future Army requirements or interests (e.g. special easements that may be required to continue Army disposal or cleanup activities).
- Make the property available as soon as possible through the expedient disposal and reuse of properties that are determined to be available and suitable for the intended reuse.
- Add restrictions on reuse activities that may be necessary to protect human health and the environment (e.g., buildings with lead based paint being used for housing, schools, day care centers, etc.).
- Transfer the responsibility to protect important natural or cultural resources to future owners through the use of deed restrictions or covenants (e.g. restrictions or full disclosure of responsibility for managing known wetlands, floodplains, federally-listed threatened and endangered species, critical habitat areas, significant cultural resources, etc.).
- Meet special mitigation requirements or add additional deed restrictions (above and beyond statutory requirements) that are mutually agreed to by the Army and another regulatory agency or reuse authority.
- Add conditions imposed by certain types of property conveyance (e.g., public benefit conveyance).

4.3 Unencumbered Disposal. The Unencumbered Disposal (UD) Alternative will be included to identify and evaluate the potential to remove encumbrances so that property can be disposed of with less or no Army-imposed restrictions to future use. For example, if the future use of a

1 parcel is constrained by the presence of environmental contamination, or sensitive natural or
2 cultural resources, the UD Alternative will consider the potential to remove this development
3 constraint consistent with applicable laws and regulations.

4
5 **4.4 Anticipated Encumbrance Categories at Fort McClellan.** Based on a review of affected
6 environment baseline data, it is anticipated that the primary encumbrance issues at Fort
7 McClellan will include:

- 8
- 9 • Utility Infrastructure and Roadway Systems
- 10 • Cultural Resources (Archaeological and Historic)
- 11 • Federally-Listed Threatened & Endangered Species
- 12 • Wetlands
- 13 • Regulatory Floodplains
- 14 • Unexploded Ordnance (UXO) Areas
- 15 • Hazardous Waste Remediation Areas
- 16 • Special Resource Dependencies (generally relating to utility and roadway systems)
- 17 • Special Easements and Rights-of-Way (to support reserve component activities, provide
18 access to remediation sites, etc.)
- 19 • Statutory restrictions associated with disposal activities.
- 20

21 **5. REUSE ALTERNATIVES**

22
23 **5.1 Introduction.** The Army can attach certain restrictions (or encumbrances) on the surplus
24 property during the disposal process. However, the full implementation of reuse strategies for
25 all property may take 15 to 20 years or more to complete, and the local community is ultimately
26 responsible for many of the long-range decisions that will determine how these lands are used.
27 Therefore, reuse of the property to be disposed of at Fort McClellan will be evaluated as a
28 secondary action, to be implemented by other (non-Army) entities.

29
30 **5.2 Status of Local Reuse Authority & Reuse Planning Process.** BRAC included
31 provisions for the DOD Office of Economic Adjustment (OEA) to assist state and/or local
32 jurisdictions located near military installations scheduled for closure. Accordingly, the OEA has
33 helped form the Fort McClellan Reuse and Redevelopment Authority (FMRRA) which consists
34 of an appointed body of local area elected officials, community leaders, and business
35 representatives. The FMRRA consists of an Executive Committee and Executive Director with
36 staff support, and a number of functional committees.

37
38 One of the primary goals of the FMRRA is to prepare a reuse plan for all properties to be
39 disposed of at FMC. The FMRRA completed three Concept Community Reuse Plans for the
40 reuse of disposed FMC lands. These plans were presented to the public and the Army on
41 January 16, 1997. Each of the concept plans focused reuse on the 7,200 acres of
42 northwestern FMC where most of the development has occurred due to the relatively flat land
43 at this location.

1 As of the first week in March, 1997, the FMRRRA has begun review of a Draft Preferred Reuse
2 Plan (DPRP). Parsons ES/HBA received a copy of the DPRP in late March. Based on
3 telephone discussions with the Director of the FMRRRA, only minimal changes are anticipated to
4 occur in this plan prior to the completion of the Authority's planning process.
5

6 The Army intends to use the FMRRRA Final Reuse Plan as a guide for property disposal to the
7 extent possible in consideration of all property screening requests and compliance with all
8 applicable laws and regulations associated with the Army's primary action of property disposal.
9

10 **5.3 Reuse Alternatives to be Evaluated in the Draft EIS.** DoD policy states that the local
11 community's reuse plan (to the extent that it is available and timely) will be used to define the
12 proposed reuse action, and as a basis for the required NEPA analysis of reuse options. In the
13 absence of a final approved local reuse plan, the analysis will use the best available
14 information, including draft reuse plans, to describe the probable reuse options.
15

