

DOD JUSTIFICATION SLIDE – ON

THANK YOU MR DINSICK

MR CHAIRMAN AND COMMISSIONERS -- THIS SLIDE SHOWS THE SECRETARY OF DEFENSE'S JUSTIFICATION FOR THE CLOSURE OF FT. GILLEM.

THE ARMY RANKS FORT GILLEM 52ND AMONG THE ARMY'S 97 INSTALLATIONS.

ALL UNITS ARE RELOCATED TO INSTALLATIONS WITH HIGHER MILITARY VALUE, -- WITH THE EXCEPTION OF THE 1ST ARMY HEADQUARTERS MOVE TO ROCK ISLAND ARSENAL WITH A MILITARY VALUE RANKING OF 53. THE ARMY IS CONVERTING 1ST ARMY TO THE SINGLE HEADQUARTERS FOR OVERSIGHT OF RESERVE AND NATIONAL GUARD MOBILIZATION AND DEMOBILIZATION AND DECIDED TO RELOCATE 1ST ARMY TO A CENTRAL LOCATION IN THE UNITED STATES.

DOD'S COBRA ANALYSIS SHOWS A SUBSTANTIAL SAVINGS AND A ONE YEAR PAYBACK PERIOD.

ALSO SHOWN ARE THE NUMBER OF PERSONNEL THAT ARE RELOCATING.
NOT SHOWN ARE 311 POSITIONS THAT WILL REMAIN IN AN ENCLAVE WITH
SIX ADDITIONAL MILITARY POSITIONS MOVING TO THE ENCLAVE FROM
NAVAL AIR STATION ATLANTA.

DOD'S FISCAL YEAR 2003 COST TO COMPLETE ESTIMATE OF
ENVIRONMENTAL CLEANUP WAS \$18.0 MILLION.

DOD JUSTIFICATION SLIDE –OFF

DOD ISSUES SLIDE – ON

THE COMMUNITY TESTIFIED THAT THE RELOCATIONS DISPERSES AND
DESTROYS COMMAND AND CONTROL SYNERGY WITH RESERVE
COMPONENTS AND HOMELAND DEFENSE ORGANIZATIONS. DOD
BELIEVES THAT THESE MOVES ARE PART OF THE ARMY'S
TRANSFORMATION TO SUPPORT HOME STATION MOBILIZATION AND
DEMOBILIZATION SO THAT IT CAN IMPLEMENT IT'S TRAIN/ALERT/DEPLOY
MODEL.

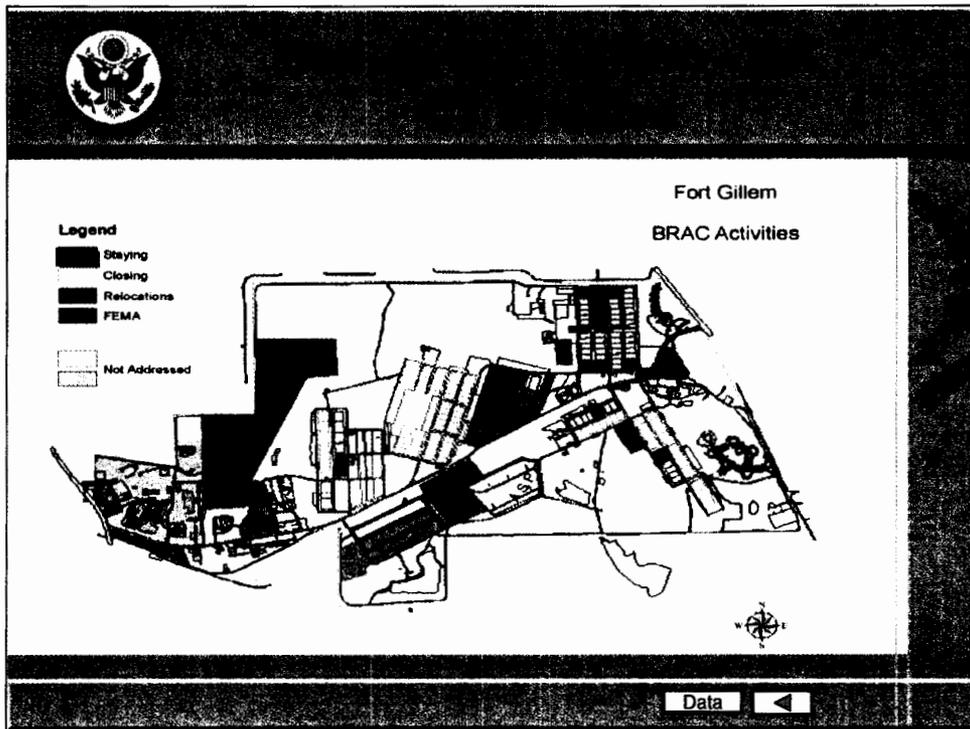
A 2003 STUDY BY THE GOVERNMENT ACCOUNTABILITY OFFICE OF PRIOR
BRAC ENCLAVES FOUND THAT DOD NEEDED TO PROVIDE FUTURE BRAC
COMMISSIONS WITH A BETTER DEFINITION OF ENCLAVES. WHILE DOD
AGREED WITH THE FINDING,-- THEY FAILED TO PROVIDE THE DEFINITION.

THE COMMUNITY IS CONCERNED THAT MULTIPLE ENCLAVES WILL BE ESTABLISHED --FRAGMENTING THE PROPERTY -- MAKING REUSE AND SECURITY DIFFICULT. DOD'S PLAN IS TO DEFER ENCLAVE DEFINITION TO BRAC IMPLEMENTATION.

THE COMMUNITY IS ALSO CONCERNED ABOUT ENVIRONMENTAL CLEANUP. FORT GILLEM'S EARLY HISTORY AS AN INDUSTRIAL INSTALLATION WILL MAKE CLEANUP BEYOND INDUSTRIAL STANDARDS DIFFICULT TO ACHIEVE. DOD'S CURRENT ESTIMATE OF \$18M RESTORES THE PROPERTY TO AN INDUSTRIAL STANDARD.

IN SUMMARY, THE STAFF DETERMINED THE SECRETARY OF DEFENSE DEVIATED FROM SELECTION CRITERION 7.

MR. CHAIRMAN THAT CONCLUDES MY STATEMENT -- I AM PREPARED TO RESPOND TO ANY QUESTIONS THAT YOU MAY HAVE.



THE DOD RECOMMENDATION ONLY IDENTIFIES THE ENCLAVE BY THE UNITS THAT WILL OCCUPY THE ENCLAVE. THEY LEAVE DEFINITION OF THE ENCLAVE TO BRAC IMPLEMENTATION

HIGHLIGHTED IN GREEN ON THIS MAP OF FORT GILLEM ARE THE CURRENT LOCATIONS OF THE UNITS THAT ARE STAYING AT FORT GILLEM

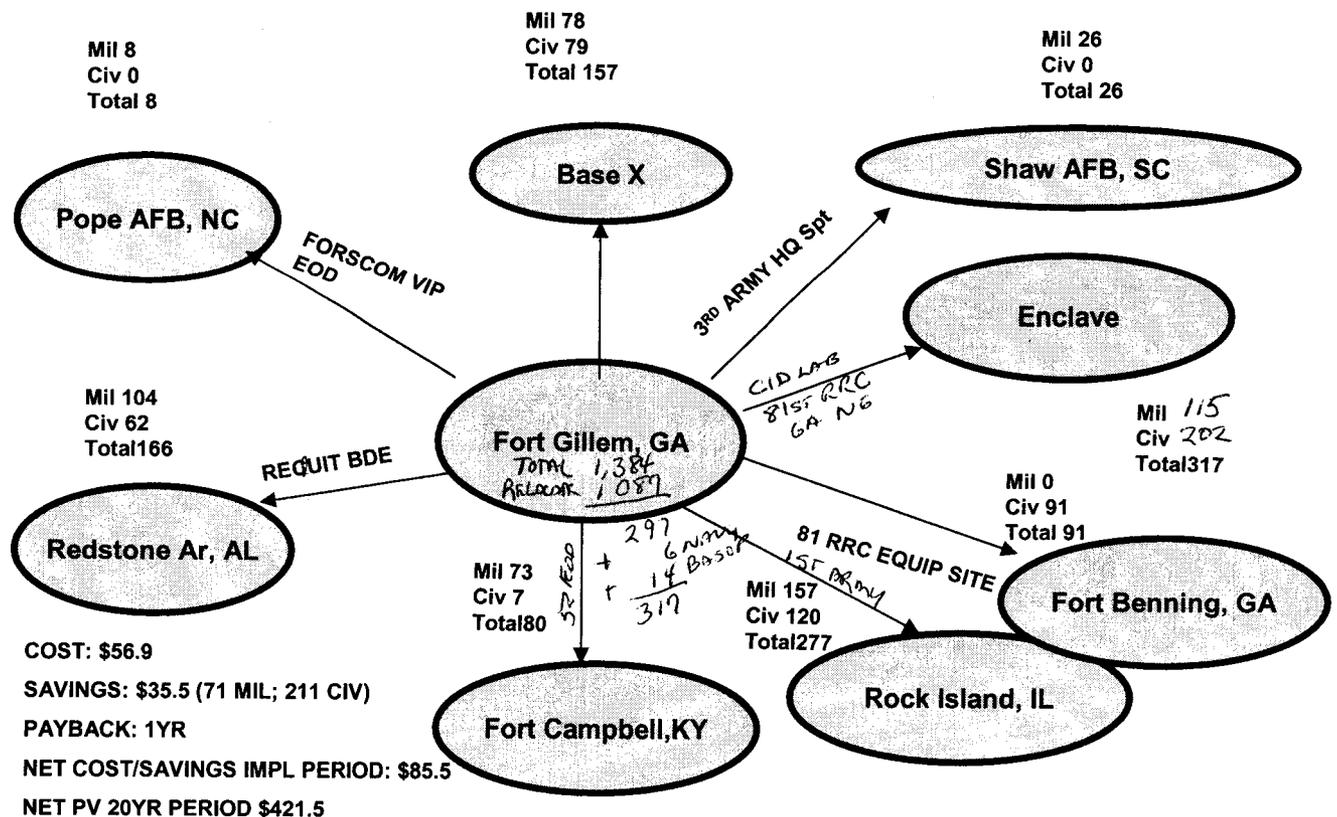
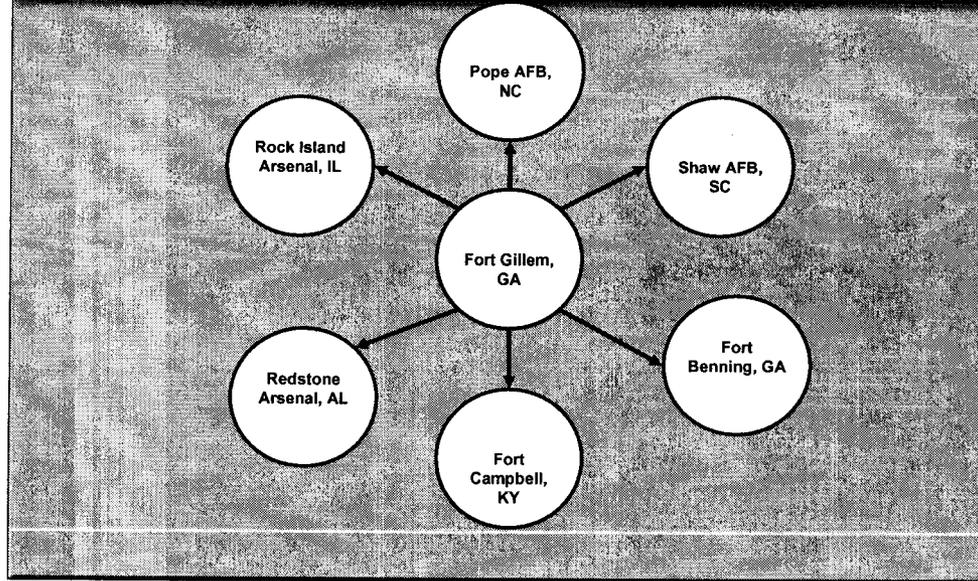
WHILE THE UNITS ARE MOSTLY LOCATED IN THE LARGE GREEN AREA AT THE WESTERN END OF THE INSTALLATION OTHER SMALLER GREEN AREAS ARE HIGHLIGHTED IN THE WAREHOUSE AREA OF THE INSTALLATION.

THE COMMUNITY IS CONCERNED THAT THESE AREAS COULD BE ENCLAVED IN PLACE DURING BRAC IMPLEMENTATION. THIS COULD RESULT IN MILITARY SECURITY RESTRICTIONS MAKING REUSE MORE DIFFICULT

THIS IS ONE OF THE PROBLEMS THAT GAO FOUND IN ITS 2003 REVIEW OF BRAC ENCLAVES.



Sec. 2: Fort Gillem - GA Associated Installations



DoD Enclave Recommendation: Sec 2 Fort Gillem

Fort Gillem Enclave Facilities				
Project Description	Scope	UM	\$M	Year
Army Reserve Military Intelligence Readiness	16,147	SF	18.81	1993
Physical Fitness Facility ¹	26,815	SF	3.52	1996
Military Entrance Processing Station	26,631	SF	3.40	1999
Centralized Mail Handling Facility ¹	5,700	SF	0.71	2002
USAR Training Center & AMEDD Warehouse	133,181	SF	18.42	2003
USACIL Crime Lab ³	90,000	SF	33.60	2005
OMS/DS Parts Warehouse Reserve Center	75,719	SF	8.5	2005
Georgia National Guard ²	158,000	SF		
Possible Projects				
DISA regional hub at Fort McPherson ¹			17	N/A
Total	532,193		103.96	

Footnotes

1. Implementation decisions, but most likely will be in the enclave.

2. Georgia Army National Guard currently has two units with 600 personnel in 77,000 SF at Ft Gillem. Future plans call for a combined maintenance shop, hardstands, maintenance warehouse & a USP&FO facility.

3. The crime lab is set to expand its TDA nearly doubles a new two phase facility expansion is planned. Phase I - \$3.5 M; Phase II - \$ 13.7 M for 35K sf.

Note: 1. The Dod cited units and COBRA data show 311 personnel will remain in the enclave. BRAC moves 78 civ and 79 mil to Base X. Some will likely remain in the enclave as a result of implementation decisions. 2. Enclave infrastructure: electrical, gas, water distribution, storm and sanitary sewer have been upgraded.



Sec. 2: Fort Gillem - GA C7 Enclave

DoD Position:

- Leaves definition to implementation

Community Position:

- Enclave should not encumber reuse

Commission Staff Assessment:

- GAO Finding 2003 – DoD need to define for future Commissions
- Criminal Investigation Division (CID) Forensics Laboratory needs space to expand.
- Military Enlistment Processing Station and other activities remaining on Fort Gillem may need to be included in the Enclave.
- Enclave needs to be contiguous and sized to preclude encumbrances



- DoD leaves definition to implementation
- If the installation closes the community does not want their portion encumbered with military security requirements
- Key point is GAO report ...
- Not all enclaved units identified in recommendation ie MEPS and Reserve Intel
- It should be contiguous most likely in the western end.



Sec. 2: Fort Gillem - GA C1. Synergy

DoD Position:

- Operational capabilities enhanced by moving 1st Army
- Increases military value by moving from low rank to higher rank

Community Position:

- Movement of three major headquarters (1st Army, 2nd recruiting brigade and 52nd EOD group) disperses and destroys synergy adversely impacting reserve component training readiness, homeland defense, and efficient command and control while increasing cost

Commission Staff Assessment:

- Closure of Ft. Gillem allows the army to pursue several transformational objectives
- Better level of service at a reduced cost and allows the Army to reshape its installations
- Allows Army to implement the train/alert/deploy model.



At the regional hearing the community argued

That DoD SUBSTANTIALLY DEVIATED FROM CRITERIA #1 BY DISPERSING CRITICAL SYNERGY; CRITERIA #3 & #4 BY DISPERSAL OF HEADQUARTERS LIMITING COMMAND AND CONTROL --- AT ADDITIONAL COST; AND, CRITERIA #5 BY UNDERSTATING COSTS

Our assessment concludes that these moves are part of the Army's transformation & allows the Army to implement the train/alert/deploy model

-Environmental remediation program was started in 1983 with a programmed budget of \$34 million.

-Current cost to complete is approximately \$18 million. This only brings the installation up to industrial use standards.

-Majority of remaining issues are an ongoing monitoring program of the wells and plumes. Most of the acres under remediation may be utilized with some form of restricted development such as industrial

-The \$18 Million includes the cost for environmental remediation of the inactive range.

-Fort Gillen is less than 10 miles from Atlanta's Airport. It is a large area and it's strategic location makes it a potentially valuable property. This value may make cleanup to a higher level feasible

-However, some of the property may always have some sort of land use controls.



