



DEPARTMENT OF THE NAVY

MARINE CORPS LOGISTICS BASE, BARSTOW, CA

RECOMMENDATION # 57 (DoN 6)

ONE-TIME COST:	\$26.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$18.4M)
20-YEAR NET PRESENT VALUE:	(\$230.6M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Realign Marine Corps Logistics Base Barstow, CA. Disestablish the depot maintenance of Aircraft Other Components, Aircraft Rotary, and Strategic Missiles. Consolidate depot maintenance of Engines/Transmissions, Other Components, and Small Arms/Personal Weapons at Anniston Army Depot, AL. Consolidate the depot maintenance of Conventional Weapons, Engines/Transmissions, Material Handling, Powertrain Components, Starters/Alternators/Generators, Test Measurement Diagnostic Equipment, and Wire at Marine Corps Logistics Base Albany, GA. Consolidate depot maintenance of Electronic Components (Non-Airborne), Electro-Optics/Night Vision/Forward-Looking-Infrared, Generators, Ground Support Equipment, Radar, and Radio at Tobyhanna Army Depot, PA. Consolidate depot maintenance of Tactical Missiles at Letterkenny Army Depot, PA. Realign Fleet Support Division Maintenance Center Barstow and Marine Corps Logistics Base Barstow operations to increase efficiencies and reduce infrastructure.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation follows the strategy of minimizing sites using maximum capacity of 1.5 shifts while maintaining a West Coast depot maintenance presence at Marine Corps Logistics Base Barstow to provide West Coast operating forces with a close, responsive source for depot maintenance support. Required capacity to support workloads and core requirements for the DoD is relocated to other DoD Centers of Industrial and Technical Excellence, thereby increasing the military value of depot maintenance performed at these sites. This recommendation decreases the cost of depot maintenance operations across DoD through consolidation and elimination of 30 percent of duplicate overhead structures required to operate multiple depot maintenance activities. This recommendation supports transformation of DoD's depot maintenance operations by increasing the utilization of existing capacity by up to 150 percent while maintaining capability to support future force structure. This recommendation also results in utilization of DoD capacity to facilitate performance of interservice workload. In addition, based on present and future wartime surge projections, Marine Corps Logistics Center Barstow will establish an additional 428,000 hours of amphibious vehicle capacity.

This recommendation, along with other recommendations affecting supply and storage functions, optimizes the depot maintenance operations at Marine Corps Logistics Base Barstow.

COMMUNITY CONCERNS

The Barstow community argued DoD's recommendation concerning ground depot maintenance performed at Marine Corps Logistics Base Barstow substantially deviated from BRAC selection criteria 1, 3 and 6, as well as from the Force Structure Plan. They claimed Marine Corps and Army models of ground combat maintenance are fundamentally and qualitatively different, and these differences significantly affect combat-readiness and combat-effectiveness. The community said DoD erred by leaving cycle time (turnaround time) out of the computation of military value, incorrectly based comparisons on a commodity-to-commodity rather than depot-to-depot basis, and that adopting the Army model of depot maintenance for Marine Corps equipment would greatly increase cycle times. The community stated the Marine Corps, not the Army, is America's "9-1-1 Emergency Response Force" and that the recommendation, if adopted, would violate the National Military Strategy and the 20-Year Force Structure Plan. Barstow representatives also claimed DoD sought savings at

the expense of readiness. The community asserted DoD substantially deviated from Criteria 6 in assessing local economic impact, estimating the impact at 8 percent of Barstow's labor force rather than the one-tenth of one percent estimated by DoD.

Lastly, Barstow advocates opposed the idea of closing two Marine Corps depots and transferring the workload to Red River Army Depot, TX, as an alternative to the DoD recommendation to close Red River Army Depot. The combined workload from two Marine Corps depots would not make a significant difference in Red River's capacity utilization rate, and Army depots do not have the facilities, equipment or workforce to handle the Marines' unique amphibious vehicle requirements.

COMMISSION FINDINGS

The Commission agreed with the Secretary of Defense that the proposed realignment of Marine Corps Logistics Base Barstow, CA will decrease the cost of depot maintenance operations across DoD while increasing the military value to the Warfighter. The community's contentions that cycle times would be degraded, and the quality of work would suffer, were not supported by the Commission's review and analysis. The realignment recommendation will leave in place sufficient depot surge capacity while generating cost savings.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVAL SUPPORT ACTIVITY CORONA, CA

RECOMMENDATION # 58 (DON 7)

ONE-TIME COST:	N/A
ANNUAL RECURRING COSTS/(SAVINGS):	N/A
20-YEAR NET PRESENT VALUE:	N/A
PAYBACK PERIOD:	N/A

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Support Activity Corona, CA. Relocate Naval Surface Warfare Center Division Corona, CA, to Naval Base Ventura County (Naval Air Station Point Mugu), CA.

SECRETARY OF DEFENSE JUSTIFICATION

The Naval Surface Warfare Center Division Corona performs three required missions for Department of the Navy (Independent Assessment Capability, Metrology and Calibration Laboratories, and Tactical Aircrew Combat Training System Ranges). It was analyzed under 11 Research, Development & Acquisition, and Test & Evaluation functions (Air Platforms Development & Acquisition; Air Platforms Test & Evaluation; Ground Vehicles Test and Evaluation; Information Systems Technology Development & Acquisition; Information Systems Technology Test & Evaluation; Sea Vehicles Development & Acquisition; Sea Vehicles Test & Evaluation; Sensors, Electronics, and Electronic Warfare Development & Acquisition; Sensors, Electronics, and Electronic Warfare Test & Evaluation; Weapons Technology Development & Acquisition; and Weapons Technology Test & Evaluation). In each functional area, Naval Surface Warfare Center Division Corona's quantitative military value scores fell in the bottom half of facilities performing the same function and thus were reviewed for relocation and/or consolidation with like functions. The Department of the Navy determined it would lose a critical capability if the 11 functions were relocated to a variety of locations, since this would fracture the full-spectrum warfare center and independent assessment capability. Considering the overall military value and the fact that Naval Support Activity Corona was a single function facility, the Department reviewed the possibility of relocating the Naval Surface Warfare Center functions to a multi-functional location with the capability to host these functions. Relocation of Naval Surface Warfare Center Division Corona to Naval Air Station Point Mugu collocates it with other Research, Development & Acquisition, and Test & Evaluation activities and with fleet assets at Naval Air Station Point Mugu. This consolidation of space will provide a more efficient organization with greater synergies and increased effectiveness.

Relocation of Naval Surface Warfare Center Division Corona Research, Development & Acquisition, and Test & Evaluation functions to Naval Air Station Point Mugu removes the primary mission from Naval Support Activity Corona and eliminates or moves the entirety of the workforce at Naval Support Activity Corona except for those personnel associated with the base operations support function. As a result, retention of Naval Support Activity Corona is no longer necessary.

COMMUNITY CONCERNS

Community advocates focused on three primary issues. First, DoD's proposal would result in a brain drain, with fewer than 20 percent of existing employees likely to move. As evidence, they cited: (a) the large percentage of retirement eligible employees, (b) recent hiring almost exclusively from nearby universities, (c) Ventura County housing costs, twice those near Norco/Corona, and (d) projected three-to-six fold increases in Naval Base Ventura County area property taxes. Second, NSA's mission critical independence would be threatened by status as a tenant or subordinate command. Third, the community believes DoD's proposal will cost significantly more than projected, making an already thin net present value of savings (\$360,000 after 20 years and one-time costs of \$80.2 million) even less worthwhile. Last, DoD's figures do not include the cost of training about 650 new employees at a cost in excess of \$70K per employee.

COMMISSION FINDINGS

The Commission carefully considered all of the concerns voiced by the community, as well as the justification provided by the Secretary of Defense. The Commission's analysis found that from a cost perspective, the proposed move was not advisable because even if the DoD estimates were correct, the \$360,000 in anticipated savings over a 20-year period were minuscule in comparison to the plan's likely risks and implementation challenges. Furthermore, the Commission shared community concerns regarding the likelihood that a large percentage of the employees were unlikely to make the proposed move, creating program-related disruptions and increasing cost. Finally, the Commission found substantial issues regarding the feasibility of constructing the needed specialized facilities, including the fact that a major and respected contractor estimate for construction of two key buildings was \$40 million more than DoD's military construction projections.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1 and 4, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary.

NAVAL WEAPONS STATION SEAL BEACH DETACHMENT, CONCORD, CA

RECOMMENDATION # 59 (DON 9)

ONE-TIME COST:	\$14.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$16.4M)
20-YEAR NET PRESENT VALUE:	(\$199.7M)
PAYBACK PERIOD:	1 YEAR

SECRETARY OF DEFENSE RECOMMENDATION

Close the Inland area of Naval Weapons Station Seal Beach Detachment, Concord, CA, except retain such property and facilities as are necessary to support operations in the Tidal area of Naval Weapons Station Seal Beach Detachment Concord. The Tidal area of Naval Weapons Station Seal Beach Detachment Concord, along with the retained portion of the Inland area, shall be transferred to the Army.

