

areas to TARDEC, but leaving them at Fort Belvoir, the costs of moving the personnel and associated construction costs could be avoided. This cost avoidance would pay for the retention of the personnel to staff the business areas the community recommended retaining.

Additionally, the community believed the proposed realignment cost was \$26.2 million, not the \$11.3 million estimated by the Army.

### **COMMISSION FINDINGS**

The Commission found the Secretary's plan for the disestablishment of the BRDEC, including the elimination of the Marine Craft, Construction Equipment and Topographic Equipment Business Areas, was reasonable and would eliminate duplication of efforts both within the Army and among the Services. The Army would retain its acquisition capability and would rely on commercial enterprises for the actual development of common items.

The Commission also found the Army's long-term research, development, and engineering effort would be better served by collocation of similar activities at Detroit Arsenal, MI.

The community's cost estimate appeared to include all new construction, which would dramatically increase DoD's estimate. The DoD plan was based on renovation of currently existing and vacant facilities at the Detroit Arsenal.

### **COMMISSION RECOMMENDATION**

The Commission finds that the Secretary of Defense did not deviate substantially from the force-structure plan and final criteria. Therefore, the Commission recommends the following: realign Fort Belvoir as follows: disestablish the Belvoir Research, Development and Engineering Center (BRDEC), Fort Belvoir, VA. Eliminate the Tunnel Detection, Materials, Marine Craft, Topographic Equipment, Construction Equipment and Support Equipment Business Areas. Relocate the Supply, Bridging, Counter Mobility, Water Purification, and Fuel/Lubricant Business Areas to the Tank Automotive Research, Development and Engineering Center (TARDEC), Detroit Arsenal, MI. Transfer command and control of the Physical Security, Battlefield Deception, Electric Power, Remote Mine Detection/

Neutralization, Environmental Controls and Low Cost/Low Observables Business Areas to the Night Vision Electro-Optics Directorate (NVEOD) of the Communication and Electronics Research, Development and Engineering Center (CERDEC), Fort Belvoir, VA.

### **Professional Schools**

#### **Presidio of Monterey/Presidio of Monterey Annex, California**

Category: Professional School

Mission: Defense Language Institute Foreign Language Center

One-time Cost: \$ 3.4 million

Savings: 1994-99: \$ 74.9 million

Annual: \$ 15.7 million

Payback: Immediate

#### **ARMY RECOMMENDATION TO THE SECRETARY OF DEFENSE**

Close the Presidio of Monterey (POM) and the Presidio of Monterey Annex (part of Fort Ord). Relocate the Defense Language Institute (DLI) and contract the foreign-language training with a public university which must be able to provide this training at or near Fort Huachuca, AZ. This recommendation is contingent upon the successful negotiation of a contract by October 1994. If agreement cannot be met, DLI will remain at the Presidio of Monterey. The Army would then reevaluate options which might lead to another proposal to the 1995 Commission.

#### **ARMY JUSTIFICATION**

The Defense Language Institute currently has a staff and student population of over 4000 personnel. This institute offers training in over 20 languages (e.g., Russian, Somali, Swahili, Ukrainian). However, it has a high operating overhead in both facilities and staff. A new approach to the operation of the Institute should be considered.

Contracting foreign language training with an existing university-level institution will create significant savings in operational overhead, both in instructors (many of whom may already be on staff at a university) and in administration. The high base operations cost at the Presidio of Monterey would be avoided.

Fort Huachuca is the home of the Army Intelligence school. Military intelligence has the largest requirement for linguists in all Services. The foreign language skill is most often used to interact with allies and better understand foreign military capability and intentions. Locating military personnel on Fort Huachuca provides advantages to both the soldier and the Army. First, it enables the Army to care for the needs of the soldiers during their formative training. It ensures "Soldierization" which is a critical factor in the development of all military personnel. Finally, it will enable the Army to integrate the students into the military intelligence concept during their training.

Army students in the human intelligence field are currently assigned to Fort Huachuca at the end of their foreign language training. Soldiers can attend the Basic Non-commissioned Officer Course (BNCOC) and continue with advanced language training or attend the Advanced Non-commissioned Officers Course and then continue with intermediate language training. This would save travel and per diem costs.

An agreement of this kind is not unique. For example, the University of Virginia at Charlottesville is the location of the Judge Advocate General School and the University of Syracuse sponsors the Army Comptroller graduate education program.