Sec. 2: Fort Gillen - GA
C8 Environmental Cleanup

DOD Position:

- Cleanup to industrial standard is estimated at \$18 million

Community Position:

- Cleanup to a higher "reuse" standard

Commission Staff Assessment:

- Cleanup to industrial is appropriate
- The strategic location of Fort Gillen and its existing warehouse facilities should allow immediate reuse
- The potential value of the property may make cleanup beyond industrial standards economically feasible



Sec. 2: Fort Gillem - GA C5 Cost & Savings

COBRA DATA

	DoD Baseline	Staff Excursion
One Time Cost	\$56.8 M	\$56.8 M
Net Implementation Cost/Savings	(\$85.5 M)	(\$85.5 M)
Annual Recurring Cost/Savings	(\$35.3 M)	(\$35.3 M)
Payback Period	1 year	1 year
Net Present Value at 2025 Cost/Savings	(\$421.5 M)	(\$421.5 M)





Sec. 2: Fort Gillem - GA C5 Cost & Savings

COBRA DATA

	DoD Baseline	Staff Excursion	Staff Excursion without Mil Pers
One Time Cost	\$56.8 M	\$56.8 M	\$56.8 M
Net Implementation Cost/(Savings)	(\$85.5 M)	(\$85.5 M)	(\$62.9 M)
Annual Recurring Cost/(Savings)	(\$35.3 M)	(\$35.3 M)	(\$28.9 M)
Payback Period	1 year	1 year	1 year
Net Present Value at 2025 Cost/(Savings)	(\$421.5 M)	(\$421.5 M)	(\$338.2 M)





Sec. 2: Fort Gillem - GA All Issues

ISSUE	DoD POSITION	COMMUNITY POSITION	R&A STAFF ASSESSMENT
MISSION	POSTURED TO RESPOND TO ALL REQ'TS	DISPERSES CRITICAL SYNERGY OF HQS	OPERATIONAL READINESS IMPROVES
HOMELAND DEFENSE	MILITARY VALUE IS ENHANCED FOR RELOCATING UNITS	DECADE OF SYNERGY DESTROYED	1 ST ARMY CENTRALLY LOCATED TO DEFEND HOMELAND
FUTURE REQUIREMENTS	ENHANCES VITAL LINKAGES	DEGRADES COMMAND & CONTROL	MORE CAPABILITY AT RECEIVING BASES
MILITARY VALUE WEIGHT	ONLY 10% OF MILITARY VALUE WEIGHT	USED AS PRIMARY MV DESCRIMINATOR	WEIGHTS CALCULATED - 40 ATTRIBUTES
COST	CERTIFIED DATA AND CERTIFIED REQUIREMENTS MODELS	ACCURACY AND COMPLETENESS QUESTIONED	NO SIGNIFICANT VARIANCE FOUND
JOBS	SMALL IMPACT IN THE REGIONAL ECONOMY	HIGH UNEMPLOYMENT IN COUNTY	HIGH POTENTIAL FOR REUSE JOBS
INFRASTRUCTURE	MILITARY VALUE RANK CONSIDERS INFRASTRUCTURE	NEXT TO AIRPORT ENCLAVE FRAGMENTED	FIX ENCLAVE - INFRASTRUCTURE WILL FACILITATE REUSE
CLEANUP	CLEANUP TO INDUSTRIAL STDS IS ESTIMATED AT \$18M	CLEANUP TO REUSE STANDARD	INDUSTRIAL FACILITY - INDUSTRIAL REUSE IMMEDIATELY





Sec. 2: Fort Gillem, GA DoD Recommendation

A. Close Fort Gillem, GA

Gain: Relocates units to: Ft. Benning, Ft. Campbell, Pope Air Force Base, Redstone Arsenal, Rock Island Arsenal, Shaw Air Force Base

Close: Army-Air Force Exchange System - Atlanta Distribution Center

Gain: Establish at Ft. Gillem an enclave for Georgia Army National Guard, remainder of the 81st RRC units and Criminal Investigation Division (CID) Forensics Laboratory

RELOCATES

THE HEADQUARTERS, 1ST US ARMY TO ROCK ISLAND ARSENAL, IL.
THE 2ND RECRUITING BRIGADE TO REDSTONE ARSENAL, AL.
THE 52ND EXPLOSIVE ORDNANCE DISPOSAL GROUP TO FORT CAMPBELL, KY.
THE 81ST RRC EQUIPMENT CONCENTRATION SITE TO FORT BENNING, GA.
THE 3RD US ARMY HEADQUARTERS SUPPORT OFFICE TO SHAW AIR FORCE BASE, SC.
THE HEADQUARTERS US FORCES COMMAND VIP EXPLOSIVE ORDNANCE SUPPORT TO POPE AIR FORCE BASE, NC.

CLOSES

THE ARMY- AIR FORCE EXCHANGE SYSTEM- ATLANTA
DISTRIBUTION CENTER

ESTABLISHES

AN ENCLAVE AT FT GILLEM FOR:
THE GEORGIA ARMY NATIONAL GUARD
THE REMAINING ELEMENTS OF THE 81ST RRC
THE CRIMINAL INVESTIGATION DIVISION FORENSICS LABORATORY



Sec. 2: Fort Gillem - GA DoD Justification

- Closes administrative installation reducing excess capacity
- Relocates activities to installations with a higher military value
- Increases ability of relocating units to associate with like units promoting improved training
- Central U.S. location for 1st Army Headquarters

COBRA

- \$56.8M - one time costs
- (\$421.5)M – 20- Year Net Present Value
- Payback – 1 Year
- Relocates 517 Military and 570 Civilians

Environmental: DoD estimated remediation cost is \$18.0M



Sec. 2: Fort Gillem - GA Issues Raised

C1.

- Disperses major headquarters placing limits on command and control synergy

C7.

- Definition of DoD's enclave is insufficient

C8.

- Difficulties in achieving environmental cleanup

Only check boxes where you have input



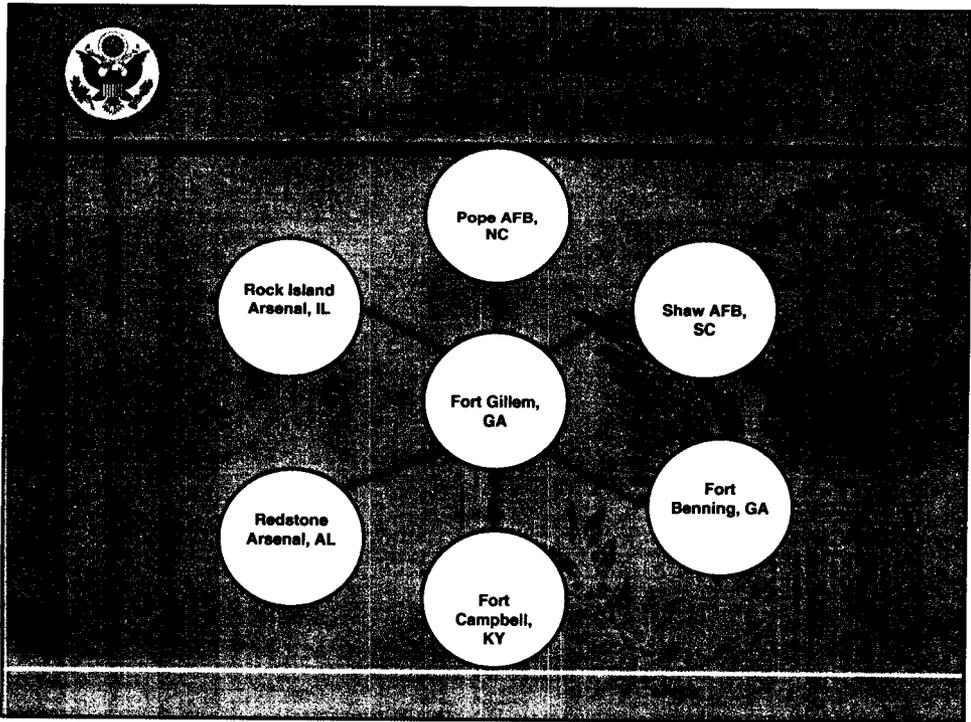
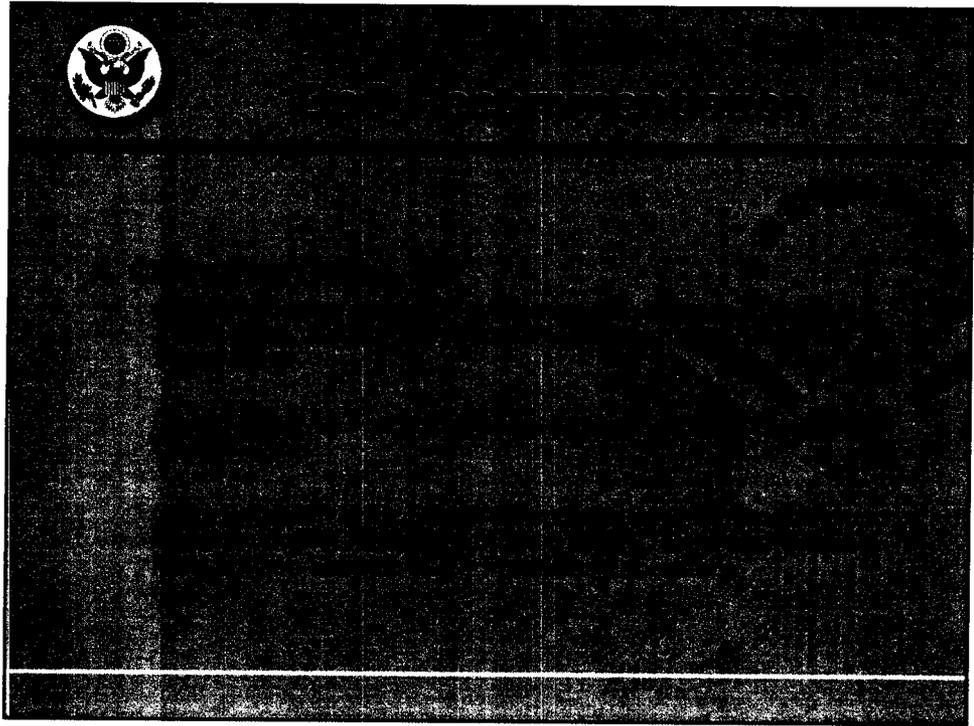
Staff Assessment

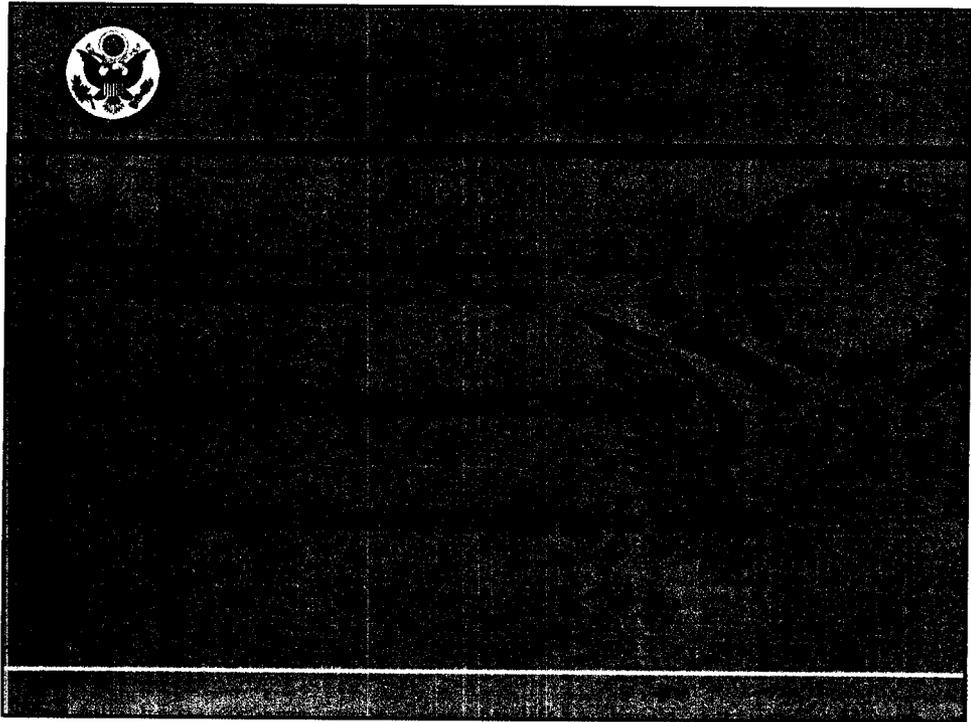
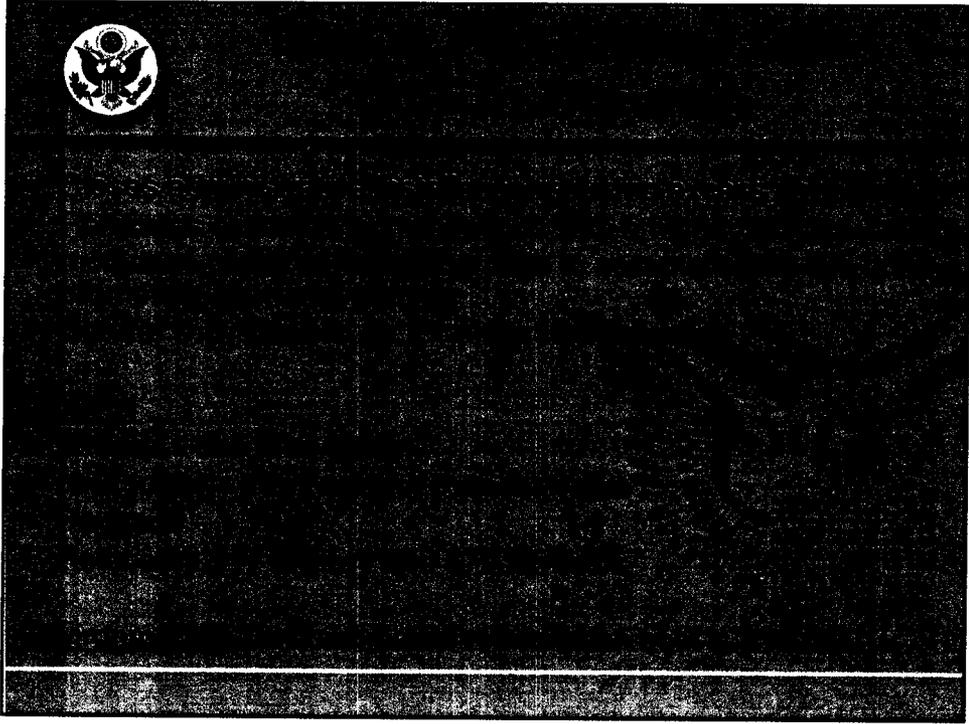
Deviation from Final Selection Criteria

Criterion	Military Value				Other			
	<u>C1</u>	C2	C3	C4	<u>C5</u>	C6	<u>C7</u>	<u>C8</u>
Deviation							x	

X=Deviation

MC







COBRA DATA

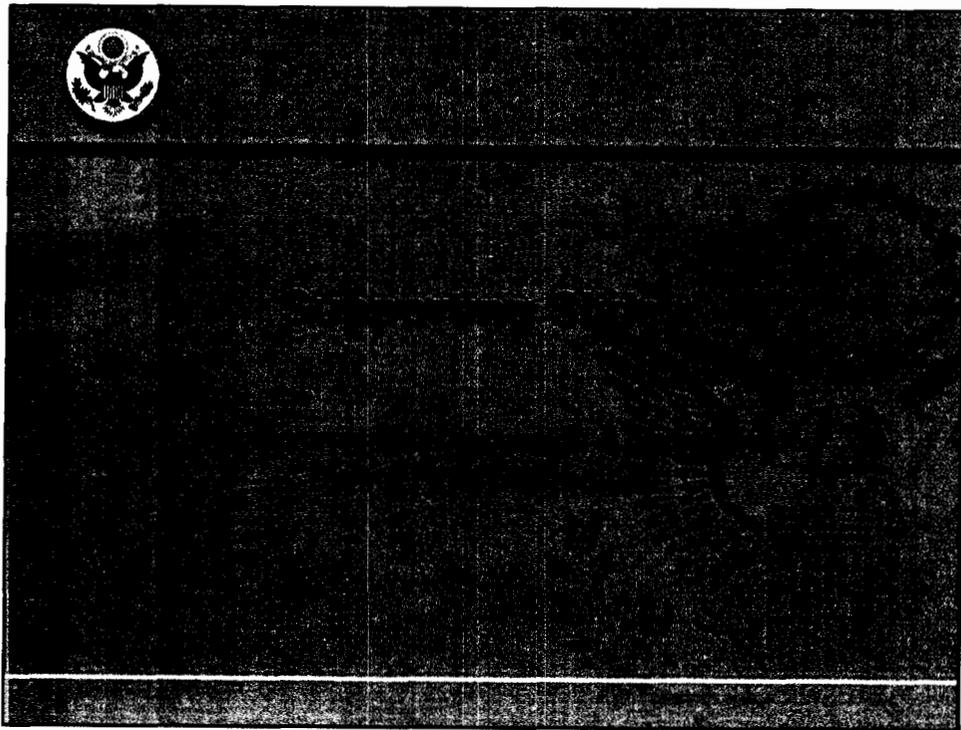
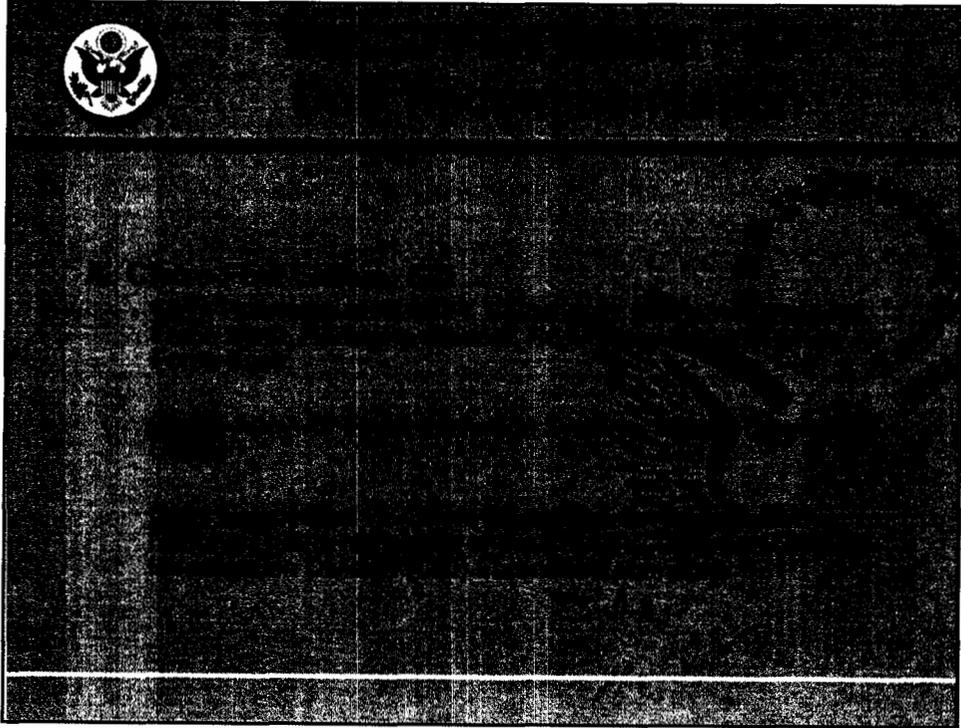
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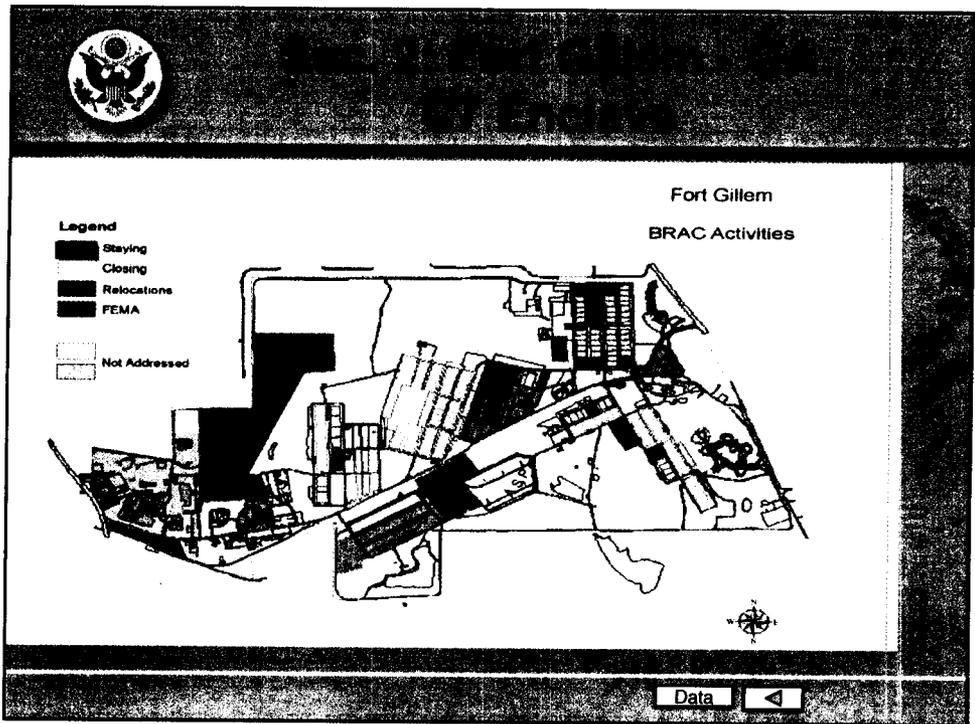
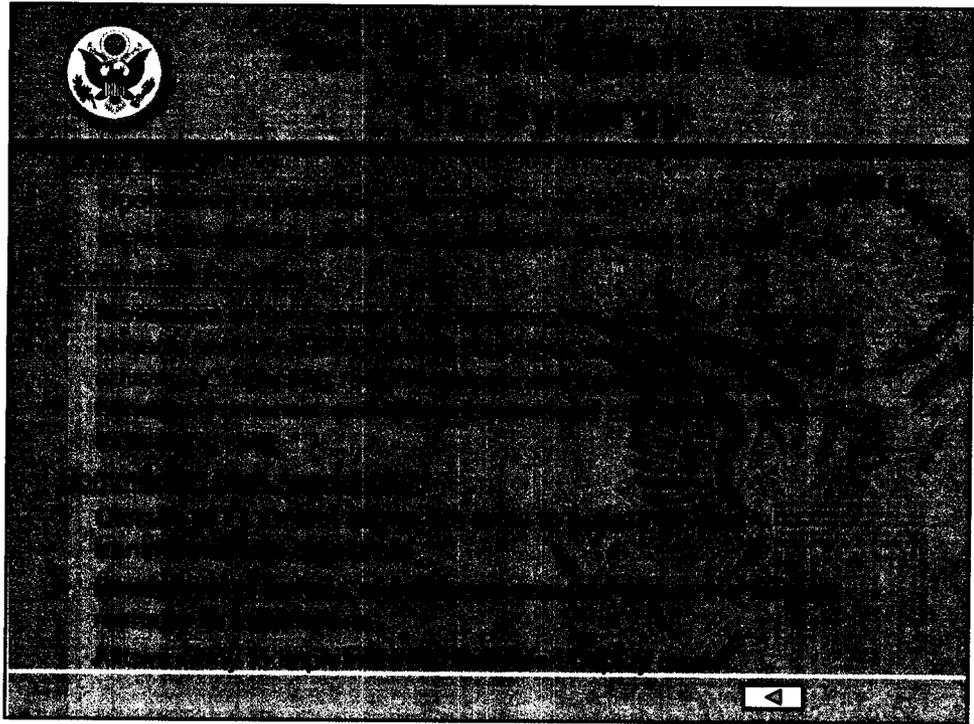