SECRETARY OF DEFENSE JUSTIFICATION

While Department of the Navy weapons stations have no excess capacity for loading and distribution of munitions, there is an excess of munitions storage capacity. Because of the departure of Fleet units from the San Francisco area in the 1990s, Naval Weapons Station Seal Beach Detachment Concord's Inland magazine field has been in a reduced operating status since 1999. At that time, the Inland area was retained in an effort to minimize risk should a future need develop to expand

storage capacity. The Explosive Safety Quantity Distance arcs in the Inland area were available to allow safe, temporary holding of railcars with munitions destined for loading by the Army-managed Marine Ocean Terminal Concord (at the Tidal area) during high-tempo operations. After consultation with Combatant Commanders, the Army Material Command and the Army component of the US Transportation Command, the Department of the Navy has concluded this capability is no longer necessary. The Inland area is excess to Department of the Navy/DoD needs and is severable. The closure of the Inland area, therefore, will save money and have no impact on mission capability.

The City of Concord requested closure of both the Inland and Tidal portions of Naval Weapons Station Seal Beach Detachment Concord. Munitions loading requirements preclude closing the Tidal area, but the Inland area is excess and may be closed. Because Tidal area operations are in support of the Army component of the US Transportation Command, transfer of the property to the Army aligns the property holder with the property user.

COMMUNITY CONCERNS

The local community indicated to the Commission that they supported the closure of the Inland Portion of the Naval Weapons Station as the Navy phased out its activities there and strongly supported DoD's recommendation. They noted that the land in question has been unused since 1999, and activity was phased down over the years leading up to the 1999 deactivation. The city has already drawn up redevelopment plans and believes the parcel offers an unparalleled opportunity for smart growth and transit-oriented development in central Contra Costa County that could create up to 13,000 housing units and 9,000 jobs.

COMMISSION FINDINGS

The Commission found the Navy no longer had any use for most of the Inland portion of the base, that the community expressed a desire to have the base realigned and the Inland portion closed, that no jobs would be lost, and that the Tidal portion of the base would be turned over to the Army for its continued use. Therefore, the Commission had no reason to disagree with the recommendation of the Secretary of Defense. The Commission noted, however, that the estimated savings appeared to be significantly overstated.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

SUBMARINE BASE NEW LONDON, CT

RECOMMENDATION # 60 (DON 10)

ONE-TIME COST:	\$5.5M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$4.4M)
20-YEAR NET PRESENT VALUE:	(\$55.5M)
PAYBACK PERIOD:	1 YEAR

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Submarine Base New London, CT. Relocate its assigned submarines, Auxiliary Repair Dock 4 (ARDM-4), and Nuclear Research Submarine 1 (NR-1) along with their dedicated personnel, equipment and support to Submarine Base Kings Bay, GA, and Naval Station Norfolk, VA. Relocate the intermediate submarine repair function to Shore Intermediate Repair Activity Norfolk, at Naval Shipyard Norfolk, VA, and Trident Refit Facility Kings Bay, GA. Relocate the Naval Submarine School and Center for Submarine Learning to Submarine Base Kings Bay, GA. Consolidate the Naval Security Group Activity Groton, CT, with Naval Security Group Activity Norfolk, VA, at Naval Station Norfolk, VA. Consolidate Naval Submarine Medical Research Laboratory Groton, CT, with Naval Medical Research Center at Walter Reed Army Medical Center Forest Glenn Annex, MD. Relocate Naval Undersea Medical Institute Groton, CT, to Naval Air Station Pensacola, FL, and Fort Sam Houston, TX. Consolidate Navy Region Northeast, New London, CT, with Navy Region, Mid-Atlantic, Norfolk, VA.

The existing berthing capacity at surface/subsurface installations exceeds the capacity required to support the Force Structure Plan. The closure of Submarine Base New London materially contributes to the maximum reduction of excess capacity while increasing the average military value of the remaining bases in this functional area. Sufficient capacity and fleet dispersal is maintained with the East Coast submarine fleet homeports of Naval Station Norfolk and Submarine Base Kings Bay, without affecting operational capability. The intermediate submarine repair function is relocated to Shore Intermediate Maintenance Activity Norfolk at Norfolk Naval Shipyard, and the Trident Refit Facility Kings Bay, GA, in support of the relocating submarines. Consolidating the Naval Submarine Medical Research Laboratory with assets at the Walter Reed Army Medical Center Forest Glen Annex will create a DoD Center of Hyperbaric and Undersea Medicine that will increase synergy by consolidating previously separate animal and human research capabilities at a single location. The consolidation of Navy Region, Northeast with Navy Region, Mid-Atlantic is one element of the Department of the Navy efforts to reduce the number of Installation Management Regions from twelve to eight. Consolidation of the Regions rationalizes regional management structure and allows for opportunities to collocate regional entities to align management concepts and efficiencies.

COMMUNITY CONCERNS

The New London community argued the closure of the Submarine Base would eliminate a critical US military strategic presence. Advocates repeatedly expressed concerns that the closure would sever longstanding synergies with the Submarine School, Submarine Development Squadron 12, Electric Boat Company (which designs, constructs, and maintains nuclear submarines), Naval Undersea Medical Institute and such nearby facilities at Newport, RI, as the Naval Undersea Warfare Center, Surface Warfare Officers School and the Naval War College, as well as loss of nearby college and university centers of undersea research. They argued DoD's closure recommendation deviated from the 20-year Force Structure Plan because it was premised on fewer attack submarines than their understanding of the requirement, and would restrict the future Navy because of insufficient basing capacity. Further, they asserted DoD undervalued New London's military value by not considering tenant commands such as the Submarine School, piers, Submarine Support Facility, and synergy relationships. Advocates claimed closure costs were greatly underestimated due to environmental considerations, personnel relocation and reconstitution of facilities at Norfolk, VA, and Kings Bay, GA. Similarly, savings were overestimated because of unrealistic personnel savings and construction requirements at Norfolk and Kings Bay to accommodate relocations. Last, the community projected a much greater economic impact on the local and extended area because of jobs associated with not only the base, but also those losses attendant with supporting facilities, including Electric Boat.

The Norfolk, VA, community expressed confidence that they and the Naval Station can support all personnel, submarines and equipment.

The Camden County, GA, community supported the closure recommendation, claiming the Navy can adequately support the current 55 Fast Attack Submarines. They claimed a lower force structure number would simply add to excess capacity. They backed DoD's assessment of relative military value for submarine bases. Kings Bay, a multi-use base, would provide synergy opportunities by collocating Fast Attack Submarines with a Fleet Concentration area that provided operating, training and maintenance interchange with Fleet Ballistic Missile Submarines as well as Fleet Surface and Aviation units. They asserted that DoD calculations adequately considered construction costs, environmental considerations and potential savings. Advocates for Kings Bay indicated that with several thousand acres of unencumbered, developable land, there is ample capacity to accommodate relocated personnel, submarines, support and equipment. The community adamantly claimed there would be more than an adequate amount of high quality housing, educational and quality-of-life facilities to support an increased military population since the military presence would still be less than that supported in Camden County ten years ago.

COMMISSION FINDINGS

The Commission found that excess capacity exists in the surface-subsurface category, that significant savings would accrue, and that a solid business case was made for closure of Submarine Base New London. However, the Commission also found that decoupling and displacing long-standing collocation relationships with undersea centers of excellence, the Submarine School and a nearby submarine construction company could adversely affect operational readiness. In addition, the Commission found the argument of overall economic impact compelling. Further, the Commission's analysis found serious doubts about the threat assessment and resultant Force Structure Plan basis for the number of required Fast Attack

Submarines. These factors combined to present an inherently unknowable and therefore unacceptable security risk to national security if the base were to close.

COMMISSION RECOMMENDATIONS

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

Realign Naval Submarine Base New London, Connecticut by consolidating Navy Region Northeast, New London, CT, with Navy Region, Mid-Atlantic, Norfolk, VA.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all other recommendations can be found in Appendix Q.

OFFICER TRAINING COMMAND, PENSACOLA, FL

RECOMMENDATION # 61 (DON 12)

ONE-TIME COST:	\$34.1M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$0.79M)
20-YEAR NET PRESENT VALUE:	(\$7.6M)
PAYBACK PERIOD:	6 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Air Station Pensacola, FL by relocating Officer Training Command Pensacola, FL, to Naval Station Newport, RI, and consolidating with Officer Training Command Newport, RI.

SECRETARY OF DEFENSE JUSTIFICATION

Navy Officer Accession Training is currently conducted at three installations: (1) US Naval Academy Annapolis, MD, hosts Midshipman Training; (2) Naval Station Newport, RI, hosts Naval Academy Preparatory School and Officer Training Command Newport, which includes Officer Indoctrination School and Seaman to Admiral-21 Program courses; and (3) Naval Air Station Pensacola hosts Officer Training Command Pensacola, which includes Navy Officer Candidate School, Limited Duty Officer Course, Chief Warrant Officer Course, and the Direct Commissioning Program. Consolidation of Officer Training Command Pensacola and Officer Training Command Newport will reduce inefficiencies inherent in maintaining two sites for similar training courses through reductions in facilities requirements, personnel requirements (including administrative and instructional staff), and excess capacity. This action also supports the Department of the Navy initiative to create a center for officer training at Naval Station Newport.