The Army, as Executive Agent for the Defense Language Program, will ensure that the same high level of training currently taught at DLI will continue. They will continue to serve as the technical authority and provide qualitative assessment of foreign language training activities. In addition they will also conduct research and evaluation on training development methodologies, instructional methodologies and techniques, computer-based training, computer assisted instruction, and establish or approve standards or criteria for language training and provide various tests and evaluation procedures.

### **COMMUNITY CONCERNS**

The community argued movement of the Defense Language Institute posed a serious threat to national security during a tumultuous period of international affairs. Since the Army never conducted a commercial-activities study before recommending contract language training, the

community argued the recommendation was illegal. The community argued Fort Huachuca had limited water resources, which were in litigation, insufficient housing, and other infrastructure problems.

The community questioned the University of Arizona proposal, pointing out no work statement had been provided by the Army, and a competitive process had not been performed. The actual cost of the proposal would be much higher if DLI were replicated by the University.

The community maintained the Presidio of Monterey Annex was oversized. Specifically, the DLI required only 803 housing units on the Annex, the post exchange and commissary. The remainder of the Annex could be excessed. Additionally, the community disputed the base operations costs for the Presidio of Monterey, arguing a consolidated base operations organization between the Naval Postgraduate School and the Defense Language Institute would greatly reduce costs and ensure the retention of the DLI at the Presidio of Monterey.

### **COMMISSION FINDINGS**

The Commission confirmed the importance of the DLI to the national intelligence effort. The DLI has the premiere language training curriculum in the country, and the Commission believed a disruption caused by its movement would not be in the best interests of national security. However, the Commission found the actual return on investment for the recommendation depended on extraordinary base-operations costs, caused in large part by an oversized support facility at the Presidio of Monterey Annex (Fort Ord). It was apparent more efficient methods of base-operations support were not explored, specifically a consolidation with the Naval Postgraduate School also located in Monterey. In addition, other alternatives have not been explored, such as a commercial-activities contract with the local communities for base-operations support.

### **COMMISSION RECOMMENDATION**

The Commission finds the Secretary of Defense deviated substantially from the force-structure plan and final criterion 4. Therefore, the Commission recommends the following: retain the Presidio of Monterey but dispose of all facilities

at the Presidio of Monterey Annex except the housing, commissary, child care facility, and post exchange required to support the Presidio of Monterey and Naval Post Graduate School. Consolidate base-operations support with the Naval Post Graduate School by interservice support agreement. The Department of Defense will evaluate whether contracted base-operations support will provide savings for the Presidio of Monterey. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

### ***Changes to Previously Approved BRAC 88/91 Recommendations***

#### **Presidio of San Francisco, California**

Category: Command and Control  
Mission: Coordinates and Provides Base Operations *Support* for Sixth U.S. Army  
One-time Cost: None  
Savings: 1994-99: \$ -35.9 million (Cost)  
Annual: \$ -6.0 million (Cost)  
Payback: Never

#### **SECRETARY OF DEFENSE RECOMMENDATION**

Change the recommendation of the 1988 DoD Base Realignment and Closure (BRAC) Commission regarding the Presidio of San Francisco, as follows: relocate Headquarters, Sixth U.S. Army from Presidio San Francisco to NASA Ames, CA, instead of to Fort Carson, CO, as originally approved by the Defense Secretary's BRAC Commission in 1988.

#### **SECRETARY OF DEFENSE JUSTIFICATION**

The 1988 DoD BRAC Commission recommended closing the Presidio of San Francisco. As a result of this closure, the Army identified Fort Carson, CO, as the receiver of the 6th Army Headquarters. Since then, the 1991 Base Closure Commission recommended several closures and realignments in California that did not have the capacity to receive functions or personnel in the 1988 process. During its capacity analysis, the Army identified available space at NASA Ames (formerly Naval Air Station Moffett) which could accept the 6th Army Headquarters. As part of its analysis, the Army determined the military value of retaining the

headquarters in California is enhanced as it provides the best available location necessary to exercise the command and control mission over all the reserve units within its area of responsibility. These reasons are as follow:

- (a) Seventy-five percent of the reserve units within Sixth Army's area of responsibility are located on the West Coast;
- (b) The principal ports of debarkation for the West Coast are Seattle, Oakland, and Long Beach;
- (c) The West Coast is prime territory for military assistance to civil authorities. It is the area with the highest probability of natural disaster and is an area where substantial drug-enforcement missions are taking place;
- (d) Timeliness/location is the critical element that may separate success from failure.