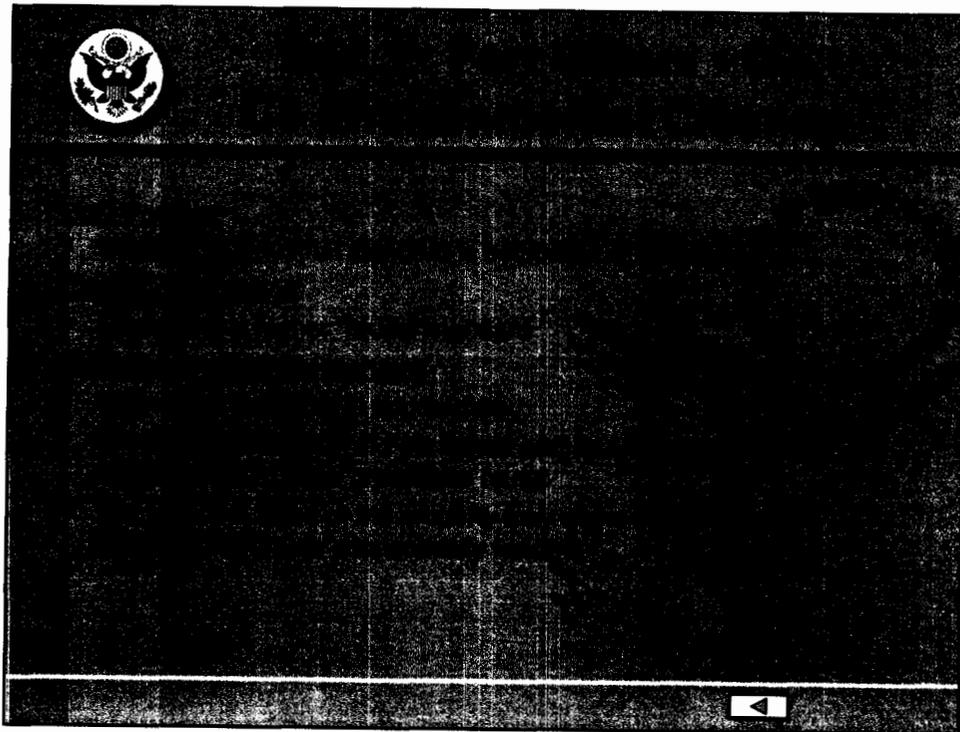
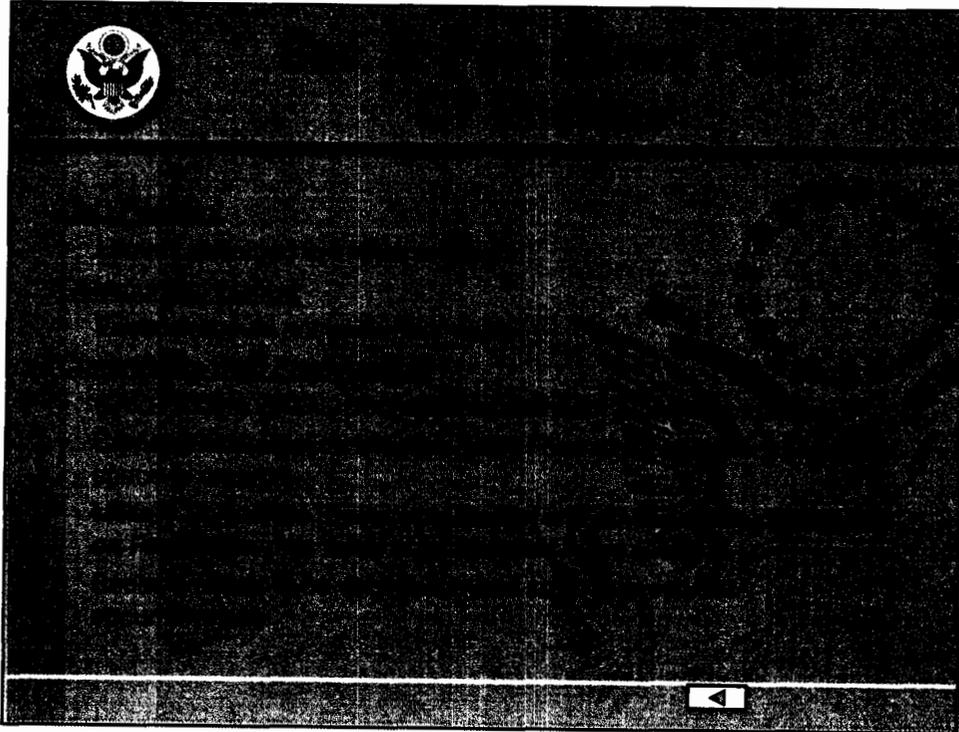
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Criterion	Military Value				Other			
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Deviation							x	

MC









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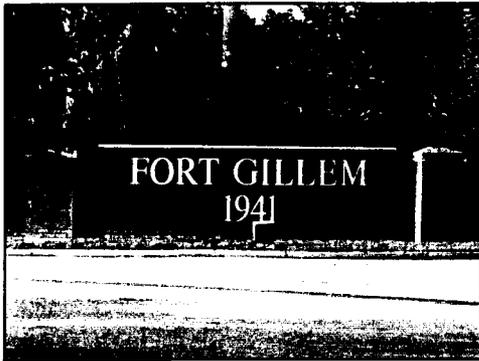
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Fort Gillem Base Closure Fact Sheet

Major Organizational Missions



First U.S. Army: Ensures the training, mobilization, deployment, redeployment, and reconstitution of Army Reserve and National Guard units in the eastern United States, Puerto Rico, and the U.S. Virgin Islands. As directed, conducts Homeland Defense (HLD) in support of national objectives. First Army serves as the conduit to DoD resources in times of natural disasters and emergencies.

3rd Medical Command: Deploys worldwide in support of the Joint Chiefs of Staff contingencies to provide command and control of assigned and attached medical forces, with a focus on the U.S. Central Command area of responsibility. Coordinates and synchronizes world class force health protection and Health Services Support (HSS) between services, coalition forces, and host-nations as allocated by the U.S. Central Command/Commander, Third U.S. Army.

3rd Military Police Group (CID): Provides a full range of quality criminal investigative support and services for commanders, installations, and other areas of Army interest in the 28 states east of the Mississippi, the District of Columbia, Puerto Rico, Central and South America, and the Caribbean. Provides criminal investigative support to all Army interests within the U.S. Central Command area of responsibility including: criminal investigations of felony crimes, logistical security, criminal intelligence assessments, personal security protection for Department of Defense officials and visiting foreign dignitaries, force protection and safeguarding of critical resources in peacetime, combat and contingency operations and prevention of gang and extremist-related activities.

U.S. Army Criminal Investigation Laboratory (USACIL): USACIL is the Department of Defense's only forensic criminal laboratory. It supports all Defense Criminal Investigation Organizations worldwide. USACIL currently handles more than 3,000 cases per year. It is staffed with the very best technical experts. The laboratory, equipped with the latest technical equipment, sets the standard for analysis in several forensic disciplines. USACIL recently moved into a newly constructed, state-of-the art, **\$33.6 million** laboratory complex on Fort Gillem. New mission requirements are adding two additional phases to this facility. Phase I, will support the DNA database for DoD world wide, with a projected cost of **\$3.5 million**. Phase II, will consolidate the Navy's two DNA crime labs in this single facility. The Phase II project will encompass 35,000 square feet and with a projected cost of **\$13.7 million**. The current TDA grows from 94 to 153 personnel.

AAFES Atlanta Distribution Center: The Army and Air Force Exchange Services' Atlanta Distribution Center distributes merchandise world-wide. It has 760 permanent employees and up to 200 continuous temporary employees with a payroll of **\$28 million**. The on hand inventory in exceeds **\$190 million** with an annual inventory throughput of **\$1.4 billion** per

year. The net book value of the buildings and equipment used by AAFES is **\$480 million**. The new **420,000 square foot**, automated robotic distribution center supports the loading and handling of storage inventory located in over **2.7 million square feet** of warehouse space. The cost of equipment, robotic arms, computers, communications, and conveyor system used throughout the AAFES complex is **\$52 million**.

Federal Emergency Management Agency (FEMA): FEMA is part of the Homeland Defense mission and provides support for all natural and terrorist disasters occurring on the East and South Coast of the U.S. FEMA stages, repairs and maintains inventory, and prepares to be proactive in emergencies. FEMA also works with the Red Cross and Georgia Emergency Management Agency (GEMA) to provide full support to U.S. citizens, both CONUS and throughout the Island chains. During the 2004 hurricane season, after Hurricane Charley alone, more than 8,000 vehicles were moved through Fort Gillem with supplies needed for people in Fort Myers, Port Charlotte, and Punta Gorda, Florida. Fort Gillem is stocked with bottled water, cots, blankets, tents and ready-to-eat meals, known as MREs, and those items were shipped as well. Drivers from Quality Driveaway in Goshen, Indiana, manufacturers of the 32-foot travel trailers that served as temporary homes, brought in several hundred two-bedroom dwellings which were staged at Fort Gillem. About 100 trailers a day were transported out of Fort Gillem to meet housing needs in disaster areas.

52d Explosives Ordnance Group (EOD): Is a unique organization headquartered at Fort Gillem. It has command and control over four Battalion Headquarters and 39 Companies geographically separated throughout the United States, with world-wide EOD missions. The Group also runs the U.S. Army Very Important Persons (VIP) Protective Service Agency, which is responsible for joint service coordination and tasking of EOD support to the U.S. Secret Service and the U.S. State Department. The facility is equipped with two video teleconference rooms at a cost of \$300,000.

2nd Brigade: The 2nd Brigade conducts recruiter operations with integrity in its assigned area of responsibility to meet combined Regular Army, Army Reserve, and Special Mission Requirements. 2nd Brigade directs the efforts of nine recruiting battalions located in North and South Carolina, Florida, Alabama, and Tennessee. Groundbreaking for the new **\$5.8 million** facility is schedule for June 17, 2005.

Army Reserve Military Intelligence Readiness Center (AR MIRC): ARMIRC's mission is to collect, analyze and process world-wide military intelligence information. It also trains reserve military intelligence analysts and linguists to support combatant commanders.

Atlanta Military Entrance Processing Station (MEPS): The MEPS at Fort Gillem is one in a network of 65 MEPS nationwide. It is responsible for 92 counties in the state of Georgia. It supports all of the military services and is staffed with personnel from all military services. The MEPS is designed to process 300 people per day and averages 200 people per day.

Naval Reserve Intelligence Units, Atlanta: Under the current BRAC plan, the Naval Reserve Intelligence Units will be relocated from the Naval Air Station Atlanta to the 81st Readiness Reserve Command enclave that is located at the west end of Fort Gillem. The plan is to move the new units into the existing Special Compartmental Information Facility (SCIF) located at Fort Gillem. This type of joint services consolidation is also being considered for the two Navy crime labs being added to the USACIL located at Fort Gillem.

Issues With COBRA Analysis & Data

- It appears the cost of relocating Army facilities is underestimated. Building new Command and Control facilities with all communication requirements for Headquarters FORSCOM, USARC, and Third U.S. Army is not accurately accounted for in the DoD analysis. We believe the costs are closer to \$315 million as opposed to the COBRA total of \$60 million. Additionally, the COBRA report states no military construction is necessary at Rock Island for the First U.S. Army's relocation. Initial First U.S. Army visit to Rock Island indicates this is not true. The cost of replacing their 112,000 square foot building is \$42 million.
- The cost of relocating the Defense Information Systems Agency (DISA) regional communications hub located at Fort McPherson is not accounted for in the DoD analysis. The current investment stands at \$1.1 billion. DISA chose Atlanta as the location for this hub because of the significant communications infrastructure available. DISA is in the early stages of developing relocation options and decisions cannot be made until detailed research and analysis is completed.
- The BRAC 1993 Commission cost analysis of closing Forts McPherson and Gillem differs significantly from the DoD BRAC 2005 cost analysis.
- Impact of civilian workforce expertise when the Command and Control Headquarters move from Atlanta to smaller rural areas at a time when the commands are all actively engaged in the Global War on Terrorism.
- Impact to operational capabilities will be incurred by moving to an area with only regional airport capability.
- Fort Gillem borders Forest Park, Georgia, which is a Historically Underutilized Business Zone (HUB). The Garrison provides capital infusion to the community through contractual support of HUB Zone areas and contractual agreements with two apartment complexes and one hotel to provide continuing support to personnel on Temporary Change of Station at a lease cost of \$4.11 million per year.
- The Ammo Supply Point has six earth covered bunkers capable of holding various types of explosives. It is the only Army Ammo Supply Point in north Georgia and also supports the Federal Transportation Security Administration. The Ammo Supply Point is used by the Army Reserve Command, the National Guard, First Army, Third Army, 81st Regional Readiness Command, 52nd Explosive Ordnance Group and other military units.
- Fort Gillem is the third largest employer in Clayton County

Items of Special Interest

- Will the relocation of the headquarters organizations from Gillem adversely affect their ability to perform their mission? *No appreciable impact.*
- What will be the scope of the enclave that is planned for the Georgia National Guard? *Currently Fort Gillem hosts two units, with 600 personnel, of the Georgia Army National Guard in 77,000 square feet of building space. Future plans call for the addition of a combined support maintenance shop of 50,000 square feet of building plus five acres of hardstand; a 70,000 square foot United States Property and Fiscal Office (USP&FO); and a 20,000 square feet facility maintenance warehouse.*

- How significant will cleanup be at Fort Gillem and did the Department adequately describe the situation in its report? *Cleanup is ongoing and currently on track to reach Industrial/Commercial Level Use by 2020. The environmental restoration planned will not restore the land for use by family housing, childcare development center, or schools. The Annual Work Plan estimates this cost to be approximately \$14 million to complete. After 2008 requirement will have been reduced to continue monitoring for a projected period of 20 years. Our environmental annual work plan does not forecast the cost of additional sites and restoration required following the projected closure of AAFES. Closure would generate additional sites such as the AAFES gases station and fueling points, underground storage tanks, maintenance facilities, hardstands, and storage sites.*
- What are the concerns regarding the tenants that were not addressed in the Department's report? *The BRAC analysis addresses the disposition of five of the activities located at Fort Gillem. There are a significant number of existing tenants supported by the Garrison that the BRAC report fails to address. Some of the organizations that have a significant presence at Fort Gillem are FEMA, the Red Cross, and the Georgia Emergency Management Agency.*

Unique Transportation Synergy:

- Hartsfield Jackson International Airport: 11.27 miles and 21 minutes away
- Light and Heavy Rail Systems
- Three major interstates run through Atlanta
- Atlanta is a Hub for the Trucking Industry
- The CTRAN station provides both bus and light rail transit services throughout metropolitan Atlanta. The local CTRAN transportation system results in low cost and low
- In fiscal year 2004 Fort McPherson Transportation moved more than 29.5 million pounds of cargo, issued nearly 40,000 airline tickets, processed 2,600 rotator flight passengers, provided support to 48,500 Rest & Relaxation Soldiers, and provided 70 K-9 Kennels for Iraq at a total cost of \$1.98 million, all in support of the Global War on Terrorism.