COMMUNITY CONCERNS

The Pensacola, FL, community argued that thorough analysis of military value and COBRA data, in combination with clarification of inconsistent and often incorrect data provided by the Navy, proved that OTC Pensacola should remain in place. They claimed that OTC Newport, RI, should have been consolidated at Pensacola. The community presented information contending there were no cost savings from moving OTC Pensacola to OTC Newport.

For example, they claim differing responses to environmental data-call questions to the competing installations resulted in significant and inexplicable differences in military value scores. Also, the Navy's use of June Average on Board (AOB) figures to measure surge capacity distorted the comparison since June was the only month when there were more AOB at OTC Newport. In every other month of the year OTC Pensacola had more AOB than OTC Newport by at least 100 and in one case over 300.

Community advocates claimed OTC Pensacola had more than enough capacity, both classroom and otherwise, to accommodate OTC Newport's workload. In addition, the cost savings for moving OTC Newport to OTC Pensacola would be at least \$13.5 million over twenty years and most likely much higher than that. Even after factoring in a new \$1.14 million

fire and rescue training facility, Basic Allowance for Housing (BAH) savings would reduce to 10 years from “never” the period needed to achieve a positive Return on Investment (ROI) for consolidating OTC Newport at OTC Pensacola.

The community believed the Secretary of Defense deviated substantially from the BRAC Criteria in the areas of capacity analysis, cost of operations, and potential costs and savings as stated above

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. The Commission found that while the realignment was not cost effective, it produced an improvement to military value, and therefore it supported the Department of the Navy’s initiative to create a center for officer training at Naval Station Newport.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary’s recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVAL AIR STATION ATLANTA, GA

RECOMMENDATION # 62 (DON 13)

ONE-TIME COST:	\$40.4M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$33.7M)
20-YEAR NET PRESENT VALUE:	(\$446.0M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Air Station Atlanta, GA. Relocate its aircraft and necessary personnel, equipment and support to Naval Air Station Joint Reserve Base New Orleans, LA; Naval Air Station Joint Reserve Base Fort Worth, TX; and Robins Air Force Base, Robins, GA. Relocate Reserve Intelligence Area 14 to Fort Gillem, Forest Park, GA. Relocate depot maintenance Aircraft Components, Aircraft Engines, Fabrication and Manufacturing, and Support Equipment in support of F/A-18, C-9 and C-12 aircraft to Fleet Readiness Center West Site Fort Worth at Naval Air Station Joint Reserve Base Fort Worth, TX. Relocate intermediate maintenance in support of E-2C aircraft to Fleet Readiness Center Mid-Atlantic Site New Orleans at Naval Air Station Joint Reserve Base New Orleans, LA. Consolidate the Naval Air Reserve Atlanta with Navy Marine Corps Reserve Center Atlanta located at Dobbins Air Reserve Base, Marietta, GA. Retain the Windy Hill Annex.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation reduces excess capacity while maintaining reserve forces in regions with favorable demographics. The aviation assets will be located closer to their theater of operations and/or will result in increased maintenance efficiencies and operational synergies. Relocating Reserve Intelligence Area 14 to Fort Gillem creates synergies with joint intelligence assets while maintaining the demographic base offered by the Atlanta area for this function. The Fleet Readiness Center portion of this recommendation realigns and merges depot and intermediate maintenance activities. It supports both DoD and Navy transformation goals by reducing the number of maintenance levels and streamlining the way maintenance is accomplished with associated significant cost reductions.

COMMUNITY CONCERNS

The community expressed concern that relocating Navy/Marine Corps Reserve squadrons to areas where the presence of qualified and trained personnel resources are uncertain would significantly degrade the military readiness of the combat ready and tested Atlanta area Reserve forces. These forces are presently engaged in the Global War on Terror and actively monitoring and deterring drug trafficking along the southern US coast. They further argued that DoD’s stated savings would not be realized by closing NAS Atlanta, because the remaining infrastructure of hangars, ramps, and administration and support buildings would be absorbed by Dobbins Air Reserve Base, and other Department of Defense and governmental agencies.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. However, the original cost savings were overstated because of incorrect data submitted by Naval Air Station Atlanta. Consequently, the cost data was revised by the Department of Defense and recertified.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY SUPPLY CORPS SCHOOL ATHENS, GA

RECOMMENDATION # 63 (DON 14)

ONE-TIME COST:	\$23.8M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$1.6M)
20-YEAR NET PRESENT VALUE:	\$1.4M
PAYBACK PERIOD:	18 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Close the naval installation at Athens, GA. Relocate the Navy Supply Corps School and the Center for Service Support to Naval Station Newport, RI. Disestablish the Supply Corps Museum.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation closes a single-function installation and relocates its activities to a multi-functional installation with higher military value. Naval Station Newport has a significantly higher military value than Navy Supply Corps School and the capacity to support the Navy Supply Corps School training mission with existing infrastructure, making relocation of Navy Supply Corps School to Naval Station Newport desirable and cost efficient. Relocation of this function supports the Department of the Navy initiative to create a center for officer training at Naval Station Newport.

The Center for Service Support, which establishes curricula for other service support training, is relocated to Naval Station Newport with the Navy Supply Corps School to capitalize on existing resource and personnel efficiencies.

Relocation of the Navy Supply Corps School and Center for Service Support to Naval Station Newport removes the primary mission from the naval installation at Athens and removes or relocates the entirety of the Navy workforce at the naval installation at Athens, except for those personnel associated with base support functions. As a result, retention of the naval installation at Athens is no longer required.

COMMUNITY CONCERNS

The Athens, GA, community argued the base is efficiently run and school officials are dual-hatted as base officials. They contended there is little or no synergy between the school and other prospective tenants at Newport, and the school was particularly vulnerable to the BRAC process because it was assigned a low military value due to its mis-designation as a single-mission base. In sum, the Athens community believes the DoD proposal provides very little if any enhancement of military value, and with less than five percent course overlap between Officer Candidate School students and Navy Supply Corps School students, there are no synergies or efficiencies to be gained. Last, they believed the real adjusted payback will be in more than 100 years, with little or no savings for the first 20 years. Most of the savings are attributable to the questionable practice of counting savings from eliminated military billets without cutting end strength.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. After carefully considering the community concerns and DoD's justifications, the Commission found that while the realignment was not

particularly cost effective, it enhanced military value by contributing to a center for officer training at Naval Station Newport, and the BRAC statute required the Commission to prioritize military value over cost and other non-military considerations.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVAL SUPPORT ACTIVITY NEW ORLEANS, LA

RECOMMENDATION # 64 (DON 15)

ONE-TIME COST:	\$46.2M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$35.3M)
20-YEAR NET PRESENT VALUE:	(\$387.7M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Support Activity New Orleans, LA. Relocate the Navy Reserve Personnel Command and the Enlisted Placement and Management Center to Naval Support Activity Mid-South, Millington, TN, and consolidate with the Navy Personnel Command at Naval Support Activity Mid-South, Millington, TN. Relocate the Naval Reserve Recruiting Command to Naval Support Activity Mid-South, Millington, TN, and consolidate with the Navy Recruiting Command at Naval Support Activity Mid-South, Millington, TN. Relocate the Navy Reserve Command to Naval Support Activity Norfolk, VA, except for the installation management function, which consolidates with Navy Region Southwest, Naval Station San Diego, CA, Navy Region Northwest, Submarine Base Bangor, WA, and Navy Region Midwest, Naval Station Great Lakes, IL. Relocate Headquarters, Marine Forces Reserve to Naval Air Station Joint Reserve Base New Orleans, LA, and consolidate with Marine Corps Reserve Support Command element of Mobilization Command, which is relocating from Marine Corps Support Activity, Kansas City, MO. Relocate Naval Air Systems Command Support Equipment Facility New Orleans, LA, Navy Recruiting District New Orleans, LA, and the Navy Reserve Center New Orleans, LA, to Naval Air Station Joint Reserve Base New Orleans, LA. Relocate 8th Marine Corps District to Naval Air Station Joint Reserve Base Fort Worth, TX. Consolidate Naval Support Activity New Orleans, LA, installation management function with Naval Air Station Joint Reserve Base New Orleans, LA.

SECRETARY OF DEFENSE JUSTIFICATION

The collocation of the Navy Reserve Personnel Command, the Enlisted Placement Management Center, and Naval Reserve Recruiting Command at Naval Support Activity Mid-South, Millington creates a Navy Human Resources Center of Excellence, improves personnel life-cycle management, and furthers active and reserve component total force integration and effectiveness. This recommendation consolidates Reserve personnel and recruiting headquarters with like active component functions in a single location and eliminates stand-alone headquarters. In addition, activities of the Bureau of Naval Personnel, Navy Manpower Analysis Center and Navy Personnel Research and Development Center are currently located at Naval Support Activity Mid-South.

The relocation of the Navy Reserve Command comprised of Navy Reserve Forces Command, Navy Reserve Forces, and Naval Reserve Air Forces, to Naval Support Activity Norfolk, VA, will enhance internal active and reserve component interoperability. By locating the reserve headquarters elements on the same base with Fleet Forces Command, its active component headquarters, this recommendation will significantly increase interaction between the two components, produce a reduction in force size by eliminating duplicative staff, and allow for further decrease in staffing size for common support functions. The consolidation of the Navy Reserve Command installation management functions with other Navy Regional organizations is part of the Department of the Navy efforts to streamline regional management structure and to institute consistent business practices.