16 Given the status of the FMRRRA Draft Preferred Reuse Plan (DPRP) as described above, we
17 recommend that the Draft EIS Reuse Alternatives should use the DPRP as a frame of
18 reference for the analysis. This would be accomplished by incorporating the DPRP (or the
19 FINAL Reuse Plan as it becomes available) into Section 2 (Proposed Action) of the EIS.
20 Section 3 (Alternatives) will then present three alternative plans, whereby the difference
21 between them will be based on identifying the potential range of intensity that could occur within
22 each designated land use zone. For example, if the DPRP identifies a certain area of land to
23 be used for "commercial" activities, the reuse alternatives would identify three applicable levels
24 of commercial use that could occur based on variation in intensity factors such as floor area
25 ratio (FAR), density (employees), development ratio, etc. These multipliers will then be used to
26 define total square feet of development by type, total residential population, total employees,
27 vehicle trips, utility consumption, air emissions, impervious surface and other applicable
28 indicators of impacts to the environment.
29

30 Parsons ES/HBA shall also consider the potential of the three concept reuse plans to
31 accommodate Public Benefit Conveyance requests that have been received from Federal, state
32 and local agencies as a result of the property screening process. Federal screening has been
33 completed for FMC. Although the Mobile District received several expressions of interest from
34 Federal agencies, none of these requests were submitted in accordance with applicable
35 procedures and requirements. Therefore, the Federal screening process was closed, and there
36 are no pending Federal applications.
37

38 The FMRRRA has been receiving informal expressions of interest from State and local agencies,
39 and considering these requests in the development of their reuse plan. At some point in the
40 future, the Mobile District COE will open the formal State and local agency screening process.
41 At that point, it is anticipated that one or more Federal Sponsors may support requests for
42 Public Benefit Conveyance of certain property to interested State and/or local agencies. The
43 EIS team will continue to monitor this process, and incorporate results of these activities into
44 the alternatives analysis to the maximum extent possible.
45

1 Consideration of Public Benefit Conveyances will be limited to those applications that are still
2 eligible for consideration (i.e., application received, and has not been formally rejected by the
3 federal sponsor or Army). This determination will be made in coordination with the Mobile
4 District Real Estate Branch. If this screening identifies any pending requests that are not
5 accommodated by any of the conceptual reuse plans, these particular requests will be
6 documented, and submitted to HQ TRADOC BRAC for resolution and guidance.

7
8 **5.4 Incorporation of Final FMRRA Reuse Plan.** The EIS study team will continue to
9 coordinate with the FMRRA throughout the EIS process to ensure that their planning process is
10 captured in the alternatives being considered in the document. Once the FMRRA Reuse Plan
11 has been officially adopted by appropriate local jurisdictions and released to the Army it will be
12 subject to approval by the Army and the U.S. Department of Housing and Urban Development
13 (HUD). It is anticipated that the Final Reuse Plan (with all required approvals) will be
14 incorporated into the Final EIS, or as a minimum, addressed in the Record of Decision (ROD).

15
16 **5.5 Cumulative Impact Analysis.** The introduction to the cumulative impact analysis section
17 of the EIS will remind the reader that "past" and "present" actions within and around the
18 disposal area have been identified and discussed in the Affected Environment section of the
19 EIS. A summary (bullet list format) of these past and present actions will be included to help
20 "set the stage" for the cumulative analysis. In addition, a list of applicable "reasonably
21 foreseeable" actions will be included at the beginning of the cumulative analysis. These future
22 actions will be limited to those actions that can be adequately defined to support the conclusion
23 that they are reasonably foreseeable, and to support the development of impact analysis
24 conclusions. The definition of cumulative impact analysis areas has been provided in
25 subsection 2.4 above.

26
27 The cumulative analysis will then consider the impacts of the following scenarios which
28 assumes unencumbered disposal has been eliminated from further consideration:

- 29
30 a. No Action Alternative
31
32 b. Encumbered Disposal, in association with High Intensity Reuse, plus consideration of
33 applicable past, present and future actions within applicable cumulative impact analysis
34 areas.
35
36 c. Encumbered Disposal, in association with Medium Intensity Reuse, plus consideration
37 of applicable past, present and future actions within applicable cumulative impact
38 analysis areas.
39
40 d. Encumbered Disposal, in association with Low Intensity Reuse, plus consideration of
41 applicable past, present and future actions within applicable cumulative impact analysis
42 areas.
43

- 1 e. Encumbered Disposal, in association with Final Approved Reuse Plan (if it differs
2 significantly from the Preliminary Final Reuse Plan), plus consideration of applicable
3 past, present and future actions within applicable cumulative impact analysis areas.
4

5 The most detailed discussion of impacts will occur for item b above (or item e if the Final Reuse
6 Plan is available in time to be considered in the DEIS or FEIS). Conclusions relating to the
7 cumulative impacts of the remaining scenarios will then be limited to noting the differences that
8 are expected to occur in comparison with the item b or e evaluation.
9

10 In addition, if the Unencumbered Disposal Alternative is deemed to be reasonable, it will also be
11 considered as part of the cumulative analysis.
12

13 **5.6 Mitigation Responsibilities.** The document will be structured to make it clear that the
14 Army is only responsible for mitigating significant adverse impacts (if any) associated with their
15 preferred property disposal alternative. If significant adverse impacts are identified as a result
16 of consideration of reuse alternatives, alone or in association with all cumulative actions, the
17 EIS will clearly note that mitigation of such actions will be the responsibility of other (non-Army)
18 entities that are responsible for reuse.