Unique Communications Synergy:

- **The Defense Red Switch** is connected to Fort McPherson, Ga.; Offut AFB, Neb.; McDill Air Force Base, Fla.; and the Pentagon. This switch provides alternate switching and redundancy for direct secure communication between commanders and key staff.
- **The Atlanta Trunk Radio System:** The Fort Gillem Atlanta Trunk Radio System (ATRS) provides secure digital radio support for the Army, Air Force, Federal Emergency management Agency and Federal Protective Services in the southeastern quadrant of Metro Atlanta area.

Communications Consideration:

- One essential point under the present configuration is that FORSCOM, First Army, Third Army and the U.S. Army Reserve Command are essentially located together. Closing Fort McPherson will require the Army to establish three new 24/7 communications facilities to satisfy the listed major commands communications mission. The current

investment at Fort McPherson for existing sensitive and classified circuits is believed to be **\$1.1 billion**. Estimated costs for recreating and rerouting these circuits to other locations would be equally significant. Defense Information Systems Agency (DISA) infrastructure, located at Fort McPherson, currently serves as the major network backbone for the Southeast Region. Communications circuits and physical infrastructure provide world-wide connectivity for mission support to all organization on Fort McPherson and Fort Gillem and 42 counties in Georgia. Should Fort McPherson close, all infrastructures currently at Fort McPherson would relocate. Fort Gillem may be a viable location. However, DISA is in the early stages of developing relocation options and decisions cannot be made until detailed research and analysis is completed.

Unique Educational Synergy: Produces educated, capable work force

- | | | |
|--|---|--|
| <ul style="list-style-type: none"> • Georgia Tech • Georgia State University • Emory University • Clark Atlanta University • Morehouse College • Kennesaw State University • Clayton State University | <ul style="list-style-type: none"> • Southern Polytechnic State University • American Intercontinental University • DeVry Institute of Technology • Mercer University • Agnes Scott College • Morris Brown College • Brenau University | <ul style="list-style-type: none"> • Spelman College • West Georgia College • Life College • Oglethorpe College • Oxford College • Atlanta Christian College • Shorter College • University of Phoenix |
|--|---|--|

Unique Business Synergy:

- Ford Motor Company
- Coca Cola
- CNN
- Delta Airlines
- The Home Depot
- United Parcel Service

Spouse Employment Task Force

A significant synergy and impact on spousal employment has occurred in Atlanta due to the work of personnel at Ft. McPherson/Gillem in the founding of a Spouse Employment Task Force. Through this Task Force, post officials worked to educate state leaders in the area of employment compensation for military spouses who must leave employment in order to follow their military sponsor to the next duty station. The Governor of Georgia recently signed House Bill 404 into law in support of these spouses and it is being used as a model for other states.

The Task Force has worked closely with Home Depot Corporate Headquarters located in Atlanta in order to develop marketing and training materials aimed at the military market.

The Task Force efforts have resulted in a pilot program with the Georgia Department of Labor to increase community awareness of the tremendous pool of quality employees (in the greater metro area) coming from within the military family.

Spouse career and work opportunities hold a 53.1 percent dissatisfaction rate according to the 1st Quadrennial Quality of Life Review published in May of 2004. This dissatisfaction is not an issue in the Atlanta area

Unique Partnerships with the Community:

- Fort Gillem/McPherson provides more than 150 mentors for 9 metro Atlanta public schools
- Fort Gillem/McPherson has Memorandums of Agreement (MOAs) with 12 area School Superintendents
- We actively participate in more than 50 special event activities with local schools annually
- In 2004, we had 982 individuals volunteer in the local communities, providing more than \$1.43 million worth of service
- The Army in Atlanta Museum is one of two Army museums in Greater Metro Atlanta. It is a unique educational forum for Civic Organizations and Schools. It provides more than 75 Living History tours annually. Additionally, USARC HQ's has both museum displays, artifacts and contains the Historical Archives for the United States Army Reserves.
- Partnership Advisory Council has initiated more than 400 initiatives since 1998
- General David A. Bramlett Character Bound Program promotes self confidence, character building, career exploration through team-based two-day event; 136 youth graduates and 70+ Soldier mentors since 1999
- Fort McPherson/Gillem have Memorandums of Agreement with the Cities of Atlanta and Forest Park to be first responders and augment municipal capabilities dealing with emergency situations such as the release of hazardous materials (either biological or chemical).



City of Forest Park, GA

The communities surrounding both Fort McPherson and Fort Gillem have low per capita income, and suffer high unemployment rates. The unemployment rate for the City of Forest Park, which is outside Fort Gillem, is 8.3 percent. The National average is currently 5.1 percent. Both communities have high percentage minority populations. Loss of Fort Gillem to the City of Forest Park would result in an estimated negative economic impact of \$366.2 million to this already economically depressed, predominantly minority community. Fort Gillem is the third largest employer in Clayton County behind Delta Airlines and the Clayton County School System.

Environmental Considerations

Note: Information in red was provided by the BRAC Commission

- Closure of Fort Gillem will necessitate consultations with the State Historic Preservation Office to ensure that historic properties are continued to be protected. *There are no properties on the Historic Register at Fort Gillem. However, there are buildings and facilities that have been nominated for such designation. The State Historic Preservation Office would be involved due to the current age of existing structures and their eligibility.*

- The closure of ranges at Fort Gillem will require clearance of munitions and remediation of any munitions constituents. The remediation costs for these ranges may be significant and the time required for completing remediation is uncertain. *Fort Gillem does not have an active range; however, it did have a range at one time. The cost for environmental remediation of the existing range at Fort Gillem is included in the projected costs of \$14 million. The level of remediation is industrial/commercial.*
- Groundwater and surface water resources will require restoration and/or monitoring to prevent further environmental impacts. *Current Annual Work Plan puts this out to 2020 with a remaining cost of approximately \$14 million. Closure of existing facilities will generate additional sites for environmental remediation. The costs for this cannot be estimated at this time.*
- Significant mitigation measures to limit releases to impaired waterways may be required at Rock Island, Fort Campbell, and Fort Benning to reduce impacts to water quality and achieve U.S. EPA Water Quality Standards. Air Conformity determination and New Source Review and permitting effort and consultations with tribes regarding cultural resources will be required at Fort Campbell.
- This recommendation has the potential to impact noise and threatened and endangered species or critical habitat at Fort Campbell.
- Air Conformity determination and New Source Review and permitting effort and consultations with tribes regarding cultural resources will be required at Fort Campbell.
- An Air Conformity Analysis will be required at Fort Benning.
- Construction at Pope AFB may have to occur on acreage already constrained by the Threatened and Endangered Species Act.
- This recommendation has the potential to impact wetlands at Pope AFB and Shaw AFB.
- This recommendation has no impact on dredging; marine mammals, resources, or sanctuaries; or waste management.
- This recommendation will require spending approximately \$1.3 million for environmental compliance costs. These costs were included in the payback calculation.
- Fort Gillem reports \$18 million in environmental restoration costs. Because the Department has a legal obligation to perform environmental restoration regardless of whether an installation is closed, realigned, or remains open, these costs were not included in the payback calculation. *This amount has been reduced to \$14 million in the Annual Work Plan. Fiscal Year 2003 was \$18 million. Closure of existing facilities will generate additional sites for environmental remediation. The costs for this cannot be estimated at this time.*

- This recommendation does not otherwise impact the costs of environmental restoration, waste management, and environmental compliance activities. *Closure of existing facilities will generate additional sites for environmental remediation. The costs for this cannot be estimated at this time.*
- The aggregate environmental impact of all recommended BRAC actions affecting the installations in this recommendation has been reviewed. There are no known environmental impediments to implementation of this recommendation.
- The local CTRAN mass transit system impacts federal clean air efforts. We have more than 200 Fort Gillem Soldiers and civilians participating in the Federal Government Mass Transportation Program.
- The local area around Pope AFB will have to build significantly in order to house, transport, educate the increase number of personnel located there, where this infrastructure is already in existence in the Atlanta area

Political Representation

Governor:	Sonny Perdue
Senator:	Saxby Chambliss
Senator:	Johnny Isakson
Representative:	John Lewis
Representative:	David Scott

Community Concerns/Issues

A review of community attributes revealed no significant issues regarding the ability of the infrastructures of the local communities to support missions, forces, and personnel.

- When moving from Fort Gillem to Rock Island Arsenal, the following local area capability improved: Cost of Living and Population. The following capabilities are less robust: Housing, Education, Employment, and Medical. *It is believed that the cost of living in Atlanta is no greater than Rock Island Arsenal.*
- When moving from Fort Gillem to Fort Campbell, the following local attributes are improved: Cost of Living and Population. The following capabilities are not as robust: Housing, Education, Employment, Medical, Safety and Transportation. *It is believed that the cost of living in Atlanta is no greater than Fort Campbell.*
- When moving from Fort Gillem to Redstone Arsenal, the following local attributes are improved: Cost of Living and Population. The following capabilities are not as robust: Child Care, Housing, Medical, and Transportation. *It is believed that the cost of living in Atlanta is no greater than Redstone Arsenal.*
- When moving from Fort Gillem to Fort Benning, the following local capability is improved: Population. The following capabilities are not as robust: Housing, Employment, Medical,

and Safety. *It is believed that the cost of living in Atlanta is no greater than Fort Benning.*

- Southeastern rural communities normally have extremely limited employment opportunities for military family members which dramatically impacts the stability, readiness, and satisfaction of military families, which then negatively impacts retention. More than 86 percent of military spouses are employed Army wide, with more than 68 percent working because they need dual incomes. The Atlanta area fosters long term economic and career stability which positively impacts military retention.
- The lack of local community support systems impacts readiness because military families today are highly educated, sophisticated and demand high quality employment opportunities as evidenced through the Army Family Action Process.
- Military members and their families at many installations must travel great distances to obtain specialized care. That is not the case at Fort Gillem.
- Fort Gillem provides reliable, accessible and dependable service to tremendous numbers of National Guard and Reserve families following the activation of their military member in all areas.
- There are no known community infrastructure impediments to implementation of all recommendations affecting the installations in this recommendation.

Cost Considerations Developed by DoD

Note: These figures are disputed in the narrative that follows.

One-Time Costs:	\$56.8 million
Net Savings (Cost) during Implementation:	\$85.5 million
Annual Recurring Savings:	\$35.3 million
Return on Investment Year:	Calendar Year (1 Year)
Net Present Value over 20 Years:	\$421.5 million

Cost for First U.S. Army and 52nd EOD is approximately \$50 million. Of that \$50 million, no military construction is included for First Army. The number does not seem to account for personnel moves, and OMA and OPA tails. Communication infrastructure upgrade to support 2nd Recruiting Brigade, 52nd ORD, 81st ECS, 3rd U.S. Army, USARC Reg Data Center, and ARISC was \$20 million in fiscal year 2004. Closing of Atlanta Distribution Center affects cost of transportation, timeliness of transportation and may require additional resources and construction elsewhere to continue the mission. AAFES currently utilizes 2.6 million square feet of warehouse space, a 420,000 square foot automated shipping/receiving warehouse that is supported by these warehouses and supplies the entire East Coast, Europe, Southwest Asia and worldwide support for specific items from Ft. Gillem Hub. One of four in CONUS. Cost to replace warehouse space, automated distribution center and robotic equipment is estimated to be in excess of \$580 million.

BRAC 1993 Analysis

The BRAC 1993 Commission studied Fort Gillem as a possible addition to the base closure list. The Commission used the COBRA model to develop cost estimates, return on investment, and break even year. Since 1993 there have been significant improvements in major construction Army projects at Fort Gillem. The cost of improvements exceeds \$232 million. Costs were significantly higher in 1993 dollars than the current DoD 2005 estimate. Model calculations were as follows:

One-Time Costs:	\$349.9 million
Return on Investment:	Never
Break Even Year:	Never

Employment and Payroll

People	Fort McPherson	Fort Gillem	Off Post	Total
Active Duty Officers	521	139	13	673
Warrant Officers	42	8		50
Enlisted	766	251	168	1,185
Total Active Duty	1,329	398	181	1,908
Army Reserve	878	1,454	1,066	3,398
Civilians*	2,064	1,796	811	4,671
Other Agencies**				18,727
Army Retirees				16,789
Retirees – Other Services				19,632
Retiree Family Members				54,632
Active Duty and Civilian Family Members				16,448
TOTAL***	4,271	3,468	2,058	136,205

*Civilians include AAFES and NAF

**Totals based on fiscal year 2003

**Total paid personnel – Atlanta Metro area: 9,977

Money	Fort Gillem
Active Duty Payroll	\$50,304,675
Military Construction	\$89,600,000
Temporary Duty	\$3,644,009
Civilian Payroll	\$80,413,365
Tuition / Education	\$371,098
Local Contracts	\$141,920,890
TOTAL	\$366,254,037
School Impact Funds****	\$6,612

**** Total based on 2004 school year; 2005 totals should increase due to military connected student enrollment expansion.

Land Assets	Fort McPherson	Fort Gillem	Lake Allatoona
Building Space (sq. footage)	2,209,558	5,315,442	46,015
Family Quarters	102	10	N/A
Acreage	488	1,427	85*****

*****Land leased from the U.S. Army Corps of Engineers

DoD Recommendation and Justification

Recommendation	Justification
Close Fort Gillem GA (Atlanta Metro Area)	Enhances the Army's military value, is consistent with the Army's Force Structure Plan, and maintains adequate surge capabilities to address future unforeseen requirements. This closure allows the Army to employ excess capacities at installations that can accomplish more than administrative missions. The closure of Fort Gillem also enables the stationing of its tenant units at locations that will increase their ability to associate with like units and promote coordination of forts.
Relocate HQ 1 st Army to Rock Island Arsenal IL	The Army is converting the 1st U.S. Army Headquarters into the single Headquarters for oversight of Reserve and National Guard mobilization and demobilization. To support this conversion the Army decided to relocate 1st Army to Rock Island Arsenal, a central location in the United States.
Relocate 2nd Recruiting Brigade to Redstone Arsenal AL	The 2nd Recruiting Brigade is recommended to relocate to Redstone Arsenal because of its central location in the Southeast and its access to a transportation center in Huntsville, AL.
Relocate 52 nd Explosive Ordnance Disposal Group to Fort Campbell KY	Both the 52nd EOD Group and the 2nd Recruiting Brigade have regional missions in the Southeastern United States. The 52nd EOD Group was co-located with operational forces at Fort Campbell to provide training opportunities.
Relocate 81 st RRC Equipment Concentration Site to Fort Benning GA	The 81st RRC Equipment concentration Site is relocated to Fort Benning Site where there are improved training opportunities with operational forces.
Close AAFES Atlanta Distribution Center and establish an enclave for the Georgia Army national Guard, the remainder of the 81 st RRC units and the Criminal Investigation Division (CID) Forensics laboratory	

Miscellaneous Information of Importance

- We have 91,053 combined Army retirees, retirees from other Services, and retiree family members in the greater Atlanta metropolitan area. These retirees rely on the facilities and services located at both Fort McPherson and Fort Gillem.
- Fort Gillem has seven designated training areas with a significant amount of installation property being used for military common task training, Sergeant's Time Training, physical training and specific military occupational specialty training for Reserve and National Guard personnel. On an average weekend the Fort Gillem

population can grow to as much as 3,000 personnel on post training and performing military drill activities. In addition, property is used for such things as fishing and outdoor activities, sports events, and other community support.

- Business Executives for National Security are actively seeking an agreement with the Garrison Commander to participate in an enhanced leasing opportunity to provide for the construction of a future plan facility in exchange for lease land opportunity within Fort Gillem.
- We have plans for a new 8,930 square foot shooting range at a site that is located over the footprint of a former range at Fort Gillem. This new range would allow the training and qualifications of GaANG, 81st RRC, local and state police and law enforcement officials and active army troops without having to schedule time and transportation to Fort Stewart or Fort Benning. The project is currently in the Future Years Defense Plan for fiscal year 2009 at an estimated cost of \$4.4 million dollars.

WORKTEC

Work Training & Employment Center

221 Stockbridge Road
Jonesboro, Georgia 30236
770/473-2840
FAX 770/477-8502
TTY 770/473-2849

FROM: Dorothy Young Cochran, Executive Director
DATE: June 9, 2005
RE: WORKTEC at Ft. Gillem

WORKTEC has been extremely fortunate to have provided services at Ft. Gillem for the past 20 years. Under the Javits-Wagner-O'Day (JWOD) Act, we have been able to provide janitorial, commissary, litter pick up, and assembly of FEMA survival kits to this installation during that period. Currently we are providing janitorial services to 58 different sites, including the MEPS building, the Army Reserve Center, First Army, Neal Fitness Center, and the Garrison building. In August, 2005, we are scheduled to assume responsibility for two newly constructed buildings, and in September, 2005, we are scheduled to begin hospital grade janitorial services for the new CID Forensic Lab.

We currently have a total of twenty nine (29) employees providing janitorial services at the site. Of this number, twenty five individuals are primarily providing hands on services, five working supervisors, and one Site supervisor-Ms. Angie Watkins. Twenty three of these individuals experience a severe disability, therefore enabling us to provide these supports under the JWOD program. All of our employees especially those with severe disabilities have proven themselves to be exceptional workers when given the proper supports, training and ongoing WORKTEC Support. Our service area includes 269,175 feet of carpet, and 167, 134 feet of hard floor. A majority of the buildings are serviced two times per week.