The relocation of Headquarters, Marine Forces Reserve and the Marine Corps Reserve Support Command element of Mobilization Command to Naval Air Station Joint Reserve Base New Orleans maintains a central location for management of widely-dispersed Marine Corps Reserve elements and allows consolidation of Marine Reserve management functions.

Marine Corps Reserve Support Command is currently the only geographically separated element of the Marine Forces Reserve. Consolidation with its Headquarters will significantly increase interaction and operational efficiency as well as eliminate duplicative staff. Location of this consolidated headquarters at a joint reserve base will enhance joint service interoperability concepts.

Relocation of 8th Marine Corps District to Naval Air Station Joint Reserve Base Fort Worth moves this management organization within their geographic area of responsibility. It also places them at a major transportation node with reduced average distance to managed recruiting stations.

Relocating these functions removes the primary missions from Naval Support Activity New Orleans, and eliminates or moves the entirety of the workforce except for those personnel associated with the base operations support function and a number of smaller tenant activities.

As a result, retention of Naval Support Activity New Orleans is no longer required. Accordingly, this recommendation closes the installation and eliminates or relocates the remaining base operations support personnel and tenant activities. Base operations support organizations and tenant activity services currently shared between Naval Support Activity New Orleans and Naval Air Station Joint Reserve Base New Orleans consolidate at Naval Air Station Joint Reserve Base New Orleans to support the remaining area population.

COMMUNITY CONCERNS

The community argued that Naval Support Activity (NSA) New Orleans ranked 41st out of 334 bases in DoD's ranking of military installations providing headquarters and administrative support functions. It ranked higher than the two bases slated to receive the bulk of the units leaving New Orleans—NSA Mid-South and NSA Norfolk—by 27 and 36 slots, respectively. Beyond this apparent deviation from the selection criteria, the community also claimed there were no compelling justifications in the DoD BRAC recommendation for moving major tenants from NSA New Orleans. Second, advocates stated that cost savings attributed to the closing of NSA New Orleans were overstated by \$256 million. The community asserted their Federal City counter-proposal option offered \$230M more in savings than the adjusted costs of DoD's recommendation. Third, they claimed that DoD's finding of no significant impact on the New Orleans economy from the closure of NSA was false. The community argued DoD failed to account for approximately 863 full-time contractors and 940 drilling reservists who would leave the area or lose their jobs and salaries. Also, the community felt DoD failed to take into account: (a) New Orleans' difficulty in attracting new businesses, (b) its flat job growth over the last five years, and (c) declines in NASA and shipbuilding employment. Finally, if the base closes, the Department of the Navy will have a multi-million dollar liability because of Public Private Venture (PPV) Housing.

COMMISSION FINDINGS

The Commission found that the Department of the Navy is negotiating a "Federal City Project" with Louisiana state and local officials. This project calls for a "state-of-the-art and move-in-ready" complex to be constructed on Naval Support Activity (NSA) New Orleans West Bank property, at no cost to the government. In addition, the project would allow other federal tenants to participate and share operating costs. To ensure Federal City's success, the state guaranteed funding and invested one million dollars in the project. The Commission found two viable tenants for the Federal City Project—Headquarters, Marine Forces Reserve New Orleans, LA and the Marine Corps Mobility Command, Kansas City, MO. Because their functions are financial and administrative, realigning Marine Corps operations to the West Bank would not affect their mission or operational readiness. The Commission further found that after closing NSA East Bank Property, the Federal City Plan offers greater savings than DoD's projections, has an immediate payback, and avoids \$106 million in military construction.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 2, 3, 4 and 5 as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Naval Support Activity New Orleans, LA. Relocate the Navy Reserve Personnel Command and the Enlisted Placement and Management Center to Naval Support Activity Mid-South, Millington, TN and consolidate with the Navy Personnel Command at Naval Support Activity Mid-South, Millington, TN. Relocate the Naval Reserve Recruiting Command to Naval Support Activity Mid-South, Millington, TN and consolidate with the Navy Recruiting Command at Naval Support Activity Mid-South, Millington, TN. Relocate the Navy Reserve Command to Naval Support Activity

Norfolk, VA, except for the installation management function, which consolidates with Navy Region Southwest, Naval Station San Diego, CA, Navy Region Northwest, Submarine Base Bangor, WA, and Navy Region Midwest, Naval Station Great Lakes, IL. The remaining tenants will be relocated as stated in the DoD recommendation. If the State of Louisiana obtains funding and commences construction of the Federal City project proposed for the Naval Support Activity West Bank property on or before September 30, 2008, then relocate Headquarters, Marine Forces Reserve to the Naval Support Activity West Bank property, New Orleans, LA. If the State of Louisiana fails to do so on or before September 30, 2008, then relocate Headquarters, Marine Forces Reserve to Naval Air Station Joint Reserve Base New Orleans, LA, and consolidate with Marine Corps Reserve Support Command element of Mobilization Command, which is relocating from Marine Corps Support Activity, Kansas City, MO. Relocate Naval Air Systems Command Support Equipment Facility New Orleans, LA, Navy Recruiting District New Orleans, LA, and the Navy Reserve Center New Orleans, LA, to Naval Air Station Joint Reserve Base New Orleans, LA. Relocate 8th Marine Corps District to Naval Air Station Joint Reserve Base Fort Worth, TX. Consolidate Naval Support Activity New Orleans, LA installation management function with Naval Air Station Joint Reserve Base New Orleans, LA.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

NAVAL AIR STATION BRUNSWICK, ME

RECOMMENDATION # 65/191 (DON 18)

ONE-TIME COST:	\$193.1M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$88.7M)
20-YEAR NET PRESENT VALUE:	(\$797.9M)
PAYBACK PERIOD:	2 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Air Station Brunswick, ME, to a Naval Air Facility and relocate its aircraft along with dedicated personnel, equipment and support to Naval Air Station Jacksonville, FL. Consolidate Aviation Intermediate Maintenance with Fleet Readiness Center Southeast Jacksonville, FL. This recommendation was modified to Close Naval Air Station Brunswick, ME as an addition the Secretary's recommendation list.

SECRETARY OF DEFENSE JUSTIFICATION

The realignment of Naval Air Station Brunswick will reduce operating costs while single-siting the East Coast Maritime Patrol community at Naval Air Station Jacksonville. This recommendation retains an operational airfield in the northeast that can be used to support the homeland defense mission, as needed, and maintains strategic flexibility. The Fleet Readiness Center portion of this recommendation realigns and merges depot and intermediate maintenance activities. It supports both DoD and Naval transformation goals by reducing the number of maintenance levels and streamlining the way maintenance is accomplished with associated significant cost reductions.

COMMUNITY CONCERNS

The Brunswick community argued that the facility is the last active duty DoD airfield in New England and, other than McGuire Air Force Base, NJ, in the Northeast. DoD's realignment recommendation would harm US homeland defense, and forgo a militarily strategic location near North Atlantic sea lanes and the closest point to Europe and the Middle East. NAS Brunswick, with over \$130 million of recapitalization since 2001, had modern facilities that could support the entire military aircraft inventory and Unmanned Aerial Vehicles (UAV) with parallel runways, unimpeded access to the ocean with over 60,000 square miles of unencumbered training airspace, and the only hangar in the Navy that will accommodate the Multimission Aircraft (MMA), which is the follow-on to the P-3. They further argued that realignment would result in redeployment of P-3 forces back to the same base for little if any savings while adding additional aviation excess capacity due to required construction at the receiving site to accommodate relocated aircraft. DoD's savings were overestimated because of unrealistic personnel eliminations associated with aircraft maintenance support that are not required with MMA. The community maintained that economic impacts on the local community were grossly understated in DoD calculations, as were costs associated with aircraft relocation.

With respect to the Commission's vote to formally consider closure of Brunswick, the community argued that closure of the Naval Air Station raised all the issues attendant with DoD's realignment recommendation, plus the loss of the only cold weather survival school as well as Reserve facilities supporting the entire New England area and crews of Naval ships at nearby Bath Shipyard. They further argued closure would violate Criteria 2 (homeland defense). Also noted were the arguments made by Northern Command and Fleet Forces Command, which opposed closure by emphasizing Brunswick's strategic location and future capability (Criteria 2 and 3). DoD's senior deliberative body, the IEC, concurred in the assessment that Brunswick's strategic location was essential. Brunswick supports one of the last reserve force populations in the Northeast, and could support Coast Guard and UAV air assets as future missions. The community has worked hard to prevent any encroachment issues at the base and staunchly support the air station and its personnel.

COMMISSION FINDINGS

Closure of Naval Air Station Brunswick, ME was initially added by the Commission for consideration so that it could fairly and properly evaluate all possible options for this facility: full closure, realignment, or remaining open. The Commission's review and analysis of the certified data found that closure would reduce excess capacity and result in significant savings while realignment would accomplish neither. The Commission found DoD's realignment proposal would remove military value from the installation, while still incurring many ongoing base operation support (BOS) costs. Moreover, realignment would eliminate the vast majority of the jobs, while making it virtually impossible for the community to successfully redevelop the site.

