DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION
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DCN 6800

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Executive Director: Charles Battaglia

July 25, 2005

TO: Clearinghouse@wso.whs.mil

FROM: BRAC Commission

SUBJECT: Hawthorne Army Depot

1. Provide the current 2005 percentage of facility utilization.

2. Provide updated certified data on the personnel levels by military officer, enlisted, civilian and contractor. Please also include the current tenant population numbers.

3. How was the training mission taken into consideration for military value? If not considered, why was it not considered? Please comment on each of the below training capabilities that exist at Hawthorne, particularly with regard to its uniqueness.

4. With its high altitude desert terrain environment HWAD is a premier military/special forces training site and provides usage of 71,287 acres similar to terrain in Afghanistan and Iraq.

5. HWAD provides a joint training environment for Navy Special Warfare, Marine Force RECON, Marine Conventional, Army National Guard and, Army Reserve units.

6. Types of training available at HWAD include firing ranges, high altitude patrolling, high angle sniper range and, desert convoy operations. Over 1,500 military personnel have trained at HWAD between Jan 05 and Apr 05.

7. Plans are in the works for an Afghan Village (modular, semi-permanent small urban training facility) and desert live fire convoy training. At the LCpl Carter Test Range planned upgrades include high angle sniper firing range targetry and classroom and hygiene facilities.

8. HWAD has been working on two proposal to expand its training area by approximately 178 sq miles; 113,919 acres from the Bureau of Land Management and 16 sq miles through acquisition of an adjacent private property owned by Aerojet.

9. What is the average historical daily demilitarization at Hawthorne?

10. Are there any restrictions to demilitarization at Hawthorne? If so, what are they?

11. Why was the recommendation made to close Hawthorne with its particularly high demilitarization quantitative military value score (1 of 13 assessed), particularly given their significant recovery rates/cost avoidance for explosives and mixed metals?
12. Please provide historic requirements for the entire conventional demilitarization account by type of round and the actual program execution dollars spent against those requirements. Please also provide planned program funding and requirements for the POM.

13. Is the Hawthorne mission of restoration of ammunition unique? How significant is this mission within the ammunition community? Who, if anyone else performs this mission? DCN 6800

14. Why was the recommendation made to close Hawthorne with its particularly high storage quantitative military value score (2 of 23 assessed) and move it to a lesser valued installation? PEO Ammo estimates that all existing organic depots will be at 100% of storage capacity by FY08. How can we be assured that the storage capacity at Hawthorne will not be required, particularly with the retrograde of munitions from OCONUS?

15. When will munitions begin to return from OCONUS? What is the planned timeframe over which munitions will be retrograded? Where will they be stored?

16. Do storage conditions improve at each of the gaining installations? How?

17. Is climate a consideration for where assets will be stored? How?

18. What is the distance of the gaining installations from the nearest population center?

19. HWAD reports no infrastructure problems that severely limit the ability to offload. Its investigation into concerns over weather related damages to rail revealed only one incident in 20 years and only for a short time. How was the determination made that Hawthorne had challenges with offloading?

20. Will there be any issues involved with the movement of munitions from one state to another? Are the costs of any required permits included within the COBRA model?

21. How many igloos are located at Hawthorne? How many are filled? What is the intended use for the igloos after the movement of the munitions to the gaining installations?

22. What specifically was the Industrial Joint Cross Service group's military "judgment" that was used to recommend closure of HWAD?

23. What consideration was given to the numerous Navy, Marine Corps, Special Forces, Corps of Engineers, DLA and other tenants on Hawthorne?