Our payroll as of 2/28/05 (fiscal year is July 1-June 30) was \$ 223, 805. Additional personnel benefits brought this total cost to \$263,727. Total personnel cost for Ft. Gillem for the 2004 Fiscal year was \$420,456.00. This potential loss of jobs is not only devastating to these individuals, but it will also put a strain upon their families and other support services.

The Federal economic impact as it affects these individuals with severe disabilities is tremendous. The economic impact on other federal and state agencies that will now have to assume more economic supports and benefits for these individuals is potentially quite significant. For example, many will no longer have the ability to buy their own medical insurance and will need to regain eligibility for Medicaid. They will more than likely require other assistance like the need for food stamps, and increased support from SSI and or SSDI benefits. There will be a significant impact to the other federal agencies that must be picked up within their respective budgets.

WORKTEC has received local and national recognition for the quality of services provided to our customers and our employees. Since 1984, we have received –fifteen Certificates of Achievement from NISH-with three in the last three years. NISH is the agency responsible for administering the JWOD Act. We are nationally accredited by CARF in the employment areas of Comprehensive Vocational Evaluation Services, Employee Development Services, Employment Skills Training Services and Community Employment Services. During our last accreditation in 2003, we were not

cited with any recommendations, which is a feat only accomplished by 3% of the agencies seeking accreditation. Our mission is to providing employment opportunities for people with disabilities and other barriers to employment.

Nationwide, over 70% of those with severe disabilities are unemployed. The Javits-Wagner-O'Day Act and WORKTEC has insured that some of these people have an opportunity to participate as full citizens who pay taxes and who contribute a needed service each and every day. The impact for these individuals, many of whom will not be able to fully recover from losing their jobs, is not only economic, but present significant psychological and social implications for them and their extended family. We truly appreciate you including this information in your presentations regarding impact to employees and contractors.



Candidate # USA-0121R



Candidate Recommendation: Close Ft. Gillem, GA. Relocate the Headquarters, 1st US Army to Rock Island Arsenal, IL. Relocate the 2nd Recruiting Brigade to Redstone Arsenal, AL. Relocate the 52nd EOD Group to Ft. Campbell, KY. Relocate the 81st RRC Equipment Concentration Site to Ft. Benning, GA. Relocate the 3rd US Army Headquarters support office to Shaw AFB, SC. Relocate the Headquarters US Forces Command (FORSCOM) VIP Explosive Ordnance Support to Pope AFB, NC. Close the AAFES Atlanta Distribution Center and establish an enclave for the Georgia Army National Guard, the remainder of the 81st RRC units and the CID Forensics Laboratory.

<u>Justification</u>	<u>Military Value</u>
<ul style="list-style-type: none"> ✓ Ft. Gillem has only admin & storage capabilities, no flexibility to accept other missions ✓ Operational capabilities enhanced by moving 1st Army ✓ AAFES wishes to close distribution facility 	<ul style="list-style-type: none"> ✓ Increases Military Value by moving from a low ranking installation to higher ranking installations ✓ Ft. Gillem (52), Ft. Benning (9), Ft. Campbell (14), Redstone Arsenal (29), Rock Island Arsenal (53)
<u>Payback</u>	<u>Impacts</u>
<ul style="list-style-type: none"> ✓ One-Time Cost: \$56.8M ✓ Net Implementation Savings: \$85.5M ✓ Annual Recurring Savings: \$35.3M ✓ Payback Period: 1 Years ✓ NPV (Savings): \$421.5M 	<ul style="list-style-type: none"> ✓ Criterion 6 - Max potential reduction of 1,824 jobs (1,087 Direct & 737 Indirect) or <0.1% of the total ROI employment ✓ Criterion 7 – Of the 10 attributes evaluated only one decreases significantly (Medical when moving to Ft. Benning, Ft. Campbell, Redstone Arsenal or Pope AFB) ✓ Criterion 8 – Air analysis req'd (Campbell); potential Cult/Arch resource issues (Redstone); close & remediate 11 operational ranges & groundwater contamination (Gillem)

✓ Strategy	✓ Capacity Analysis / Data Verification	✓ MILDEP Recommended	✓ De-conflicted w/JCSGs
✓ COBRA	✓ Military Value Analysis / Data Verification	✓ Criteria 6-8 Analysis	✓ De-conflicted w/Services

Department : Army
 Scenario File : J:\RECOMMENDATION DEVELOPMENT\REVIEW FINAL\USA-0121R Closure - Ft. Gillem\Criterion 5-COBRA\USA-0121R Close Ft. Gillem.CBR
 Option Pkg Name: Close Ft. Gillem
 Std Fctrs File : D:\Army COBRA 6.10\BRAC2005.SFF

Starting Year : 2006
 Final Year : 2008
 Payback Year : 2009 (1 Year)

NPV in 2025(\$K): -421,537
 1-Time Cost(\$K): 56,786

Net Costs in 2005 Constant Dollars (\$K)

	2006	2007	2008	2009	2010	2011	Total	Beyond
MilCon	1,596	15,577	0	0	0	0	17,173	0
Person	0	-16	-9,282	-22,246	-22,246	-22,246	-76,035	-22,246
Overhd	-5,903	-5,241	-8,817	-12,214	-12,214	-12,214	-56,604	-13,049
Moving	175	159	14,716	0	0	0	15,050	0
Missio	0	0	0	0	0	0	0	0
Other	4,455	0	10,498	0	0	0	14,953	0
TOTAL	323	10,479	7,115	-34,460	-34,460	-34,460	-85,463	-35,295

	2006	2007	2008	2009	2010	2011	Total
POSITIONS ELIMINATED							
Off	0	0	5	0	0	0	5
Enl	0	0	66	0	0	0	66
Civ	0	0	211	0	0	0	211
TOT	0	0	282	0	0	0	282

POSITIONS REALIGNED

Off	0	1	173	0	0	0	174
Enl	0	4	268	0	0	0	272
Stu	0	0	0	0	0	0	0
Civ	0	4	355	0	0	0	359
TOT	0	9	796	0	0	0	805

Summary:

USA-0121. Close Ft. Gillem, GA. Relocate the Headquarters, 1st US Army to Rock Island Arsenal, IL. Relocate the 2nd Recruiting Brigade to Redstone Arsenal, AL. Relocate the 52nd EOD Group to Ft. Campbell, KY. Relocate the 81st RRC Equipment Concentration Site to Ft. Benning, GA. Close the AAFES Atlanta Distribution Center and establish an enclave for the Georgia Army National Guard, the remainder of the 81st RRC units and the CID Forensics Laboratory.

Department : Army
 Scenario File : J:\RECOMMENDATION DEVELOPMENT\REVIEW FINAL\USA-0121R Closure - Ft. Gillem\Criterion 5-
 COBRA\USA-0121R Close Ft. Gillem.CBR
 Option Pkg Name: Close Ft. Gillem
 Std Fctrs File : D:\Army COBRA 6.10\BRAC2005.SFF

Costs in 2005 Constant Dollars (\$K)

	2006	2007	2008	2009	2010	2011	Total	Beyond
MilCon	1,596	15,577	0	0	0	0	17,173	0
Person	0	31	5,802	2,993	2,993	2,993	14,812	2,993
Overhd	1,165	1,899	5,814	2,417	2,417	2,417	16,128	2,417
Moving	175	170	15,869	0	0	0	16,213	0
Missio	0	0	0	0	0	0	0	0
Other	4,455	0	10,498	0	0	0	14,953	0
TOTAL	7,391	17,676	37,983	5,410	5,410	5,410	79,280	5,410

Savings in 2005 Constant Dollars (\$K)

	2006	2007	2008	2009	2010	2011	Total	Beyond
MilCon	0	0	0	0	0	0	0	0
Person	0	46	15,084	25,239	25,239	25,239	90,847	25,239
Overhd	7,068	7,140	14,631	14,631	14,631	14,631	72,732	15,466
Moving	0	10	1,153	0	0	0	1,163	0
Missio	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0
TOTAL	7,068	7,197	30,868	39,870	39,870	39,870	164,742	40,704

Fort Gillem

BRAC 05 recommendations close Fort Gillem and enclave the Reserve and National Guard Facilities and the Forensics Laboratory. This supports the Army's objective of retaining multi-functional installations capable of meeting a variety of Army requirements, while eliminating excess capacity.

Incoming Activities

What: Naval Reserve Intelligence Unit from NAS Atlanta.

Why: The Ft. Gillem enclave supports a US Army Reserve Intelligence Activity and the addition of the Navy organization will create a joint training environment for these functions.

Departing Activities

What: 1st US Army to Rock Island, IL.

Why: First Army is designated to assume responsibility for all Reserve mobilization and demobilization in the continental United States. It was moved to a location in the central U.S. to support this coast-to-coast mission.

What: HQs 52nd EOD Group to Ft. Campbell, KY.

Why: The 52nd EOD Group has a southeastern US regional mission and was co-located with operational forces in the region to provide better training opportunities.

What: 2nd Recruiting Brigade to Redstone Arsenal.

Why: The 2nd Recruiting Brigade has a southeastern US regional mission and was relocated to an installation centrally located in the region with a robust transportation hub.

What: 81st RRC Equipment Concentration Site to Ft. Benning, GA.

Why: This relocation support Reserve initiatives to station equipment at locations where Reserve units train.

What: FORSCOM VIP EOD support unit to Pope AFB, NC and the HQs 3rd US Army offices to Shaw AFB, SC.

Why: These relocations co-locate these units with the HQs that they support.

What: Close the Army-Air Force Exchange System (AAFES) Atlanta Distribution Center.

Why: Eliminates excess capacity and consolidates and integrates supply distribution within the AAFES system.

Other

What: Several CID offices with Eastern Regional missions and other small Navy, Air Force and DoD offices.

Why: These small offices will be placed after the major BRAC movements in coordination with their agencies guidance.

Quantitative Results

Net Personnel Impacts ¹			MILCON Cost Estimate
Military	Civilian	Student	
-511	-570	0	\$ 0

Implementation Timeline: According to BRAC law, this action must be initiated within two years and completed within six years from the date the President transmits the report to Congress.

Internal Communications: (Fort Gillem Work Force)

- Ft. Gillem has a long and storied history, and has made significant contributions to supporting the Army’s missions; however the Army must now look to future requirements and develop an installation portfolio that can support and sustain its new force structure, and missions as the Army transforms to an expeditionary force.
- Each unit and activity transferred from Ft. Gillem has been placed to enhance its operational or support capability through consolidations or co-locations.
- The result of these hard decisions is a basing configuration that better supports our transforming Army and saves money.

External Communications: (Civilian community)

- Ft. Gillem has a long and storied history, and has made significant contributions to supporting the Army’s missions; however the Army must now look to future requirements and develop an installation portfolio that can support and sustain its new force structure, and missions as the Army transforms to an expeditionary force.
- The indirect economic impact of this closure (combined with that of Ft McPherson) is estimated at 1,800 jobs. The impact is mitigated by Ft. Gillem’s proximity to Atlanta, with its robust economic development.
- The Army is committed to working with local communities as Ft. Gillem closes to smooth the transition process.

Approving BRAC Recommendations - Statutory Steps:

16 May 05 SECDEF forwards Recommendations to BRAC Commission
 08 Sept 05 BRAC Commission recommendations due to President

¹ Based on FY03 ASIP data. Does not reflect any personnel changes resulting from standard programming and Command Plan actions since FY03.

EM

Recommendation # 2

Step 1. TEAM LEADER: *(INTRODUCTORY BRIEF)*

Step 2. CHAIRMAN: Thank you.

Army Recommendation 6, Fort Gillem, Georgia, Chapter I, Section 2 of the Bill, is before the Commission.

Is there any discussion or are there any amendments?

(CHAIRMAN MEDIATES DISCUSSION, IF ANY).

Step 3. *IF MOTION TO STRIKE OR AMEND OFFERED:*

CHAIRMAN: Is there a second?

IF SECONDED:

CHAIRMAN: We will vote on Motion # (190#)-(#M).

All in favor. *(COMMISSIONERS VOTE)*

All opposed. *(COMMISSIONERS VOTE)*

CHAIRMAN: Counsel, announce the vote.

COUNSEL: The vote is _____ yeas, _____ nays (with _____ abstentions due to recusals). The motion (passes/fails).

OR, IF NOT SECONDED:

CHAIRMAN: Hearing no second, is there any further discussion or are there any other amendments?

OR, IF NO MOTION TO STRIKE OR AMEND OFFERED:

CHAIRMAN: Hearing no motion to amend, the Secretary's recommendation stands approved.

Step 4. CHAIRMAN: Please proceed to the next recommendation.

A Motion to Approve
Army Recommendation 6,
Fort Gillem, Georgia,
appearing at Chapter I, Section 2 of the Bill.

Offered by: -----

Seconded by: -----

Approved

Disapproved

I move that the Commission find that Army Recommendation 6, Fort Gillem, Georgia, is consistent with the Final Selection Criteria and Force Structure Plan.

A Motion to Strike
Army Recommendation 6,
Fort Gillem, Georgia,
appearing at Chapter I, Section 2 of the Bill.

Offered by: _____

Seconded by: _____

Approved

Disapproved

I move:

- that the Commission find that when the Secretary of Defense made Army Recommendation 6, Fort Gillem, Georgia, he substantially deviated from Final Selection Criteria 1, 3, 4 and 5 and the Force Structure Plan;
- that the Commission strike the recommendation; and
- that the Commission find this change is consistent with the Final Selection Criteria and Force Structure Plan.

A Motion to Amend
Army Recommendation 6,
Fort Gillem, Georgia,
appearing at Chapter I, Section 2 of the Bill.

Offered by: _____

Seconded by: _____

Approved

Disapproved

Requires a contiguous enclave.

I move:

- that the Commission find that when the Secretary of Defense made Army Recommendation 6, Fort Gillem, Georgia, he substantially deviated from final selection criteria 7 and the Force Structure Plan;
- that the Commission strike the language "establish an enclave" and insert in its place "establish a contiguous enclave", and;
- that the Commission find this change and the recommendation as amended are consistent with the final selection criteria and Force Structure Plan.



DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY
INSTALLATIONS AND ENVIRONMENT
110 ARMY PENTAGON
WASHINGTON DC 20310-0110

SAIE-IA

MEMORANDUM FOR Army Team Leader, BRAC Commission

SUBJECT: Issues/Concerns/Questions on Fort Gillem, GA

The Commission requested a TABS response to several questions regarding the recommendation to close Ft. Gillem, GA.

Question: First U.S. Army's relocation to Rock Island Arsenal indicates that no construction or renovation is required to replace their current 112,000 SF headquarters building. Can the Department verify that this is a correct assumption?

Answer: Yes, this assumption is correct. Rock Island Arsenal currently has 547,000 SF of excess administrative space. In addition, several administrative Headquarters move off of the installation providing a greater amount of available space.

Question: FEMA's has a significant amount of equipment stored throughout Fort Gillem. What is the Department's plan for FEMA? Remain in the enclave or relocate? Will relocation be a BRAC cost or FEMA's?

Answer: The closure recommendation does not include FEMA in the enclave. The final disposition of FEMA and any costs to relocate will be determined by FEMA and DoD during the implementation of the recommendation.

Question: The 81st RRC plans to leave its equipment at Fort Gillem and only move its headquarters. The equipment is spread throughout Fort Gillem on various hardstands. Was it the Department's intent that the equipment remain and if so it will be consolidated in the enclave?

Answer: The close Ft. Gillem recommendation moves the 81st RRC Equipment Concentration Site and all of the associated equipment to Ft. Benning, GA. Any equipment associated with the Forrest Park USAR Center will remain in the enclave.

Question: We understand that Fort Gillem can only be cleaned up to industrial standards. Is this level of cleanup sufficient for BRAC closure sites?

SAIE-IA

SUBJECT: Issues/Concerns/Questions on Fort Gillem, GA

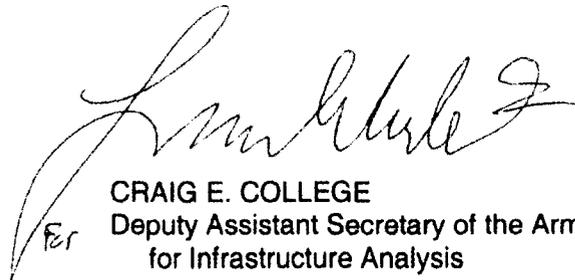
Answer: The level of environmental clean-up at Ft. Gillem will be based on the types of contaminants present and the eventual use of the land. The Assistant Chief of Staff for Installation Management (ACSIM) BRAC environmental office can answer this more fully.

Question: Does the Department plan to relocate AAFES and were the costs considered in the closure decision?

Answer: The Department does not plan to relocate AAFES. AAFES would close the distribution center at Ft. Gillem. \$10.5 Million was included in the Army analysis to account for personnel separation costs for NAF employees due to the closure.

Question: Will the ammunition supply point at Fort Gillem remain in the enclave?

Answer: The closure recommendation does not include the ASP in the enclave. The disposition of the ASP will be determined during implementation.



Er

CRAIG E. COLLEGE
Deputy Assistant Secretary of the Army
for Infrastructure Analysis



Response to E450

Question:

1. Construction costs to replace the Headquarters are greatly understated (\$79 million vs. \$277 million)
2. Costs cost to relocate the secure telecommunications hub were ignored.
3. The value of being next to an airport with unparallel access and economical point to point travel to major cities in the United States and around the world was not considered.
4. Intangible costs like the disruption and relocating FORSCOM and subordinate commands in the middle of a war were not considered
5. Walking away from \$200M in new construction at Fort Gillem
6. Cost was only 10% of military value weight but appears to be the primary reason for closing Fort McPherson regardless of other more heavily weighted military value strengths of the headquarters
7. The interactions required between 9th Air Force and Third Army are of lesser military value than the Third Army (force requester) interface with FORSCOM and USARC (force providers).
8. First Army, is a coordinator for military support to civilian authorities including homeland defense, and the capabilities that are offered at Fort Gillem by FEMA, GEMA, the Red Cross, CDC, CID Laboratory, the U.S. Army Reserve Secure Facility and National Guard and moving the headquarters for First Army, 2nd Recruiting Brigade and the 52nd EOD Group will impact adversely on training readiness and detract from support for homeland defense and impede efficient command and control between headquarters and subordinate units.
9. The Third Medical Command, the Army Reserve Military Intelligence Center and the Atlanta Military Entrance Processing Station are unaccounted for in DoD's analysis.
10. The Army's recommendation to disperse headquarters, limits command and control at additional cost substantially deviating from the requirements of DoD BRAC Criteria 3

and 4 and dispersal of major headquarters whose synergy is critical to mission value deviates substantially from Criteria 1.