The Commission found there were suitable detachment operating sites for Maritime Patrol and Reconnaissance Squadrons to support homeland defense and other Department of Defense mission support responsibilities in New England. The Multimission Aircraft (MMA), when developed, procured, and deployed, will not replace P-3s on a one-for-one basis, and therefore there will continue to be excess installations, making a backfill at NAS Brunswick unlikely. Furthermore, the MMA could be deployed from other civilian or Air National Guard airfields in the event of future mission requirements in the New England region. The Commission found that other realignments under this bill addressed the homeland defense needs of New England. The Commission found that the Secretary of Defense deviated substantially by not recommending closure of Naval Air Station Brunswick, ME.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary deviated from selection criteria 2 and 5 and the Force Structure Plan. Therefore the Commission recommends the following:

Close Naval Air Station Brunswick, ME. Relocate its aircraft along with dedicated personnel, equipment and support to Naval Air Station Jacksonville, FL. Consolidate Aviation Intermediate Maintenance with Fleet Readiness Center Southeast Jacksonville, FL.

The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

MARINE CORPS SUPPORT ACTIVITY KANSAS CITY, MO

RECOMMENDATION # 66 (DON 19)

ONE-TIME COST:	\$8.2M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$6.1M)
20-YEAR NET PRESENT VALUE:	(\$67.0M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Close Marine Corps Support Activity, Kansas City, MO. Relocate Marine Corps Reserve Support Command element of Mobilization Command to Naval Air Station Joint Reserve Base New Orleans, LA, and consolidate with Headquarters, Marine Forces Reserve. Retain an enclave for the 9th Marine Corps District and the 24th Marine Regiment.

The relocation of Marine Corps Reserve Support Command and its parent command, Headquarters, Marine Forces Reserve, to Naval Air Station Joint Reserve Base New Orleans maintains a central location for management of widely dispersed Marine Corps Reserve elements and allows consolidation of Marine Reserve management functions. Marine Reserve Support Command is currently the only geographically separated element of the Marine Forces Reserve. Consolidation with its headquarters will significantly increase interaction and operational efficiency as well as eliminate duplicative staff. Location of this consolidated headquarters at a joint reserve base will enhance joint service interoperability concepts.

Relocating these functions removes the primary missions from Marine Corps Support Activity Kansas City and eliminates or moves the entirety of the workforce except for those personnel associated with the 9th Marine Corps District and the 24th Marine Regiment. This recommendation closes the Marine Corps Support Activity but retains an enclave for these organizations.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found that the Department of the Navy did not analyze the Naval Support Activity (NSA) New Orleans, LA capabilities nor the operational and economical advantages of the Federal City Project. This project, as discussed previously in Commission Recommendation #64 (Naval Support Activity New Orleans), is a “state-of-the-art and move-in-ready” complex on NSA’s West Bank offering operational efficiencies and significant savings. The Commission found the Marine Corps Mobilization Command Kansas City, MO was one of two tenants well-suited for Federal City. The Mobilization Command functions are financial and administrative and realigning the Marine Corps operations to the NSA West Bank New Orleans does not affect its mission or operational readiness. The Commission further found that after closing NSA East Bank Property and realigning to the NSA West Bank Property, the Federal City Plan will offer greater savings for the Kansas City Marine Corps realignment. These savings would generate an immediate payback and avoid millions in military construction costs. The Commission found that DoD’s failure to consider this viable alternative constituted a substantial deviation, and it therefore amended the recommendation to allow DoD to take advantage of the more suitable facilities at Federal City.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 2, 4 and 5, as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Close Marine Corps Support Activity, Kansas City, MO. If the State of Louisiana obtains funding and commences construction of the Federal City project proposed for the Naval Support Activity West Bank property on or before September 30, 2008, then relocate Marine Corps Reserve Support Command element of Mobilization Command to that facility on the Naval Support Activity West Bank property, New Orleans, LA, and consolidate with Headquarters, Marine Forces Reserve. The remaining tenants will be retained as stated in the DoD recommendation. If the State of Louisiana fails to do so on or before September 30, 2008, then relocate Marine Corps Reserve Support Command element of Mobilization Command to Naval Air Station Joint Reserve Base New Orleans, LA, and consolidate with Headquarters, Marine Forces Reserve. Retain an enclave for the 9th Marine Corps District and the 24th Marine Regiment.

The Commission found this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

NAVAL STATION PASCAGOULA, MS

RECOMMENDATION # 67 (DoN 20)

ONE-TIME COST:	\$17.9M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$47.4M)
20-YEAR NET PRESENT VALUE:	(\$665.7M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Station Pascagoula, MS. Relocate its ships along with dedicated personnel, equipment, and support to Naval Station Mayport, FL. Relocate the ship intermediate repair function to Shore Intermediate Maintenance Activity Mayport, FL.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation will reduce excess berthing capacity while allowing for consolidation of surface ships in a fleet concentration area. Sufficient capacity and fleet dispersal is maintained with East Coast surface fleet homeports of Naval Station Norfolk and Naval Station Mayport, FL. Gulf Coast presence can be achieved as needed with available Navy ports at Naval Air Station Key West, FL, and Naval Air Station Pensacola, FL. The Guided Missile Cruisers (CG-47 Class) at Naval Station Pascagoula are scheduled for decommissioning prior to FY 2006 and will not relocate. This recommendation also supports mission elimination at Shore Intermediate Maintenance Activity Pascagoula and reduces excess repair capacity. The Defense Common Ground Station-Navy 2 facility can be relocated to another Naval activity or remain in its present location as a tenant of the US Coast Guard, if the Coast Guard elects to assume property ownership of some or all of the Pascagoula facility.

COMMUNITY CONCERNS

Community advocates, criticized what they regard as DoD's built-in bias in favor of mega-bases (fleet concentrations) during calculations of excess capacity and overall military value; DoD failed to fully consider the importance of the base's secure and cost-effective design in supporting DoD's emerging role in Homeland defense and security; strategic cost of losing a permanent Navy homeport on the Gulf of Mexico; and degradation of DoD's ability to defend against threats to maritime approaches and regional infrastructure. They noted that while some bases seem to have been recommended for closure because they are old or too costly to maintain and recapitalize, Naval Station Pascagoula appears to have been penalized for being one of the Navy's newest, best designed installations. They claimed DoD's proposal would unfairly burden the local hotel market and will not result in actual budget savings because most of the annual savings would result from eliminating military personnel without reducing end strength.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense, as reuniting these isolated ships with the rest of the fleet will enhance military value and achieve cost savings by eliminating excess capacity. None of the issues raised by the community rose to the level of a substantial deviation.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVAL AIR STATION JOINT RESERVE BASE WILLOW GROVE, PA, AND CAMBRIA REGIONAL AIRPORT, JOHNSTOWN, PA

RECOMMENDATION # 68 (DoN 21)

ONE-TIME COST:	\$239.5 M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$73.9 M)
20-YEAR NET PRESENT VALUE:	(\$757.8 M)
PAYBACK PERIOD:	2 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

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

SECRETARY OF DEFENSE JUSTIFICATION

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

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

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

COMMUNITY CONCERNS

The Willow Grove community argued the recommendation to close Willow Grove Naval Air Station Joint Reserve Base (NAS JRB), the associated deactivation of the 111th Fighter Wing (Pennsylvania Air National Guard), and the removal of the 913th Airlift Wing (AFRES) substantially deviated from the established final selection criteria and was based on flawed analyses. The substantial deviations cited by the community include: erroneous assumptions and lack of analysis in assessing jointness, substantial miscalculations in the assessment of the availability of land, facilities, and associated airspaces, lack of consideration of the base's strategic location with respect to homeland defense and homeland security, substantial deviations and inconsistencies in the evaluation process; improper deactivation of an Air National Guard Wing; inadequate consideration of demographics, manpower, and skill-set losses; and inadequate consideration of future mission capabilities.

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

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

COMMISSION FINDINGS

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

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

COMMISSION RECOMMENDATIONS

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

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

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

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

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

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

in other locations and is not conditioned upon the agreement of the commonwealth. Relocate Co A/228th Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix.

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

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

The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

NAVAL SHIPYARD PORTSMOUTH, KITTERY, ME

RECOMMENDATION # 69 (DON 23)

ONE-TIME COST:	N/A
ANNUAL RECURRING COSTS/(SAVINGS):	N/A
20-YEAR NET PRESENT VALUE:	N/A
PAYBACK PERIOD:	N/A

SECRETARY OF DEFENSE RECOMMENDATION

Close the Naval Shipyard Portsmouth, Kittery, ME. Relocate the ship depot repair function to Naval Shipyard Norfolk, VA, Naval Shipyard and Intermediate Maintenance Facility Pearl Harbor, HI, and Naval Shipyard Puget Sound, WA. Relocate the Submarine Maintenance, Engineering, Planning and Procurement Command to Naval Shipyard Norfolk.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation retains one nuclear-capable shipyard on each coast, plus sufficient shipyard capacity to support forward deployed assets. There are four Naval Shipyards performing depot-level ship refueling, modernization, overhaul and repair work. There is sufficient excess capacity in the aggregate across the four shipyards to close either Naval Shipyard Pearl Harbor or Naval Shipyard Portsmouth. There is insufficient excess capacity to close any other shipyard or combination of shipyards. Naval Shipyard Portsmouth was selected for closure, rather than Naval Shipyard Pearl Harbor, because it is the only closure which could both eliminate excess capacity and satisfy retention of strategically-placed shipyard capability. Planned force structure and force positioning adjustments reflected in the 20-year Force Structure Plan led to the selection of Naval Shipyard Portsmouth as the preferred closure candidate between the two sites. Additional savings, not included in the payback analysis, are anticipated from reduced unit costs at the receiving shipyards because of the higher volume of work.