24. Please comment/respond to the enclosed charts, paying particular attention to the narrative in the notes section.

Regards,

R. Gary Dinsick
Army Team Leader

INDUSTRIAL JOINT CROSS SERVICE GROUP

July 28, 2005

MEMORANDUM FOR R. GARY DINSICK, ARMY
TEAM LEADER

Subject: Hawthorne Army Depot, OSD BRAC Clearinghouse
Tasker C0683

The following is in response to your e-mail inquiry of July 25, 2005, where you asked the following:

1. *Provide the current 2005 percentage of facility utilization.*

Response:

- Hawthorne has the capacity to demil 15,000 tons a year.
- They are current performing 37 percent of what they are capable of doing

2. *Provide updated certified data on the personnel levels by military officer, enlisted, civilian and contractor. Please also include the current tenant population numbers.*

Response:

- Certified personnel levels as reported in the capacity data call is as follows: Officers: 2; Enlisted: 72; Civilians: 25; Contractors: 80
- Updated uncertified personnel numbers: Officers: 1; Enlisted: 0; Civilians: 30; Contractors: 488

3. *How was the training mission taken into consideration for military value? If not considered, why was it not considered? Please comment on each of the below training capabilities that exist at Hawthorne, particularly with regard to its uniqueness.*

Response:

- Per the BRAC Law, the Army treated all installations equally and analyzed the training mission and capacity of every installation studied. The results are reflected in the capacity analysis and the military value (MV) attribute analysis. The following table compares Hawthorne AD to three other installations that are similar using the certified data collected. Hawthorne has a minimal training capability and does not represent a unique training environment. Fort Irwin, CA is approximately 330 miles to the south east and is a high altitude

desert training environment. Dugway and Yuma Proving Grounds also provide the Army with rugged, mountainous terrain similar to HWAD, but on a significantly larger scale.

Installation	Support Army and Joint Training Transformation Capability	Impact Area and Ranges Capability	Maneuver Space / Air Space Capability	Maneuver Land Capability	Direct Fire Capability Measure	Heavy Maneuver Area Measure	Airspace Measure
Dugway PG	8.119	7.727	10	10	10	10	10
Ft Irwin	6.176	6.865	6.786	5.263	10	10	10
Hawthorne AD	2.874	1.279	2.52	3.234	1.031	0	1.012
Yuma PG	9.364	10	9.131	8.719	10	7.567	10

- The Ranges Subgroup of the Education and Training Joint Cross Service Group (E&T JCSG) also evaluated HWAD. It received the lowest MV score of all the Test and Evaluation Ranges. It also ranked near the bottom of their list as a training range with a score of 10.91 compared to 52.4 for Yuma Proving Ground.

4. *With its high altitude desert terrain environment HWAD is a premier military/special forces training site and provides usage of 71,287 acres similar to terrain in Afghanistan and Iraq.*

Response:

- As the capacity data shows, neither HWAD's maneuver capacity or existing ranges represent a premier training site. Similar, the usage data provided by the installation does not demonstrate that it is a premier training site. HWAD reported in their response to training area usage that the annual average number of personnel who used the maneuver training area between 2003 was only 30. They also reported annual average range usage of 1622 personnel

5. *HWAD provides a joint training environment for Navy Special Warfare, Marine Force RECON, Marine Conventional, Army National Guard and, Army Reserve units.*

Response:

- HWAD does provide a minimal joint training environment, however both the maneuver area and training ranges are significantly less capable than other installations. Naval Air Station (NAS) Fallon, NV, which is approximately 70 miles from HWAD, represents the same time of training environment and also received significantly higher scores from the E&T JCSG. Fort Hunter-Liggett, CA also represents a much more robust joint training environment with a larger maneuver area and significantly greater range capability.

6. *Types of training available at HWAD include firing ranges, high altitude patrolling, high angle sniper range and, desert convoy operations. Over 1,500 military personnel have trained at HWAD between Jan 05 and Apr 05.*

Response:

- The training ranges and maneuver space at HWAD present only a small percentage of the Army, Navy, Air Force and Marine Corps capacity in the southwestern United States. Even the small capacity there has been historically underutilized. We believe that much more robust joint training environments exist.

7. *Plans are in the works for an Afghan Village (modular, semi-permanent small urban training facility) and desert live fire convoy training. At the LCpl Carter Test Range planned upgrades include high angle sniper firing range targetry and classroom and hygiene facilities.*

Response:

- This capability already exists at several locations in the southwest. For example, several urban operations sites already exist at Fort Irwin, CA, along with a much greater array of other training resources. This is also true at most of the other installations already mentioned.