Answer:

1. The construction costs estimated in the COBRA analyses for the various units moving off of Forts McPherson and Gillem are based on the unit facility requirements as determined by the Army's approved Real Property Planning System (RPLANS) and the DoD Facility Pricing Guide. Construction requirements reflect Army and DoD standards for space and are not based upon the current facilities occupied by the organizations. Further, the Army estimated \$65M for MILCON related expenses for moving FORSCOM and USARC to Pope AFB and an additional \$34M for moving 3rd US Army to Shaw AFB. The Army can not comment on the \$277M replacement cost without an explanation of what it includes.

2. The Defense Information Systems Activity (DISA) was consulted for costs associated with moving the Headquarters activities on Forts McPherson and Gillem. DISA provided a certified cost estimate of \$300,000 for the relocation of FORSCOM.

3. The Army's Military Value included a measure for accessibility. Accessibility was defined as a combination of an installation's proximity to major DoD installations and airports within a given radius. Fort McPherson, Ft. Gillem and Ft. Bragg all score the same in accessibility.

4. Intangible costs for BRAC recommendations are considered. The Military Value analysis and the criterion 6, 7 and 8 analyses were designed to consider the intangible costs and difficulties associated with the recommendations. Other upheaval associated with relocating organizations such as personnel relocations and continuity of operations, will be considered and planned for during implementation.

5. Money that has already been spent by DoD for facilities and operations was not a consideration for BRAC analysis.

6. The primary factor for closing Ft. McPherson was the inability of Ft. McPherson to accept any missions other than administrative missions. The administrative facilities on Forts McPherson can be (and already are) duplicated on larger, more flexible installations that provide the military with more value and capabilities. The low military value of Ft. McPherson was the driver to close the installation and relocate the tenant organizations. Ft. McPherson was ranked 57 out of 87 Army installations. It was ranked in the lower half of installations in 13 of 21 capabilities and was only in the top 20 in one area (Achieve Cost Efficient Installations Capability). It ranked in the lowest 20 installations in 7 capabilities. areas.

7. FORSCOM and USARC were coordinated with when determining possible locations for them. Neither organization indicated a relationship with 3rd Army that would be adversely affected if the three organizations were not co-located. The 3rd US Army was relocated to Shaw AFB in order to co-locate it with the Air Force component of the Central Command. This will not adversely affect 3rd Army's

relationship with FORSCOM since 3rd Army has the same relationship with FORSCOM as other Army Component Commands that are not co-located with FORSCOM.

8. Under the transformation of the US Army, 1st Army will be assuming the missions and responsibilities of 5th US Army. The new headquarters will continue to provide support to Homeland Defense organizations across the entire United States. Training readiness will not be adversely affected because all of the organizations relocating from Ft. Gillem are administrative and management in nature. There are no training missions on Ft. Gillem.

9. The 3rd Medical Command and the Military Entrance Processing Station were not part of the Army baseline of organizations on Ft. Gillem. These organizations will be moved or included in the Ft. Gillem enclave depending on the direction of the Army Staff and the higher headquarters for those organizations. The Army Reserve Military Intelligence Center is included in the Ft. Gillem enclave.

10. The Army's military value analysis, with input for the headquarters organizations at Ft. McPherson and Ft. Gillem, indicates that the relocations recommended will improve command and control, increase synergies between organizations and significantly improve the overall effectiveness of the US Army.

References:

Approved By:

A handwritten signature in black ink, appearing to read "James H. Best", written over a horizontal line.

Date: 18-Jul-05



BRAC 2005 - Query Response Manager



Response to E0513

Question:

Please verify and, if appropriate, categorize to FTE basis the personnel inputs by Col. Angela Manos (Ft McPherson/Ft Gillem Garrison Commander) of "760 permanent employees and about 200 continuous temporary employees" at the Army and Air Force Exchange Services' Atlanta Distribution Center.

Col. Manos provided these quoted input in the base briefing to BRAC Commissioner Bilbray on June 10, 2005. DoD's recommended closure for Ft Gillem, which results in job losses of 517 military and 570 civilian positions, but none for contractor positions.

Answer:

The 760 and 200 contractors may be what the Garrison Commander provided but without knowing the basis of their numbers, source documents used for authorizations; or categories included in their numbers we cannot verify them. In addition, all BRAC analysis was completed utilizing the FY03 ASIP as the baseline for military, civilian and contractor positions.

References:

Approved By:

Date: 03-Aug-05

DoD Enclave Recommendation: Sec 2 Fort Gillem

Fort Gillem Enclave Facilities				
Project Description	Scope	UM	\$M	Year
Army Reserve Military Intelligence Readiness	16,147	SF	18.81	1993
Physical Fitness Facility ¹	26,815	SF	3.52	1996
Military Entrance Processing Station	26,631	SF	3.40	1999
Centralized Mail Handling Facility ¹	5,700	SF	0.71	2002
USAR Training Center & AMEDD Warehouse	133,181	SF	18.42	2003
USACIL Crime Lab ³	90,000	SF	33.60	2005
OMS/DS Parts Warehouse Reserve Center	75,719	SF	8.5	2005
Georgia National Guard ²	158,000	SF		
Possible Projects				
DISA regional hub at Fort McPherson ¹			17	N/A
Total	532,193		103.96	

Footnotes

- 1. Implementation decisions, but most likely will be in the enclave.
- 2. Georgia Army National Guard currently has two units with 600 personnel in 77,000 SF at Ft Gillem. Future plans call for a combined maintenance shop, hardstands, maintenance warehouse & a USP&FO facility.
- 3. The crime lab is set to expand its TDA nearly doubles a new two phase facility expansion is planned. Phase I - \$3.5 M; Phase II - \$ 13.7 M for 35K sf.

Note: 1. The Dod cited units and COBRA data show 311 personnel will remain in the enclave. BRAC moves 78 civ and 79 mil to Base X. Some will likely remain in the enclave as a result of implementation decisions. 2. Enclave infrastructure: electrical, gas, water distribution, storm and sanitary sewer have been upgraded.



Enclave - Fort Gillem, GA

Out		In		Net Gain/(Loss)		Net Mission Contractor	Total Direct
Mil	Civ	Mil	Civ	Mil	Civ		
		100	197	15	5	0	317

ACTION:

- Establish an Enclave for the Georgia Army National Guard, the remainder of the 81st RRC & Criminal Investigation Division (CID) Forensics Laboratory
- Navy Reserve Intelligence Support Center from NAS Atlanta moves to the Enclave
- BASOPS spaces to support the Enclave included in COBRA

KEY ISSUES IDENTIFIED:

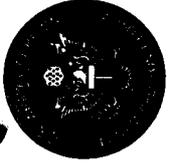
- Enclave is not well defined.
- The Criminal Investigation Division (CID) Forensics Laboratory needs space to expand.
- The Military Enlistment Processing Station and other such activities remaining on Fort Gillem may need to be included in the Enclave.
- Enclave needs to be contiguous and sized to meet the minimum essential DoD requirements to preclude encumbrances on the community's reuse of the remaining property.



EXIT

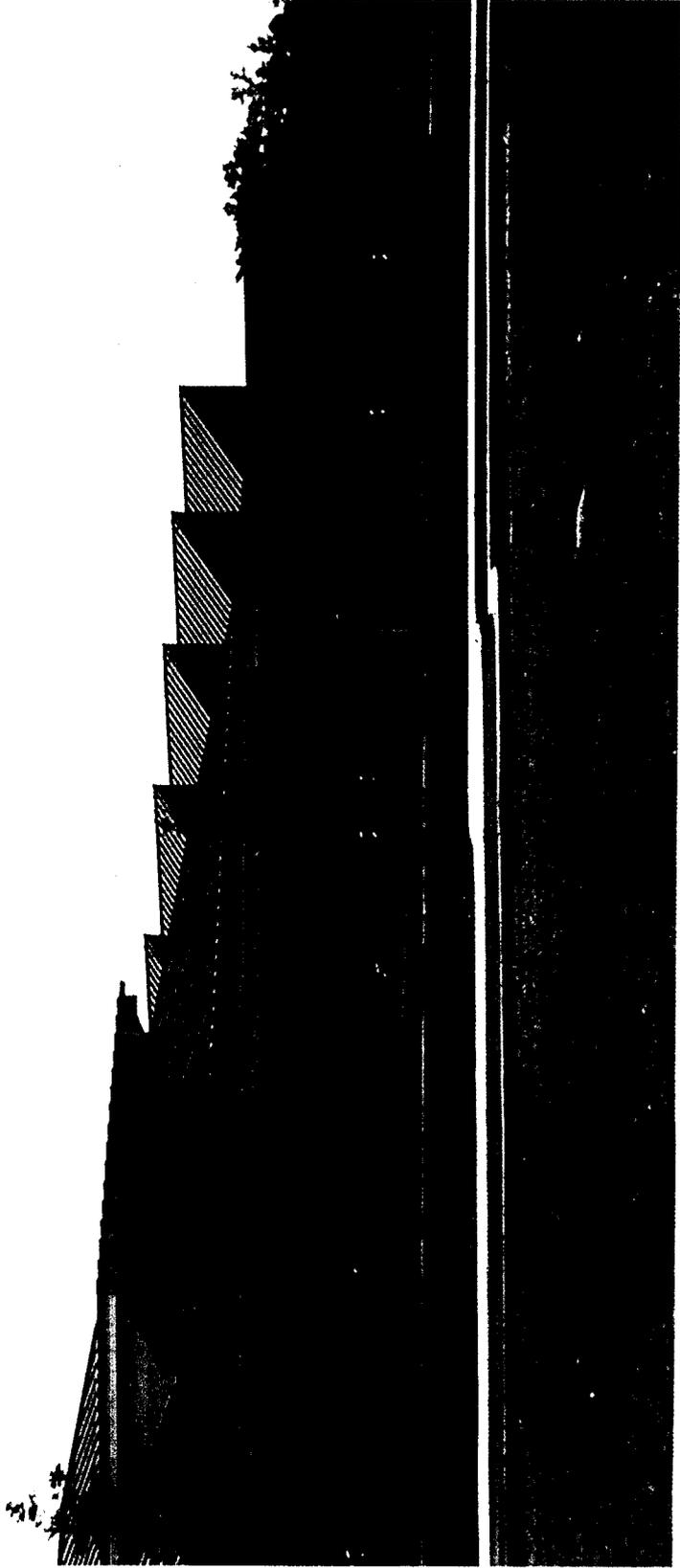


US ARMY CRIMINAL INVESTIGATION LABORATORY



89,900 SF
94 CIV

88 → 153





CRIMINAL INVESTIGATION LAB



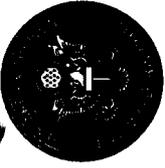
Fort Gillem

- **Scope:** Provides an 88,000 sf special design forensic laboratory to include labs, admin, evidence storage and training and conference rooms; Facility will be the only operating forensic lab for the US Army Criminal Investigation Laboratory
- **Cost:**
 - FY02 Military Construction Army funding, Programmed Amount of \$33.6M
 - 5-year Operational & Maintenance“tail” awarded as part of pilot program
- **Timeline:**
 - Construction contract awarded Sep 02
 - Beneficial occupancy 20 Jun 2005
 - \$3.5M DNA Expansion programmed for FY06