Relocating the ship depot repair function and Submarine Maintenance, Engineering, Planning and Procurement Command removes the primary missions from Naval Shipyard Portsmouth and eliminates or moves the entirety of the workforce at Naval Shipyard Portsmouth except for those personnel associated with the base operations support function. Naval Shipyard Portsmouth had a low military value compared to operational homeports, and, its berthing capacity is not required to support the Force Structure Plan. Therefore, closure of Naval Shipyard Portsmouth is justified.

COMMUNITY CONCERNS

Community, Congressional and labor union officials disputed DoD's measurement of shipyard capacity, and asserted DoD seriously underestimated the true military value of Portsmouth Naval Shipyard (PNSY). They believe DoD overestimated capacity to perform work without PNSY and underestimated the Navy's future maintenance workload. Advocates claimed the costs associated with moving the shipyard's workload are inaccurate; therefore, the cost of closure is inaccurately calculated. In addition, they contended important skills and knowledge would be lost because the highly skilled workforce will probably not relocate. This workforce makes PNSY one of the Navy's most productive shipyards. Last, they noted the facility's non-DoD reuse potential is constrained by a non-nuclear toxic waste site within the fenceline, exacerbating the dramatic adverse economic effect of the DoD proposal.

COMMISSION FINDINGS

The Commission found that reducing excess capacity was a primary consideration in formulating the Secretary's recommendation. The Commission examined a number of past shipyard capacity studies and determined that the capacity study submitted by the Navy in support of its base closure recommendation was a reasonable measure of shipyard capacity. The Commission also found that while excess capacity exists in the shipyard depot maintenance category, that level of excess capacity did not justify closing one of four public yards. The Commission also found that the closure of the Portsmouth shipyard would increase the risk of not maintaining acceptable surge capability across the public shipyards. Given the uncertainties of future threats, the Commission found that these concerns rose to the level of a substantial deviation.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense deviated substantially from final selection criterion 3, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary. The Commission found that this recommendation is consistent with the final selection criteria and Force Structure Plan.

NAVAL STATION NEWPORT, RI

RECOMMENDATION # 70 (DoN 25)

ONE-TIME COST:	\$11.8M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$1.02M)
20-YEAR NET PRESENT VALUE:	(\$2.1M)
PAYBACK PERIOD:	13 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Station Newport, RI, by relocating the Navy Warfare Development Command to Naval Station Norfolk, VA.

SECRETARY OF DEFENSE JUSTIFICATION

Navy Warfare Development Command performs the functions of warfare innovation, concept development, fleet and joint experimentation, and the synchronization and dissemination of doctrine. Relocating the Navy Warfare Development Command to Norfolk better aligns the Navy's warfare development organization with those of the other joint force components and Joint Forces Command, as well as places Navy Warfare Development Command in better proximity to Fleet Forces Command and the Second Fleet Battle Lab it supports, resulting in substantial travel cost savings to conduct experimentation events. Location of Navy Warfare Development Command in Hampton Roads area places it in proximity to Army Training and Doctrine Command, Fort Monroe, VA, and Marine Corps Combat Development Command, Quantico, VA, as well as in closer proximity to the Air Force Doctrine Center at Maxwell Air Force Base, AL, which furthers joint interoperability concepts.

COMMUNITY CONCERNS

Community representatives and employees of the Navy Warfare Development Command noted that workers would be highly unlikely to move to the Tidewater area, resulting in a loss of experience, and that it would take several years to train a new staff. They also noted DoD's proposal would adversely affect the close synergy with the Naval War College, a relationship which was instrumental in the decision to locate the NWDC at Newport in the first place.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. The Commission's review and analysis concluded that while the realignment was not particularly cost effective, it met the Department of the Navy's goals to improve military value by relocating the Navy Warfare Development Command to Norfolk so it would be in close proximity to Fleet units. The community's arguments about potential losses of human capital were found to be insufficiently supported and did not rise to the level of a substantial deviation because the labor force in and around Norfolk is more than adequate to implement the recommendation during the BRAC six year implementation period.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVAL STATION INGLESIDE, TX, AND NAVAL AIR STATION CORPUS CHRISTI, TX

RECOMMENDATION # 71 (DON 26)

ONE-TIME COST:	\$177.1M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$59.5M)
20-YEAR NET PRESENT VALUE:	(\$614.2M)
PAYBACK PERIOD:	3 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Station Ingleside, TX. Relocate its ships along with dedicated personnel, equipment and support to Naval Station San Diego, CA. Relocate the ship intermediate repair function to Shore Intermediate Maintenance Activity San Diego, CA. Consolidate Mine Warfare Training Center with Fleet Anti-submarine Warfare Training Center San Diego, CA. Realign Naval Air Station Corpus Christi, TX. Relocate Commander Mine Warfare Command and Commander Mobile Mine Assembly Group to Fleet Anti-Submarine Warfare Center, Point Loma, CA. Relocate Helicopter Mine Countermeasures Squadron 15 (HM-15) and dedicated personnel, equipment and support to Naval Station Norfolk, VA. Disestablish Commander Helicopter Tactical Wing US Atlantic Fleet Aviation Intermediate Maintenance Detachment Truax Field at Naval Air Station Corpus Christi, TX, and relocate its intermediate maintenance function for Aircraft Components, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center Mid-Atlantic Site Norfolk, VA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation moves mine warfare surface and aviation assets to major fleet concentration areas and reduces excess capacity. Gulf Coast presence can be achieved as needed with available Navy ports at Naval Air Station Key West, FL, and Naval Air Station Pensacola, FL. The Minehunter Coastal ships at Naval Station Ingleside are scheduled for decommissioning between FY 2006 and FY 2008 and will not relocate. Additionally, US Coast Guard presence is expected to remain in the Gulf Coast region. Relocation of Commander Mine Warfare Command and the Mine Warfare Training Center to San Diego, CA, creates a center of excellence for Undersea Warfare, combining both mine warfare and anti-submarine warfare disciplines. This reorganization removes the Mine Warfare community from a location remote from the fleet, thereby better supporting the shift to organic mine warfare. This recommendation also supports mission elimination at Shore Intermediate Maintenance Activity Naval Reserve Maintenance Facility Ingleside, TX, and Aviation Intermediate Maintenance Detachment Truax Field at Naval Air Station Corpus Christi, and reduces excess repair capacity. The

relocation of Helicopter Mine Countermeasures Squadron 15 (HM-15) to Naval Station Norfolk single sites all Mine Warfare Aircraft in a fleet concentration area. This location better supports the HM-15 mission by locating them closer to the C-5 transport Air Port of Embarkation for overseas employment and mine countermeasures ship and helicopter coordinated exercises.

COMMUNITY CONCERNS

The community expressed concerns that the loss of civilian jobs and high quality military personnel would have a negative economic impact. The Navy would lose synergies from collocating air and surface mine warfare communities. They believe Ingleside's military value score did not give appropriate credit for the facilities' unique mine warfare mission and training ranges or modern base facilities (including double decker piers and a one of a kind Electro-Magnetic Roll facility). The recommendation would weaken military presence in an area vulnerable to terrorist threats.

COMMISSION FINDINGS

The Commission found that naval assets in the Gulf of Mexico are important to homeland defense because over 50 percent of imported oil and gas comes into the United States through the Gulf of Mexico ports. Additionally, 50 percent of the US refining capability is located in the Gulf of Mexico.

The Commission also found that DoD has other air and ground assets in the region that can be tasked as needed and that naval assets can also be tasked as required if the seaborne threat conditions escalate. The Commission found that the staff of the Mine Warfare Command, considered the essence of the Mine Warfare Center of Excellence that will relocate to San Diego, will have better access to the various Strike Group Commanders and that the surface minesweepers can integrate more readily with the fleet and participate in exercises to improve the operational effectiveness of the Mine Warfare Force. This is a prelude to the next generation of air and surface Mine Warfare assets that will be organic units assigned to Strike and Expeditionary forces for operations and training.

The Commission found that the original cost savings were overstated by 33.8 percent because of incorrect data submitted by Naval Station Ingleside. Consequently, the cost data was revised by the Department of Defense and recertified with a resulting savings projected in 2025 to be \$614.2 million dollars.