Additionally, recent experiences with Operation Desert Shield/Desert Storm, natural disasters, and civil disturbances have pointed out the need to keep the headquarters on the West Coast.

#### **COMMUNITY CONCERNS**

The community contended moving to NASA Ames did not achieve any cost savings. Community representatives argued the annual operating costs to locate 6th Army Headquarters at NASA Ames or the Presidio were similar. The community also stated the Sixth Army would have to move twice — first into temporary, then into permanent facilities — due to renovation requirements at NASA Ames. The requirement of two moves provides additional hidden costs. In addition, the community asserts NASA Ames did not have available family housing on base, while family housing at the Presidio of San Francisco is plentiful, well built, and economical to maintain.

#### **COMMISSION FINDINGS**

The Commission found the command and control Sixth U.S. Army exercises over its Reserve Component forces is regional, not site specific, encompasses twelve states, and has not changed from the 1988 stated mission. The Commission found 58 percent of the Reserve units

and 59 percent of the Reserve personnel Sixth U.S. Army supervises were located in the three West Coast states. California contains 38 percent of the Reserve units and 38 percent of the Reserve personnel. Because of the dispersion of the Reserve Component units within Sixth U.S. Army's region, the Commission found communication and travel capability were the foremost requirements in determining its location.

The 1988 Defense Secretary's Commission on Base Realignment and Closure recommended the Sixth U.S. Army move to Fort Carson, CO, to place the headquarters on a multimission installation out of a high-cost area. The proposed change to the 1988 DoD BRAC Commission recommendation would keep the Sixth U.S. Army in a high cost area; however, the Army felt operational necessity outweighed the increased steady-state cost. The Army felt staying in California would enhance the Sixth Army's ability to exercise command and control of all Reserve units within its area of responsibility.

The Commission found there was very little difference in the operating costs of staying at the Presidio of San Francisco or moving to NASA Ames, and cost and turbulence could be avoided by not moving.

The Commission found the Secretary of the Interior supports the Sixth U.S. Army remaining at the Presidio of San Francisco as a tenant of the National Park Service. The Commission found the Secretary of the Interior has stated the National Park Service is prepared to begin negotiations on the terms of a lease arrangement and common support costs. The Secretary of the Interior also stated the Park Service is prepared to reach an equitable leasing arrangement that would be competitive with other lessors in the area.

#### **COMMISSION RECOMMENDATION**

The Commission finds the Secretary of Defense deviated substantially from final criteria 2 and 4. Therefore, the Commission rejects the Secretary's recommendation on the Presidio of San Francisco and instead adopts the following recommendation: the 1988 DoD BRAC Commission recommendation will be changed to allow only the Sixth U.S. Army Headquarters to

remain at the Presidio of San Francisco, CA. The Department of Interior and the Department of the Army should negotiate a lease favorable to both departments for the current facilities occupied by Sixth U.S. Army Headquarters and family housing at the Presidio of San Francisco necessary to accommodate the headquarters members. If agreement cannot be reached, the Commission expects the Army to make a subsequent recommendation to the 1995 Commission for the relocation of Sixth U.S. Army Headquarters. The Commission further recommends the Defense Commissary Agency and the Army and Air Force Exchange System determine the commissary and exchange requirements to support Sixth U.S. Army Headquarters based on sound business decisions. The Commission finds this recommendation is consistent with the force-structure plan and final criteria.

#### **Rock Island Arsenal, Illinois**

Category: Commodity Oriented

Mission: Production

One-time Cost: \$ -44.1 million (Savings)

Savings: 1994-99: \$ 75.4 million

Annual: \$ 1.0 million

Payback: Immediate

#### **SECRETARY OF DEFENSE RECOMMENDATION**

Change the recommendation of the 1991 Commission regarding Rock Island Arsenal, IL, as follows: instead of sending the materiel management functions of U.S. Army Armament, Munitions, and Chemical Command (AMCCOM) to Redstone Arsenal, AL, as recommended by the 1991 Base Closure Commission, reorganize these functions under Tank Automotive Command (TACOM) with the functions remaining in place at Rock Island Arsenal, IL.

#### **SECRETARY OF DEFENSE JUSTIFICATION**

Under the Commission's recommendation in 1991, the materiel management functions for AMCCOM's armament and chemical functions were to be transferred to Redstone Arsenal for merger with U.S. Army Missile Command (MICOM). The merger would have created a new commodity command to be called the Missile, Armament, and Chemical Command (MACCOM). This merger allowed one national inventory control point (NICP) to be eliminated.