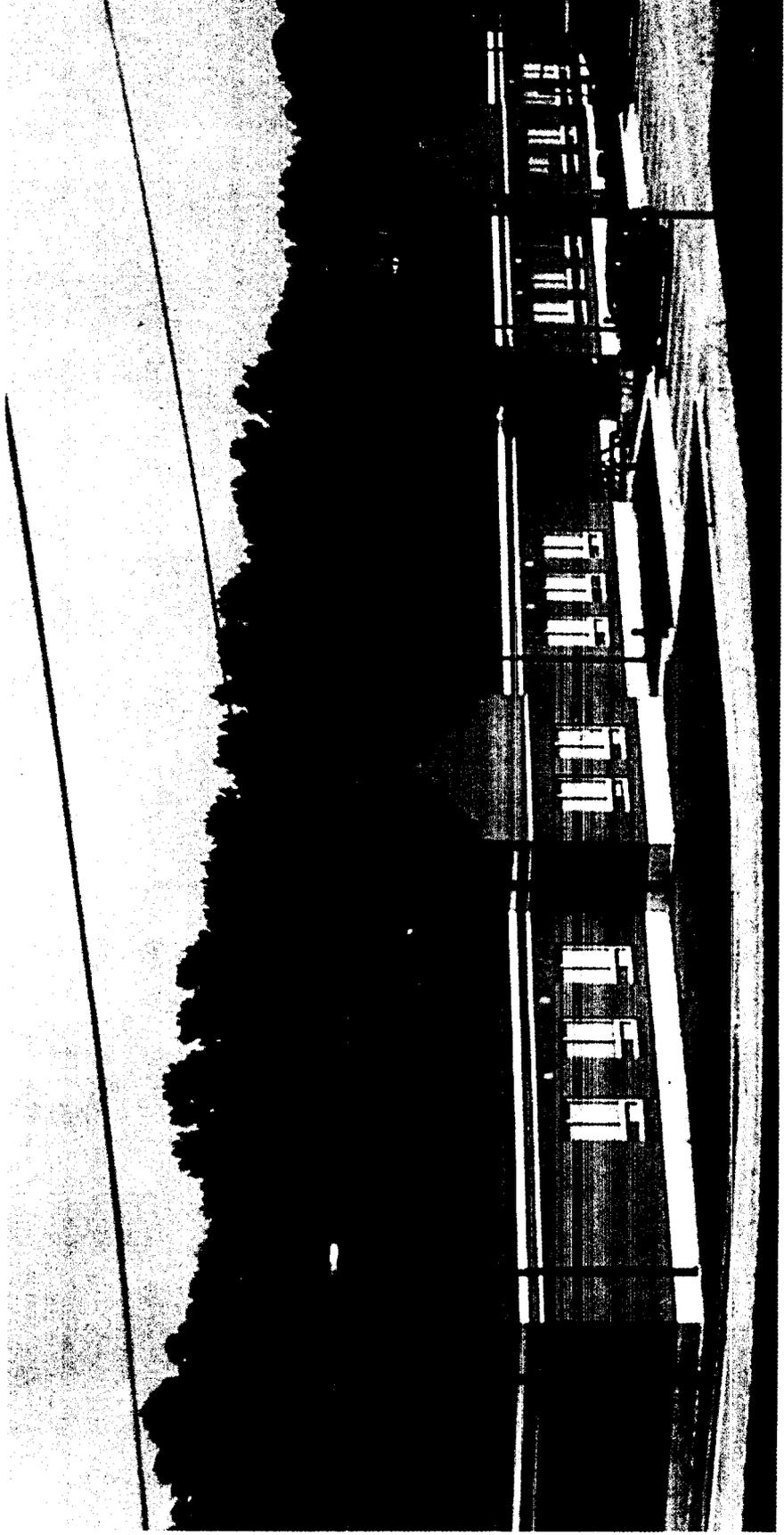




3RD MEDICAL COMMAND

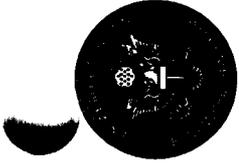


121 A/C
22 CIV



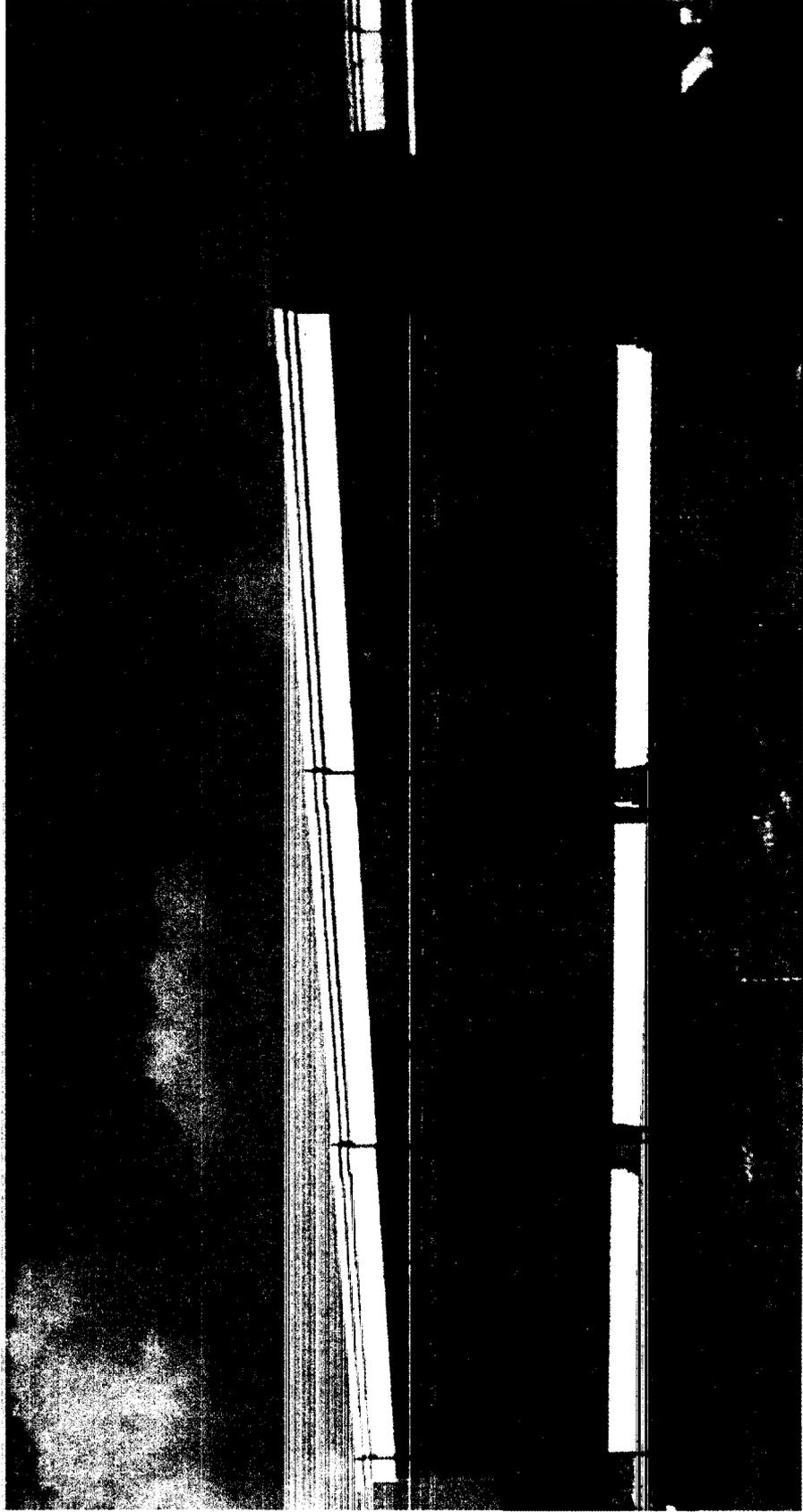


ARMY RESERVE MILITARY INTELLIGENCE READINESS CENTER



18,500 SF

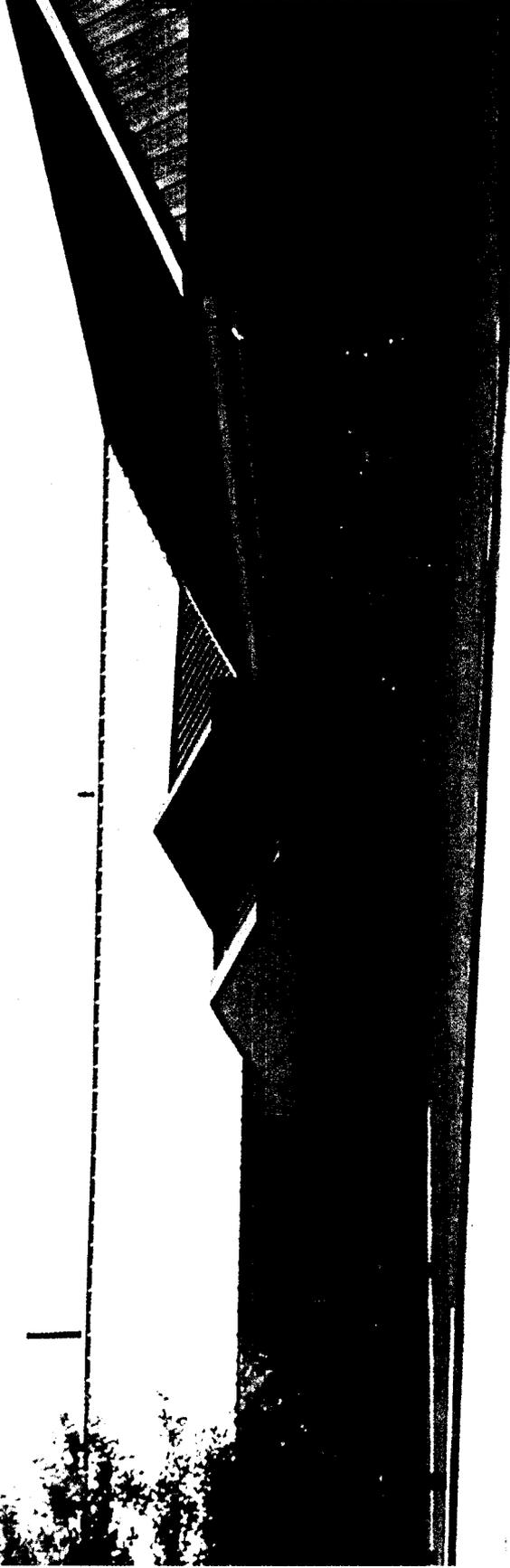
20 MIL
1 CIV





MILITARY ENTRANCE PROCESSING STATION

26600 SF
24 MIL
22 CIV





FOREST PARK RESERVE CENTER

Fort Gillem

□ **Scope:** Provides 1600 person, two story unit training building; unit storage; medical warehouse; and vehicle maintenance

133,181 SF

□ **Cost:**

– Training building and medical warehouse funded at \$22M in Military Construction Army Reserve (MCAR) FY00

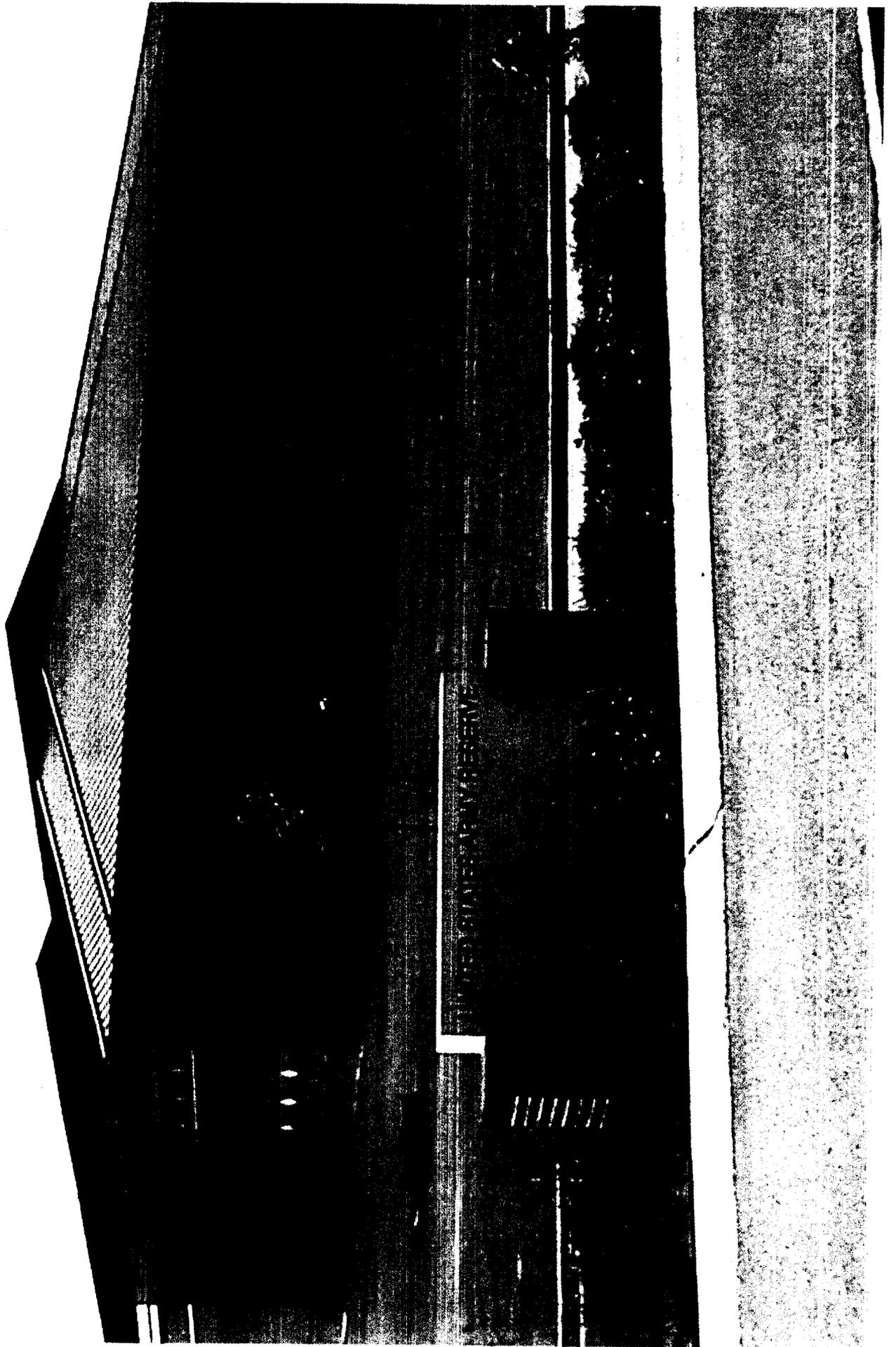
– Remaining building funded at \$7.7M in Military Construction Army Reserve FY04

□ **Timeline:**

– Reserve Center Complete and occupied

– Storage and maintenance buildings under construction (81% Complete)





**RESERVE CENTER, PHASE II
UNIT STORAGE BUILDING**

104-100-1000

**RESERVE CENTER, PHASE II
OMS/DIRECT SUPPORT PARTS WAREHOUSE**

75,919 SF



DOD JUSTIFICATION SLIDE – ON

THANK YOU MR DINSICK

MR CHAIRMAN AND COMMISSIONERS -- THIS SLIDE SHOWS THE SECRETARY OF DEFENSE'S JUSTIFICATION FOR THE CLOSURE OF FT. GILLEM.

THE ARMY RANKS FORT GILLEM 52ND AMONG THE ARMY'S 97 INSTALLATIONS.

ALL UNITS ARE RELOCATED TO INSTALLATIONS WITH HIGHER MILITARY VALUE, -- WITH THE EXCEPTION OF THE 1ST ARMY HEADQUARTERS MOVE TO ROCK ISLAND ARSENAL WITH A MILITARY VALUE RANKING OF 53. THE ARMY IS CONVERTING 1ST ARMY TO THE SINGLE HEADQUARTERS FOR OVERSIGHT OF RESERVE AND NATIONAL GUARD MOBILIZATION AND DEMOBILIZATION AND DECIDED TO RELOCATE 1ST ARMY TO A CENTRAL LOCATION IN THE UNITED STATES.

DOD'S COBRA ANALYSIS SHOWS A SUBSTANTIAL SAVINGS AND A ONE YEAR PAYBACK PERIOD.

ALSO SHOWN ARE THE NUMBER OF PERSONNEL THAT ARE RELOCATING.
NOT SHOWN ARE 311 POSITIONS THAT WILL REMAIN IN AN ENCLAVE WITH
SIX ADDITIONAL MILITARY POSITIONS MOVING TO THE ENCLAVE FROM
NAVAL AIR STATION ATLANTA.

DOD'S FISCAL YEAR 2003 COST TO COMPLETE ESTIMATE OF
ENVIRONMENTAL CLEANUP WAS \$18.0 MILLION.

DOD JUSTIFICATION SLIDE -OFF

DOD ISSUES SLIDE - ON

THE COMMUNITY TESTIFIED THAT THE RELOCATIONS DISPERSES AND
DESTROYS COMMAND AND CONTROL SYNERGY WITH RESERVE
COMPONENTS AND HOMELAND DEFENSE ORGANIZATIONS. DOD
BELIEVES THAT THESE MOVES ARE PART OF THE ARMY'S
TRANSFORMATION TO SUPPORT HOME STATION MOBILIZATION AND
DEMOBILIZATION SO THAT IT CAN IMPLEMENT IT'S TRAIN/ALERT/DEPLOY
MODEL.

A 2003 STUDY BY THE GOVERNMENT ACCOUNTABILITY OFFICE OF PRIOR
BRAC ENCLAVES FOUND THAT DOD NEEDED TO PROVIDE FUTURE BRAC
COMMISSIONS WITH A BETTER DEFINITION OF ENCLAVES. WHILE DOD
AGREED WITH THE FINDING,-- THEY FAILED TO PROVIDE THE DEFINITION.

THE COMMUNITY IS CONCERNED THAT MULTIPLE ENCLAVES WILL BE ESTABLISHED --FRAGMENTING THE PROPERTY -- MAKING REUSE AND SECURITY DIFFICULT. DOD'S PLAN IS TO DEFER ENCLAVE DEFINITION TO BRAC IMPLEMENTATION.

THE COMMUNITY IS ALSO CONCERNED ABOUT ENVIRONMENTAL CLEANUP. FORT GILLEM'S EARLY HISTORY AS AN INDUSTRIAL INSTALLATION WILL MAKE CLEANUP BEYOND INDUSTRIAL STANDARDS DIFFICULT TO ACHIEVE. DOD'S CURRENT ESTIMATE OF \$18M RESTORES THE PROPERTY TO AN INDUSTRIAL STANDARD.

IN SUMMARY, THE STAFF DETERMINED THE SECRETARY OF DEFENSE DEVIATED FROM SELECTION CRITERION 7.

MR. CHAIRMAN THAT CONCLUDES MY STATEMENT -- I AM PREPARED TO RESPOND TO ANY QUESTIONS THAT YOU MAY HAVE.

GAO
 Accountability • Integrity • Reliability
Highlights

Highlights of GAO-03-723, a report to the Secretary of Defense

MILITARY BASE CLOSURES

Better Planning Needed for Future Reserve Enclaves

Why GAO Did This Study

While four previous base closure rounds have afforded the Department of Defense (DOD) the opportunity to divest itself of unneeded property, it has, at the same time, retained more than 350,000 acres and nearly 20 million square feet of facilities on enclaves at closed or realigned bases for use by the reserve components. In view of the upcoming 2005 base closure round, GAO undertook this review to ascertain if opportunities exist to improve the decision-making processes used to establish reserve enclaves. Specifically, GAO determined to what extent (1) specific infrastructure needs for reserve enclaves were identified as part of base realignment and closure decision making and (2) estimated costs to operate and maintain enclaves were considered in deriving net estimated savings for realigning or closing bases.

What GAO Recommends

As part of the new base realignment and closure round scheduled for 2005, GAO is recommending that the Secretary of Defense provide the Defense Base Closure and Realignment Commission with data that clearly specify the (1) infrastructure needed for any proposed reserve enclaves and (2) estimated costs to operate and maintain such enclaves.

In commenting on a draft of this report, DOD agreed with the recommendations.

www.gao.gov/cgi-bin/gettrpt?GAO-03-723.

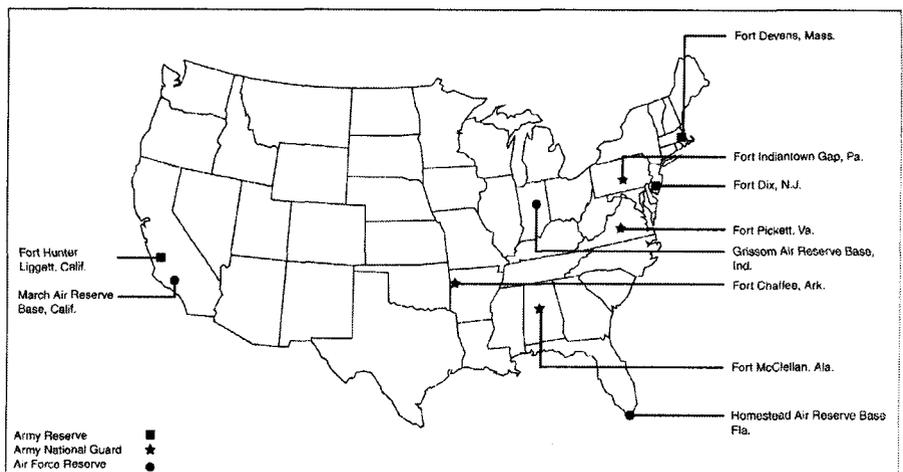
To view the full product, including the scope and methodology, click on the link above. For more information, contact Barry Holman at (202) 512-8412 or holmanb@gao.gov.

What GAO Found

The specific infrastructure needed for many DOD reserve enclaves created under the previous base realignment and closure process was generally not identified until after a defense base closure commission had rendered its recommendations. While the Army generally decided it wanted much of the available training land for its enclaves before the time of the commission's decision making during the 1995 closure round, time constraints precluded the Army from fully identifying specific training acreages and facilities until later. Subsequently, in some instances the Army created enclaves that were nearly as large as the bases that were being closed. In contrast, the infrastructure needed for Air Force reserve enclaves was more defined during the decision-making process. Moreover, DOD's enclave-planning processes generally did not include a cross-service analysis of military activities that may have benefited by their inclusion in a nearby enclave.

The Army did not include estimated costs to operate and maintain its reserve enclaves in deriving net estimated base realignment or closure savings during the decision-making process, but the Air Force apparently did so in forming its enclaves. GAO's analysis showed that the Army overestimated savings and underestimated the time required to recoup initial investment costs to either realign or close those bases with proposed enclaves. However, these original cost omissions have not materially affected DOD's recent estimate of \$6.6 billion in annual recurring savings from the previous closure rounds because the Army subsequently updated its estimates in its budget submissions to reflect expected enclave costs.

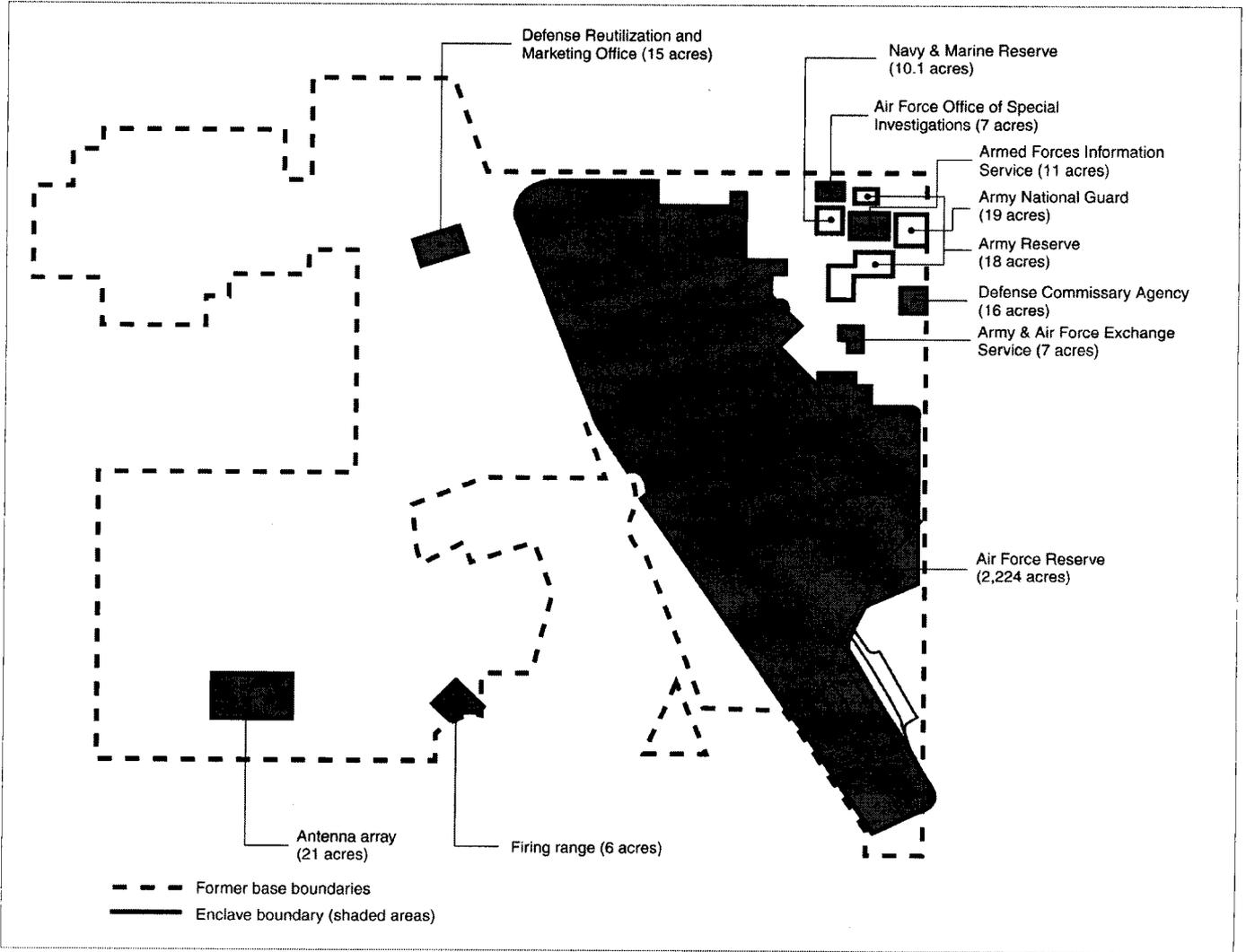
Major Reserve Component Enclaves Created under Previous BRAC Rounds



Source: DOD.