In view of the Commission's finding that Department of Defense recommendations to close Naval Station Ingleside and Naval Station Pascagoula are consistent with BRAC selection criteria and the Force Structure Plan, the Secretary of Defense is encouraged, in conjunction with the Department of homeland security, to ensure that there is an adequate response plan in place for Naval forces to respond to threats in the Gulf of Mexico, and that response plan be shared as appropriate with Governors responsible for the protection of their citizens.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

ENGINEERING FIELD DIVISION/ACTIVITY

RECOMMENDATION # 72 (DoN 28)

ONE-TIME COST:	\$37.9M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$9.3M)
20-YEAR NET PRESENT VALUE:	(\$81.8M)
PAYBACK PERIOD:	4 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

Close Naval Facilities Engineering Field Division South leased space in Charleston, SC. Consolidate Naval Facilities Engineering Field Division South, Charleston, SC, with Naval Facilities Engineering Field Activity Southeast, Jacksonville, FL, at Naval Air Station Jacksonville, FL; Naval Facilities Midwest, Great Lakes, IL, at Naval Station Great Lakes, IL; and

Naval Facilities Atlantic, Norfolk, VA, at Naval Station Norfolk, VA. Close Naval Facilities Engineering Field Activity Northeast leased space in Lester, PA. Consolidate Naval Facilities Engineering Field Activity Northeast, Philadelphia, PA, with Naval Facilities Atlantic, Norfolk, VA at Naval Station Norfolk, VA and relocate Navy Crane Center Lester, PA, to Norfolk Naval Shipyard, Norfolk, VA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation enhances the Navy's long-standing initiative to accomplish common management and support on a regionalized basis by consolidating and collocating Naval Facilities commands with the installation management Regions in Jacksonville, FL, Great Lakes, IL and Norfolk, VA. This collocation aligns management concepts and efficiencies and may allow for further consolidation in the future.

Naval Facilities Engineering Field Division South, Naval Facilities Engineering Field Activity Northeast and Navy Crane Center are located in leased space, and this recommendation will achieve savings by moving from leased space to government-owned space. Naval Facilities Engineering Command is undergoing organizational transformation, and this recommendation facilitates the evolution of organizational alignment. This recommendation will result in an increase in the average military value for the remaining Naval Facilities Engineering Field Division/Engineering Field Activity activities, and it relocates the Navy Crane Center to a site with functional synergy.

COMMUNITY CONCERNS

Community representatives from South Carolina claimed the recommendation overstates the number of facility personnel and would break apart the "most efficient engineering engine in NAVFAC." The community proposed either relocating EFD South personnel to a Charleston facility that may become available through an unassociated BRAC recommendation or to a facility yet to be built within the Charleston area.

The Pennsylvania community, including union representatives, disputed DoD's plan to move to Norfolk instead of to the Philadelphia Business Center and stated a move to Philadelphia has a lower cost and quicker return than Norfolk. They also noted the number of personnel likely to relocate was overstated, and moving NCC to Norfolk would create a conflict of interest, causing one shipyard to have undue influence over NCC's decisions.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense. Community issues were carefully assessed and examined, but they either did not rise to the level of a substantial deviation, or were more properly categorized as manageable implementation issues that can be successfully resolved during the six-year implementation period.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY AND MARINE CORPS RESERVE CENTERS

RECOMMENDATION # 73 (DON 29)

ONE-TIME COST:	\$62.4M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$9.8M)
20-YEAR NET PRESENT VALUE:	(\$76.8M)
PAYBACK PERIOD:	6 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

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

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

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

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

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

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

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

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

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

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

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

SECRETARY OF DEFENSE JUSTIFICATION

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

COMMUNITY CONCERNS

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

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY RECRUITING DISTRICTS

RECOMMENDATION # 74 (DON 34)

ONE-TIME COST:	\$2.4M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$14.5M)
20-YEAR NET PRESENT VALUE:	(\$214.5M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Close the following Navy Recruiting Districts: Montgomery, AL; Indianapolis, IN; Kansas City, MO; Omaha, NE; Buffalo, NY.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation achieves economies of scale and scope by reducing excess capacity in management overhead and physical resources in the Navy Recruiting District functional area. Through the elimination of leased space, the recommendation results in an annual lease savings of over \$0.7M. The recommendation is consistent with the Commander, Navy Recruiting Command's Transformation Plan, which envisions consolidation of active and reserve recruiting functions, and supports the reallocation of management oversight over all Navy recruiting functions. This recommendation involves the closure of the specified Navy Recruiting Districts only and does not affect the storefront recruiting offices currently assigned to the closing Navy Recruiting Districts. The recruiting offices and associated personnel and resources will be reassigned to the remaining 26 Navy Recruiting Districts.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY REGIONS

RECOMMENDATION # 75 (DON 35)

ONE-TIME COST:	\$3.2M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$2.7M)
20-YEAR NET PRESENT VALUE:	(\$34.6M)
PAYBACK PERIOD:	1 YEAR

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Air Station Pensacola, FL, by consolidating Navy Region Gulf Coast, with Navy Region Southeast at Naval Air Station Jacksonville, FL. Realign Naval Air Station Corpus Christi, TX, by consolidating Navy Region South with Navy Region Midwest at Naval Station Great Lakes, IL, and Navy Region Southeast at Naval Station Jacksonville, FL.

SECRETARY OF DEFENSE JUSTIFICATION

In conjunction with other recommendations that consolidate Navy Region Commands, this recommendation will reduce the number of Installation Management regions from twelve to eight, streamlining the regional management structure and allowing for opportunities to collocate other regional entities to further align management concepts and efficiencies. Sufficient Installation Management capability resides within the remaining regions. As part of the closures of Naval Support Activity New Orleans, LA, and Submarine Base New London, CT, the Navy Reserve Forces Command installation management function and Navy Region Northeast are also consolidated into the remaining regions, significantly increasing operational efficiency.

This recommendation supports the Department of the Navy establishment of Commander, Navy Installations in order to align shore assets in support of Navy requirements, to find efficiencies through common business practices, and to provide consistent shore installation services to allow the operational commander and major claimants to focus on their primary missions. Consolidating Navy Regions allows for more consistency in span of responsibility and better enables Commander, Navy Installations to provide operational forces support, community support, base support, and mission support to enhance the Navy's combat power.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY RESERVE CENTERS

RECOMMENDATION # 76 (DON 37)

ONE-TIME COST:	\$2.6M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$15.9M)
20-YEAR NET PRESENT VALUE:	(\$236.6M)
PAYBACK PERIOD:	1 YEAR

SECRETARY OF DEFENSE RECOMMENDATION

Close the following Navy Reserve Centers: Tuscaloosa, AL; St. Petersburg, FL; Pocatello, ID; Forest Park, IL; Evansville, IN; Cedar Rapids, IA; Sioux City, IA; Lexington, KY; Bangor, ME; Adelphi, MD; Duluth, MN; Cape Girardeau, MO; Lincoln, NE; Glens Falls, NY; Horseheads, NY; Watertown, NY; Asheville, NC; Central Point, OR; Lubbock, TX; Orange, TX.

Close the Navy Reserve Facility in Marquette, MI.

Close the following Navy Marine Corps Reserve Centers: Grissom Air Reserve Base, Peru, IN, and Tacoma, WA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation will reduce excess capacity through the consolidation of 23 Navy Reserve Centers/Navy Reserve Facilities and Navy Marine Corps Reserve Centers with other reserve centers in the affected areas. These reserve centers will close and their drilling population supported by other existing centers thereby reducing management overhead. Sufficient capacity for drilling reserves is maintained throughout the United States, and all states will continue to have at least one Navy Reserve Center/Navy Marine Corps Reserve Center. This recommendation reduces excess capacity in the Department of the Navy Reserve Center functional area, but existing capacity in support of the Department of the Navy Reserve

component continues to be in excess of force structure requirements. This recommendation is part of the closure of 37 Department of the Navy reserve centers, which includes 35 Navy centers (Navy Reserve Centers, Navy Reserve Facilities and Navy Marine Corps Reserve Centers) and two Marine Corps centers (Inspector-Instructor activities). The closure of 35 Navy centers will result in a capacity reduction of 12.7 percent of total current square footage. The closure of two Marine Corps centers will result in a capacity reduction of 5.5 percent of total current square footage.

COMMUNITY CONCERNS

The community representing the Navy Reserve Center in St. Petersburg, FL, noted that reservists that drill at the center are expected to transfer to the reserve center at MacDill Air Force Base in Tampa. There are no civilians employed at the reserve center.

COMMISSION FINDINGS

The Commission found no reason to disagree with the Secretary's recommendations. However, the Commission found that its subsequent decision to close Naval Air Station Brunswick, ME and its associated reserve unit would leave the state of Maine without a Navy reserve presence and subsequently deleted the Navy Reserve Center Bangor, ME from the list of closures in order to maintain a Navy Reserve Center in the state.

COMMISSION RECOMMENDATIONS

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

Close the following Navy Reserve Centers: Tuscaloosa, AL; St. Petersburg, FL; Pocatello, ID; Forest Park, IL; Evansville, IN; Cedar Rapids, IA; Sioux City, IA; Lexington, KY; Adelphi, MD; Duluth, MN; Cape Girardeau, MO; Lincoln, NE; Glens Falls, NY; Horseheads, NY; Watertown, NY; Asheville, NC; Central Point, OR; Lubbock, TX; Orange, TX.

Close the Navy Reserve Facility in Marquette, MI.