8. *HWAD has been working on two proposal to expand its training area by approximately 178 sq miles; 113,919 acres from the Bureau of Land Management and 16 sq miles through acquisition of an adjacent private property owned by Aerojet.*

Response:

- Experience at other installations has shown that it could take many years to acquire additional land. However, even with additional land, HWAD might, at best, represent the potential for an enclave for reserve component training. With virtually no infrastructure and substandard ranges, stationing active duty maneuver units at HWAD would not be an efficient or effective solution.

9. *What is the average historical daily demilitarization at Hawthorne?*

Response:

- Demil at the sites is not tracked daily, it is tracked by month
- The highest average monthly production at Hawthorne is 650 tons

10. Are there any restrictions to demilitarization at Hawthorne? If so, what are they?

Response:

- Yes there are restrictions to demilitarization at Hawthorne. The amount of open burn/open detonation (OB/OD) Hawthorne can do is limited to 4,000 tons a year. If there is an available closed demil process, then OB/OD is not allowed at all. If emergency demil requires OB/OD in excess of the limit, the limit is raised, and tons are "borrowed" from the next year, reducing the amount of OB/OD allowed in that next year.

11. Why was the recommendation made to close Hawthorne with its particularly high demilitarization quantitative military value score (1 of 13 assessed), particularly given their significant recovery rates/cost avoidance for explosives and mixed metals?

Response:

- No one factor determined a recommendation for an installation. After identification of the square footage required to accommodate DoD's storage requirements, Military Judgment and the points of comparison in the process identified in question #22 helped the IJCSG to make a very difficult decision.

12. Please provide historic requirements for the entire conventional demilitarization account by type of round and the actual program execution dollars spent against those requirements. Please also provide planned program funding and requirements for the POM.

Response:

- See attached excel spreadsheet

13. Is the Hawthorne mission of restoration of ammunition unique? How significant is this mission within the ammunition community? Who, if anyone else performs this mission?

Response:

- No, Hawthorne's mission of restoration of ammunition is not unique. Hawthorne has no unique conventional or missile maintenance capabilities.
- Currently Hawthorne is performing a Procurement Appropriation funded Recapitalization program to refurbish 105MM HE M1 rounds. Hawthorne will finish this program within the BRAC window. The general rule is that all depots are capable of performing maintenance required for items stored at their site. So wherever the ammo is sent, maintenance will be performed.

- McAlester and Blue Grass are also performing refurbishment of the 105MM HE M1 rounds.

14. *Why was the recommendation made to close Hawthorne with its particularly high storage quantitative military value score (2 of 23 assessed) and move it to a lesser valued installation? PEO Ammo estimates that all existing organic depots will be at 100% of storage capacity by FY08. How can we be assured that the storage capacity at Hawthorne will not be required, particularly with the retrograde of munitions from OCONUS?*

Response:

- The military value portion of this question is addressed in question #11.
- The IJCSG was limited to utilizing only certified data for analyses. Without knowledge of sources and assumptions it is not possible to conduct an analysis . One of the things that the PEO may have included in their numbers, is the existing demil stockpile. Our analysis shows demil of the existing stockpile, which is 21% of the existing storage.
- The decision made by the IJCSG considered OCONUS return of retrograde from Korea as well as new generations of stocks. Negotiations are underway to retain upward of 80% of the retrograde OCONUS.

15. *When will munitions begin to return from OCONUS? What is the planned timeframe over which munitions will be retrograded? Where will they be stored?*

Response:

- DoD is working the plan for return of retrograde from Korea.
- Upon arrival, the following decisions will be made concerning where to store retrograde:
  - Installations with available storage space
  - Demilitarization capability

16. *Do storage conditions improve at each of the gaining installations? How?*

Response:

- No change in storage conditions. Just increase in utilization rates

17. *Is climate a consideration for where assets will be stored? How?*

Response:

- Climate is not a consideration for covered storage. Earth covered igloos/magazines maintain cool temperatures and low humidity.

18. What is the distance of the gaining installations from the nearest population center?

Response:

- Tooele is 35 miles from Salt Lake City

19. HWAD reports no infrastructure problems that severely limit the ability to offload. Its investigation into concerns over weather related damages to rail revealed only one incident in 20 years and only for a short time. How was the determination made that Hawthorne had challenges with offloading?