On the other hand, the relocation of some activities to the former base, or those remaining on the former property outside the confines of the enclave, has resulted in a less-than-ideal situation for both the department and the communities surrounding the former base. For example, at the former March Air Force Base in California, other service activities from the Army Reserve, Army National Guard, Navy Reserve and Marine Corps Reserve reside outside the enclave boundaries in a non-contiguous arrangement. This situation, combined with the enclave itself and other enclave "islands" established on the former base, has resulted in a "checkerboard" effect, as shown in figure 2, of various military-occupied property interspersed with community property on the former base.

Figure 2: Property Layout of the Former March Air Force Base



Source: U.S. Air Force.

Note: Army, Navy, and Marine Corps Reserve properties are owned by DOD but are not a part of the enclave.

Further, some of the activities located outside the enclave boundaries have incurred expenses to erect security fences, as shown in figure 3, for force protection purposes. These fences are in addition to the fence that surrounds the main enclave area.

Figure 3: Navy Compound at March Air Reserve Base



Source: GAO.

Local redevelopment authority officials told us that a combination of factors (including the dispersion of military property on the former base along with the separate unsightly security fences) has made it very difficult to market the remaining property.

In its April 16, 2003, policy guidance memorandum for the 2005 BRAC round, DOD recognizes the benefits of the joint use of facilities. The memorandum instructs the services to evaluate opportunities to consolidate or relocate active and reserve components on any enclave of realigning and closing bases where such relocations make operational and economic sense. If the services adhere to this guidance in the upcoming round, we believe it will not only benefit DOD but also will mitigate any

potential adverse effects, such as the checkerboard base layout at the former March Air Force Base, on community redevelopment efforts.

Many Initial Base Savings Estimates Did Not Account for Projected Enclave Costs

The estimated costs to operate and maintain the infrastructure for many of the Army enclaves were not considered in calculating savings estimates for bases with proposed enclaves during the decision-making process. As a result, estimated realignment or closure costs and payback periods were understated and estimated savings were overstated for those specific bases. The Army subsequently updated its savings estimates in its succeeding annual budget submissions to reflect estimated costs to operate and maintain many of its enclaves. On the other hand, Air Force officials told us that its estimated base closure savings were partially offset by expected enclave costs, but documentation was insufficient to demonstrate this statement. Because estimated costs and savings are an important consideration in the closure and realignment decision-making process and may impact specific commission recommendations, it is important that estimates provided to the commission be as complete and accurate as possible for its deliberations.

Army Enclave Costs Were Not Generally Considered in BRAC Decision-Making Process

During the 1995 BRAC decision-making process, estimated savings for most 1995-round bases where Army enclaves were established did not reflect estimated costs to operate and maintain the enclaves. The Army Audit Agency reported in 1997²² that about \$28 million in estimated annual costs to operate and maintain four major Army enclaves,²³ as shown in table 2, were not considered in the bases' estimated savings calculations.

²² See U.S. Army Audit Agency, *Base Realignment and Closure: 1995*.

²³ The remaining two 1995 major enclaves—Fort Dix and Fort Hunter Liggett—were not reviewed by the Army Audit Agency. An Army BRAC official told us that enclave costs were considered in deriving net savings estimates for Fort Dix but not for Fort Hunter Liggett. Supporting documentation was unavailable to verify this statement.

Because of the passage of time and the lack of supporting documentation, we were unable to document whether the Air Force had considered enclave costs in deriving its savings estimates for the former air bases we visited at Grissom in Indiana (a 1991 round action), March in California (a 1993 round action), and Rickenbacker in Ohio (a 1991 round action). Air Force Reserve Command officials, however, told us that estimated costs to operate and maintain their enclaves were considered in calculating savings estimates for these base actions. Officials at the bases we visited were unaware of the cost and savings estimates that were established for their bases during the BRAC decision-making process.

Conclusions

With an upcoming round of base realignments and closures approaching in 2005, it is important that the new Defense Base Closure and Realignment Commission have information that is as complete and accurate as possible on DOD-proposed realignment and closure actions in order to make informed judgments during its deliberations. Previous round actions indicate that, in several cases, a commission lacked key information (e.g., about the projected needs of an enclave infrastructure and estimated costs to operate and maintain an enclave) because DOD had not fully identified specific infrastructure needs until after the commission had issued its recommendations. Without the benefit of more complete data during the deliberative process, the commission subsequently issued recommendation language that permitted the Army to form reserve enclaves that are considerably larger than one might expect based on the commission's language concerning minimum essential land and facilities for reserve component use. In addition, because DOD did not adequately consider cross-service requirements of various military activities located in the vicinity of its proposed enclaves and did not include them in the enclaves, it may have lost the opportunity to achieve several benefits to obtain savings, enhance training and readiness, and increase force protection for these activities. DOD has recently issued policy guidance as part of the 2005 closure round that, if implemented, should address cross-service requirements and the potential to relocate activities on future enclaves where relocation makes operational and economic sense.

Recommendations for Executive Action

As part of the new base realignment and closure round scheduled for 2005, we recommend that you establish provisions to ensure that data provided to the Defense Base Closure and Realignment Commission clearly specify the (1) infrastructure (e.g., acreage and total square footage of facilities) needed for any proposed reserve enclaves and (2) estimated costs to operate and maintain such enclaves.

As you know, 31 U.S.C. 720 requires the head of a federal agency to submit a written statement of the actions taken on our recommendations to the Senate Committee on Government Affairs and the House Committee on Government Reform not later than 60 days after the date of this report. A written statement must also be sent to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of this report.

Agency Comments

In commenting on a draft of this report, the Assistant Secretary of Defense for Reserve Affairs concurred with our recommendations. The department's response indicated that it would work to resolve the issues addressed in our report, recognizing the need for improved planning for reserve enclaves as part of BRAC decision making and include improvements in selecting facilities to be retained, identifying costs of operation, and assessing impacts on BRAC costs and savings. DOD's comments are included in appendix III of this report.

Scope and Methodology

We prepared this report under our basic legislative responsibilities as authorized by 31 U.S.C. § 717. We performed our work at, and met with officials from, the Office of the Assistant Secretary of Defense for Reserve Affairs, the Army National Guard, the Air National Guard, the headquarters of the Army Reserve Command and Air Force Reserve Command, and Army and Air Force BRAC offices. We also visited and met with officials from several reserve component enclave locations, including the Army's Fort Pickett, Virginia; Fort Indiantown Gap, Pennsylvania; Fort Chaffee, Arkansas; Fort McClellan, Alabama; and Fort Hunter Liggett, California; as well as the Air Force's March Air Reserve Base, California; Grissom Air Reserve Base, Indiana; and Rickenbacker Air National Guard Base, Ohio. We also contacted select officials who had participated in the 1995 BRAC round decision-making process to discuss their views on establishing enclaves on closed or realigned bases. Our efforts regarding previous-round enclave planning were hindered by the passage of time, the lack of selected critical planning documentation, and the general unavailability of key officials who had participated in the process.

To determine whether enclave infrastructure needs had been identified prior to BRAC Commission decision making, we first identified the scope of reserve enclaves by examining BRAC Commission reports from the four previous rounds and DOD data regarding those enclave locations. To the extent possible, we reviewed available documentation and compared process development timelines with the various commission reporting

DOD JUSTIFICATION SLIDE – ON

THANK YOU MR. DINSICK

MR CHAIRMAN AND COMMISSIONERS -- THIS SLIDE SHOWS THE SECRETARY OF DEFENSE'S JUSTIFICATION FOR THE CLOSURE OF FT. GILLEM.

DEFENSE HAS DETERMINED THAT THE INSTALLATION IS ONLY SUITABLE FOR ADMINISTRATIVE MISSIONS. THEY PROPOSE TO USE EXCESS CAPACITIES AT OTHER INSTALLATIONS THAT CAN ACCOMPLISH ADDITIONAL MISSIONS. THE ARMY RANKS FORT GILLEM 52ND AMONG THE ARMY'S 97 INSTALLATIONS.

THE MOVES ARE ALSO DESIGNED TO INCREASE A UNIT'S TRAINING OPPORTUNITIES WITH OPERATIONAL FORCES.

ALL UNITS ARE RELOCATED TO INSTALLATIONS WITH HIGHER MILITARY VALUE, -- WITH THE EXCEPTION OF THE 1ST ARMY HEADQUARTERS MOVE TO ROCK ISLAND ARSENAL. WITH A MILITARY VALUE RANKING OF 53, THIS MOVE IS JUSTIFIED ON THE BASIS THAT ROCK ISLAND HAS EXCESS ADMINISTRATIVE SPACE SUITABLE FOR THIS UNIT. THE ARMY IS CONVERTING 1ST ARMY TO THE SINGLE HEADQUARTERS FOR OVERSIGHT

OF RESERVE AND NATIONAL GUARD MOBILIZATION AND DEMOBILIZATION. TO SUPPORT THIS CONVERSION THE ARMY DECIDED TO RELOCATE 1ST ARMY TO ROCK ISLAND ARSENAL,-- A CENTRAL LOCATION IN THE UNITED STATES.

ON THE SLIDE YOU CAN SEE A SUMMARY OF DOD'S COBRA ANALYSIS. IT SHOWS A SUBSTANTIAL SAVINGS AND A ONE YEAR PAYBACK PERIOD.

ALSO SHOWN ON THE SLIDE IS THE NUMBER OF PERSONNEL THAT ARE RELOCATING. NOT SHOWN ARE 311 POSITIONS THAT WILL REMAIN IN AN ENCLAVE WITH SIX ADDITIONAL MILITARY POSITIONS MOVING TO THE ENCLAVE FROM NAVAL AIR STATION ATLANTA.

DOD'S FISCAL YEAR 2003 COST TO COMPLETE ESTIMATE OF ENVIRONMENTAL CLEANUP WAS \$18.0 MILLION.

DOD JUSTIFICATION SLIDE --OFF

DOD ISSUES SLIDE -- ON

THIS SLIDE HIGHLIGHTS THE ISSUES RAISED. CRITERION 1 -- MILITARY VALUE -- THE COMMUNITY TESTIFIED THAT RELOCATION OF THREE MAJOR HEADQUARTERS DISPERSES AND DESTROYS COMMAND AND CONTROL SYNERGY WITH RESERVE COMPONENTS AND HOMELAND

DEFENSE ORGANIZATIONS AT FORT GILLEM. THEY ARGUED THAT DOD DID NOT ADEQUATELY CONSIDER THE ECONOMIC BENEFITS OF ATLANTA'S TRANSPORTION AND COMMUNICATION INFRASTRUCTURE. THE COMMUNITY BELIEVES THAT DOD SUBSTANTIALLY DEVIATED FROM MILITARY VALUE CRITERIA. DOD BELIEVES THAT THESE MOVES ARE PART OF THE ARMY'S TRANSFORMATION TO SUPPORT HOME STATION MOBILIZATION AND DEMOBILIZATION SO THAT IT CAN IMPLEMENT IT'S TRAIN/ALERT/DEPLOY MODEL.

CRITERION 7 -- INFRASTRUCTURE -- A 2003 STUDY BY THE GOVERNMENT ACCOUNTABILITY OFFICE OF PRIOR BRAC ENCLAVES FOUND THAT DOD NEEDED TO PROVIDE FUTURE BRAC COMMISSIONS WITH A BETTER DEFINITION OF ENCLAVES. WHILE DOD AGREED WITH THE FINDING,-- THEY FAILED TO PROVIDE THE DEFINITION. THE COMMUNITY IS CONCERNED THAT MULTIPLE ENCLAVES WILL BE ESTABLISHED -- FRAGMENTING THE PROPERTY -- MAKING REUSE AND SECURITY DIFFICULT. DOD'S PLAN IS TO DEFER ENCLAVE DEFINITION TO BRAC IMPLEMENTATION.

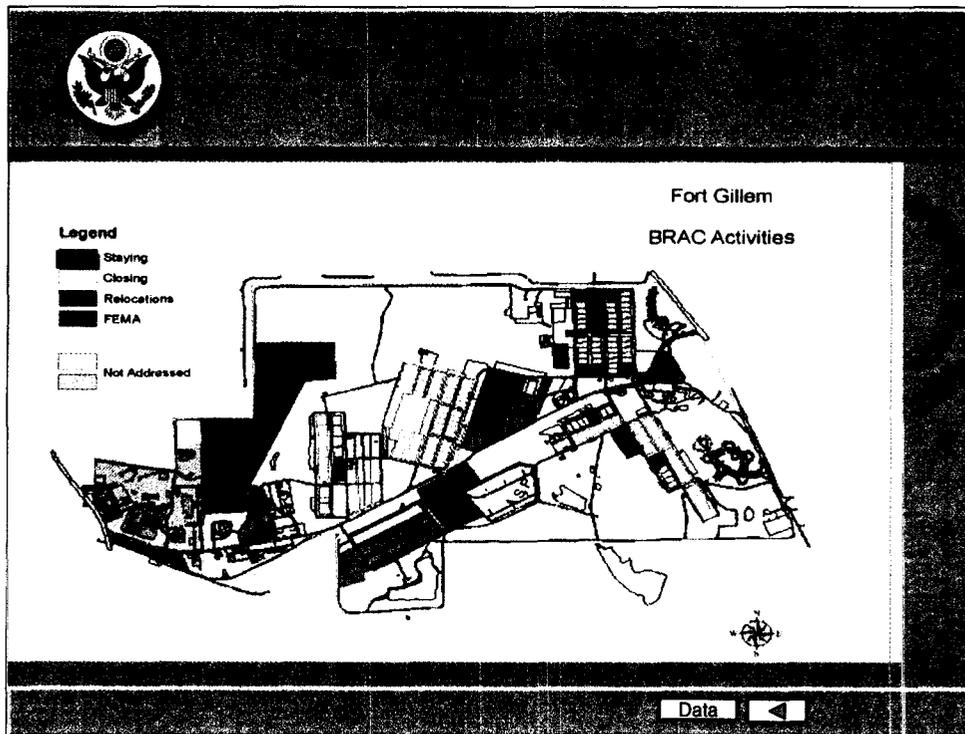
CRITERION 8 -- ENVIRONMENT -- FORT GILLEM'S EARLY HISTORY AS AN INDUSTRIAL INSTALLATION WILL MAKE CLEANUP BEYOND INDUSTRIAL STANDARDS DIFFICULT TO ACHIEVE. -- WHILE THE ARMY HAS MADE

SIGNIFICANT PROGRESS IN REMEDIATING THIS PROPERTY, -- THEY
ACKNOWLEDGE THAT AN ADDITIONAL \$18M WILL BE REQUIRED TO
RESTORE THE PROPERTY TO INDUSTRIAL STANDARDS.

IT IS THE STAFF'S ASSESSMENT -- THAT ESTABLISHMENT OF A CONTIGIOUS
ENCLAVE AND COMPLETION OF CLEANUP TO INDUSTRIAL STANDARDS, --
WILL ALLOW THE COMMUNITY TO REUSE FORT GILLEM'S EXTENSIVE
WAREHOUSE FACILITIES WITHOUT MILITARY SECURITY
ENCUMBERANCES. THE POTENTIAL VALUE OF THE FORT GILLEM
PROPERTY SHOULD PROMOTE CREATIVE SOLUTIONS TO CLEANUP AND
GENERATE SIGNIFICANT REUSE AND JOBS.

IN SUMMARY, THE STAFF DETERMINED THE SECRETARY OF DEFENSE
DEVIATED FROM SELECTION CRITERION 7.

MR. CHAIRMAN THAT CONCLUDES MY STATEMENT -- I AM PREPARED TO
RESPOND TO ANY QUESTIONS THAT YOU MAY HAVE.



THE DOD RECOMMENDATION ONLY IDENTIFIES THE ENCLAVE BY THE UNITS THAT WILL OCCUPY THE ENCLAVE. THEY LEAVE DEFINITION OF THE ENCLAVE TO BRAC IMPLEMENTATION

HIGHLIGHTED IN GREEN ON THIS MAP OF FORT GILLEM ARE THE CURRENT LOCATIONS OF THE UNITS THAT ARE STAYING AT FORT GILLEM

WHILE THE UNITS ARE MOSTLY LOCATED IN THE LARGE GREEN AREA AT THE WESTERN END OF THE INSTALLATION OTHER SMALLER GREEN AREAS ARE HIGHLIGHTED IN THE WAREHOUSE AREA OF THE INSTALLATION.

THE COMMUNITY IS CONCERNED THAT THESE AREAS COULD BE ENCLAVED IN PLACE DURING BRAC IMPLEMENTATION. THIS COULD RESULT IN MILITARY SECURITY RESTRICTIONS MAKING REUSE MORE DIFFICULT

THIS IS ONE OF THE PROBLEMS THAT GAO FOUND IN ITS 2003 REVIEW OF BRAC ENCLAVES.