Response:

- The IJCSG received storage and distribution briefings from each of the Military Departments. The briefing from the Army stated that Hawthorne has a 70 mile single rail spur that is susceptible to washout and connects only to an East-West rail line.

20. Will there be any issues involved with the movement of munitions from one state to another? Are the costs of any required permits included within the COBRA model?

Response:

- There are no issues involving the movement of munitions from state to state
- Costs for permits are included in the COBRA model

21. How many igloos are located at Hawthorne? How many are filled? What is the intended use for the igloos after the movement of the munitions to the gaining installations?

Response:

- There are 2504 igloos at Hawthorne
- There are 56% filled
- After the movement of munitions, the Army will decide what to do with the site and the igloos.

22. What specifically was the Industrial Joint Cross Service group's military "judgment" that was used to recommend closure of HWAD?

Response:

- Military Judgment occurred through the application of principles established by the Chairman of the Infrastructure Steering Group. These principles addressed Supply, Service & Maintain and Deploy & Employ (Operational):

    - Supply, Service & Maintain: The Department needs access to logistical and industrial infrastructure capabilities optimally integrated into a skilled and cost efficient national industrial base that provides agile and responsive global support to operational forces.
    - Deploy & Employ (Operational): The Department needs secure installations that are optimally located for mission accomplishment (including homeland defense), that support power projection, rapid deployable capabilities, and expeditionary force needs for reach-back capability, that sustain the capability to mobilize and surge, and that ensure strategic redundancy.
- Following IJCSG analysis of capacity versus requirements and the need for only one west coast presence, other factors began to weigh into the decision making process of which one to retain. Criteria included:
    - Responsiveness to global support to readiness of operational forces via a powerful projection platform network
    - Military readiness in support of the Pacific theater
    - Multi-functional and agile munitions depot
- Points of comparison:
    - Power projection platform and support to readiness
    - Multifunctional:
        - Tooele: Demilitarization, Storage, and Maintenance
        - Hawthorne: Demilitarization and storage
    - Readiness classification:
        - Hawthorne: Tier II (Tier II: Cadre Depots are installations that perform static storage of follow-on war reserve requirements. Daily activity will be minimal for receipts/issues. Workload will focus on maintenance, surveillance, inventory, and demilitarization operations) and demilitarization.)
        - Tooele: Tier I, (Tier I: Active Core Depots installations will support a normal/full-up activity level with a stockage configuration of primarily required stocks and minimal non-required stocks during demilitarization. Normal activity includes daily receipts/issues of training stocks, storage of war reserve stocks required in contingency operations and additional war reserve stocks to augment lower level tier installation power projection capabilities. Installations at this activity level will receive requisite levels of storage support, surveillance, inventory, maintenance, and demilitarization.) Tooele's ammunition storage stockpile consists largely of critical go-to-war stocks that can be quickly out-loaded and moved to transportation nodes in response to all contingencies and mission demands.

- Correlations between probable threats, probable end-strength levels and major military units, and the configuration of facilities needed to support DoD.
- Support to the BRAC operational principles: Supply, Service & Maintain and Deploy & Employ
- Proximity to immediate response capability:
  - Tooele: Located at the intersection of major North-South and East-West rail lines that provide the strategic redundancy required to support war-fighting operations in the 21st century. Its location is a major convergence of trans-continental rail lines, interstate highways (east-west and north-south), and airfields (both military and civilian).
  - Hawthorne: Has a 70 mile single rail spur that connects to an East-West rail line.
- Can we recreate capability that is missing at the gaining site?
  - Hawthorne has the capability to demil 27 different Munitions Items Disposition Action System (MIDAS) class munitions and Tooele has the capability to demil 25 (duplicating 81% of Hawthorne's capability).
  - Hawthorne demils 5 classes of munitions that Tooele does not have the capability to demil
  - Tooele has 3 classes that Hawthorne does not have the capability to demil.
  - Both Hawthorne and Tooele have the ability to perform Open Burn/Open Detonation (OB/OD), incineration, and reclamation and reported comparable capacity. Following demil of the existing stockpile, the remaining multi-functional sites will be able to fulfill the projected 2025 demil requirements.
- Distribution time required to move munitions to the nearest air and seaport distribution hub

23. *What consideration was given to the numerous Navy, Marine Corps, Special Forces, Corps of Engineers, DLA and other tenants on Hawthorne?*

Response:

- Guidance from the Military Departments was to move the tenants to Base X until they could decide what to do with them. COBRA data shows the movement of 20 Civilians to Base X. Some of the tenants were impacted by other recommendations.

24. *Please comment/respond to the enclosed charts, paying particular attention to the narrative in the notes section.*

Response:

- It is very difficult to take another person's charts and explain them. Would have to hear the briefing from the author's perspective to appropriately comment.
- The IJCSG considered:
  - Return of retrograde from Korea
  - Receipt of funding to demil the existing stockpile

Should additional information be required, feel free to contact me at 703-560-4317 or e-mail jberry@gallows.vacoxmail.com

Jay Berry
Executive Secretary

Attachment: As stated

Historical Requirements

	FY04	FY05	FY06	FY07
	$$	$$	$$	$$
Bomb	3,922	3,658	4,656	4,656
Cartridges	15,701	15,055	7,841	13,156
Explosive D	0	0	5,156	5,156
Fuzes	1,607	1,499	1,440	1,650
Mines	0	0	2,589	645
Missiles	6,692	12,604	0	0
Projectiles	14,248	10,457	32,160	33,976
Propellant	14,903	14,716	10,335	12,597
Pyro	9,428	10,583	3,279	6,633
Rockets	0	0	132	66
Small Arms	685	1,598	0	203
Torpedoes	0	0	1,092	169
Various	27,563	30,096	12,516	15,938
TOTAL	**94,749**	**100,266**	**81,196**	**94,845**

FY 2003 through FY 2005 Actual Funding

FY03		FY04		FY05	
MUNITION TYPE	**FUNDING**	**MUNITION TYPE**	**FUNDING**	**MUNITION TYPE**	**FUNDING**
Bombs	$7,614,811.34	Bombs	$4,005,208.00	Bombs	$0.00
Cartridges	$6,666,086.47	Cartridges	$12,621,771.48	Cartridges	$8,966,364.19
Explosive D	$0.00	Explosive D	$5,210,446.00	Explosive D	$0.00
Fuzes	$3,128,084.26	Fuzes	$2,439,121.00	Fuzes	$212,304.00
High Explosives	$0.00	High Explosives	$1,204,922.00	High Explosives	$2,942,552.00
Mines	$19,036.00	Mines	$3,366,819.00	Mines	$1,828,276.63
Missiles	$0.00	Missiles	$610,000.00	Missiles	$0.00
Projectiles	$9,248,949.58	Projectiles	$11,816,865.82	Projectiles	$8,682,377.00
Prop Charges	$11,401,920.18	Prop Charges	$13,131,038.73	Prop Charges	$4,984,866.37
Pyro	$3,569,693.51	Pyro	$3,163,230.00	Pyro	$815,743.00
Rockets	$0.00	Rockets	$495,357.00	Rockets	$975,125.00
Small Arms	$1,517,031.16	Small Arms	$2,238,088.65	Small Arms	$1,604,961.00
Tech Support	$3,201,968.00	Tech Support	$7,189,918.94	Tech Support	$7,227,714.51
Torpedoes	$20,157.00	Torpedoes	$1,965,000.00	Torpedoes	$0.00
Various Munitions	$7,550,311.82	Various Munitions	$9,352,105.43	Various Munitions	$36,584,813.79
Total	**$53,938,049.31**	**Total**	**$78,809,892.05**	**Total**	**$74,825,097.49**

P-Fom POM Planning

	FY04	FY05	FY06	FY07
	$$	$$	$$	$$
Bomb	3,922	3,658	4,656	4,656
Cartridges	15,701	15,055	7,841	13,156
Explosive D	0	0	5,156	5,156
Fuzes	1,607	1,499	1,440	1,650
Mines	0	0	2,589	645
Missiles	6,692	12,604	0	0
Projectiles	14,248	10,457	32,160	33,976
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