Close the following Navy Marine Corps Reserve Centers: Grissom Air Reserve Base, Peru, IN, and Tacoma, WA.

The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

NAVY RESERVE READINESS COMMANDS

RECOMMENDATION # 77 (DoN 44)

ONE-TIME COST:	\$2.6M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$6.5M)
20-YEAR NET PRESENT VALUE:	(\$91.7M)
PAYBACK PERIOD:	IMMEDIATE

SECRETARY OF DEFENSE RECOMMENDATION

Realign Naval Air Station Joint Reserve Base Fort Worth, TX, by consolidating Navy Reserve Readiness Command South with Naval Reserve Readiness Command Midwest at Naval Station Great Lakes, IL. Realign Naval Station Newport, RI, and the Washington Navy Yard, Washington, DC, by consolidating Naval Reserve Readiness Command Northeast with Naval Reserve Readiness Command Mid-Atlantic and relocating the consolidated commands to Naval Station, Norfolk, VA.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation enhances the Navy's long-standing initiative to accomplish common management and support on a regionalized basis by consolidating and collocating reserve readiness commands with the installation management Regions. This collocation aligns management concepts and efficiencies and ensures a reserve voice at each region as well as enabling future savings through consolidation of like functions. This recommendation will result in an increase in the average military

value for the remaining Naval Reserve Readiness Commands and ensures that each of the installation management Regions has an organization to manage reserve matters within the region.

COMMUNITY CONCERNS

There were no formal expressions from the community.

COMMISSION FINDINGS

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

COMMISSION RECOMMENDATIONS

The Commission found the Secretary's recommendation consistent with the final selection criteria and the Force Structure Plan. Therefore, the Commission approves the recommendation of the Secretary.

NAVY BROADWAY COMPLEX, SAN DIEGO, CA

RECOMMENDATION # 192 (ADD)

ONE-TIME COST:	\$77.3M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$2.5M)
20-YEAR NET PRESENT VALUE:	(\$39.7M)
PAYBACK PERIOD:	73 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

None. The Secretary's proposed list submitted on May 13, 2005 did not include this facility. It was added by the Commission on July 19, 2005 for further consideration.

SECRETARY OF DEFENSE JUSTIFICATION

None.

COMMUNITY CONCERNS

Community and Congressional representatives supported redevelopment of the Broadway complex, but preferred redevelopment occur outside the BRAC process, under a detailed development agreement that expires on January 1, 2007, between the City of San Diego and the Navy.

COMMISSION FINDINGS

The Commission found the Navy can reduce excess property, improve force protection, and improve efficiencies by collocating support functions with operational assets on a Navy installation in San Diego, and the Department should aggressively pursue disposal of its 14-acre, stand-alone administrative office complex located in a development area of downtown San Diego, using the BRAC process. The Commission found that the Navy and the Community are again actively pursuing a plan, as authorized by Section 2732 of Public Law 99-661, permitting the Navy to enter into a long-term lease of the Broadway property in return for new facilities on the property. The Commission found that the City of San Diego supports the Navy's plan to out-lease the property, and believes private redevelopment on the Navy's Broadway property should be accomplished under the terms and conditions of a 1992 development agreement between the City and the Navy (which is set to expire on January 1, 2007). Furthermore, the Commission found the City agrees the Broadway property should be privatized and redeveloped outside the BRAC process in order to avoid delay. However, the Commission determined that if the previously authorized option is not implemented on time, the next best alternative would be closure

of the Navy Broadway Complex, San Diego, California through the BRAC process. Enough time has lapsed since the 1987 legislation was passed to cause the Commission to act.

COMMISSION RECOMMENDATIONS

The Commission found that the Secretary deviated from selection criteria 1, 3, and 4. Therefore, the Commission recommends the following: "If the Secretary of the Navy does not enter into a long-term lease on or before January 1, 2007 that provides for the redevelopment of the Navy Broadway Complex, San Diego, California, under the authority granted by Section 2732 of Public Law 99-661, the National Defense Authorization Act for Fiscal Year 1987, close Navy Broadway Complex, San Diego, California, and relocate the units and functions on Navy Broadway Complex to other Department of the Navy owned sites in San Diego." The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

NAVAL AIR STATION OCEANA, VIRGINIA

RECOMMENDATION # 193 (ADD)

ONE-TIME COST:	\$410.37M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$17.10M)
20-YEAR NET PRESENT VALUE:	\$33.39M
PAYBACK PERIOD:	18 YEARS

SECRETARY OF DEFENSE RECOMMENDATION

None. The Secretary's proposed list submitted on May 13, 2005 did not include this facility. It was added by the Commission on July 19, 2005 for further consideration.

SECRETARY OF DEFENSE JUSTIFICATION

None.

COMMUNITY CONCERNS

The Virginia Beach, Virginia community places high value on the military's contribution to the community and fears the loss of over 11,000 direct jobs would devastate the local economy. The state has invested significant resources in improved roads around the base and moving schools out of the Accident Potential Zones. They acknowledged noise complaints by a small, but vocal, minority of residents but pointed out that planning commissions are developing new community planning overlays to limit encroachment and reduce development in the Accident Potential Zones. They argued funds needed to implement the Commission's consideration to relocate the Master Jet Base to Cecil Field, Florida could be better spent on the Navy's more pressing needs. They believe the Navy has no better or affordable alternative than remaining at NAS Oceana and managing encroachment.

The Jacksonville, Florida community offered to return all of the former NAS Cecil Field property, improved and unencumbered - free and clear. Local governments are prepared to absorb and support the approximately 11,000 personnel that would be associated with the relocation of the Navy's Atlantic Fleet Master Jet Base to Cecil Field. The community has invested \$133 million to upgrade Cecil Field's infrastructure and has secured \$130 million in funding for a high speed access road from Cecil Field to Interstate Highway 10. All required base conversion activities, including a new or updated Environmental Impact Statement, can be completed in time to allow the Navy to establish and occupy a new Master Jet Base within the BRAC timeframe.

COMMISSION FINDINGS

The Commission found that significant residential and commercial encroachment had continued around NAS Oceana and Naval Auxiliary Landing Fields (NALF) Fentress for many years and was exacerbated when the 1995 BRAC Commission redirected F-18 aircraft and supporting assets from MCAS Cherry Point, NC and MCAS Beaufort, SC to NAS Oceana to

take advantage of the excess capacity at NAS Oceana. It was the sense of the Commission that the encroachment issues were having a detrimental effect on the operations and training of the Navy's Atlantic Fleet Strike Fighter Wings and on the safety and welfare of the citizens of Virginia Beach and Chesapeake, VA. Consequently, the future for NAS Oceana as a Master Jet Base was severely limited, whereas Jacksonville, FL had taken effective and positive measures to protect the Air Installation Compatibility Use Zones (AICUZ) around Cecil Field, FL, and Naval Outlying Landing Field (NOLF) Whitehouse.

The intent of the Commission is to ensure that the State of Virginia and the municipal governments of Virginia Beach and Chesapeake take immediate and positive steps to halt the encroaching developments that are pending before them now and in the future, and also to roll back the encroachment that has already occurred in the Accident Potential Zones (APZ) around NAS Oceana and NALF Fentress, particularly in the APZ-1 areas. The Commission also considers that the more severe encroachment problems were created by the state and local governments by ignoring the Navy's repeated objections to incompatible residential and commercial developments under the AICUZ guidelines. Consequently, the funds to halt and reverse the encroachment should not come from federal funds, but rather from state and local funding sources.

It is the sense of the Commission that the Secretary of Defense deviated from the BRAC criteria by failing to consider NAS Oceana for closure or realignment. The longstanding and steadily worsening encroachment problem around NAS Oceana, without strong support from state and city governments to eliminate current and arrest future encroachment, will in the long term create a situation where the military value of NAS Oceana will be unacceptably degraded. The remedies presented to the Commission thus far have been unconvincing. It is also the sense of the Commission that the future of naval aviation is not Naval Air Station Oceana. The Commission urges the Navy to begin immediately to mitigate the noise encroachment and safety issues associated with flight operations around the Virginia Beach area by transitioning high-density training evolutions to other bases that are much less encroached, such as NOLF Whitehouse, FL, or Kingsville, TX.

The Secretary of Defense is directed to cause a rapid, complete due diligence review of the offer of the State of Florida to reoccupy the former NAS Cecil Field and to compare this review against any plan to build a new master jet base at any other location. This review is to be completed within 6 months from the date that the BRAC legislation enters into force and is to be made public to the affected states for comment. After review of the states' comments, which shall be submitted within 120 days after publishing the review, the Secretary of Defense shall forward to the oversight committees of Congress the review, the state comments, and his recommendation on the location of the Navy's future Atlantic Fleet Master Jet Base.

COMMISSION RECOMMENDATIONS

The Commission found that when the Secretary of Defense failed to recommend the realignment of Naval Air Station Oceana, Virginia Beach, Virginia, he substantially deviated from final selection criteria 1, 2, 3, 4, and 5, and the Force Structure Plan; that the Commission add to the list of installations to be closed or realigned the recommendation:

Realign Naval Air Station Oceana, Virginia by relocating the East Coast Master Jet Base to Cecil Field, FL, if the Commonwealth of Virginia and the municipal governments of Virginia Beach, VA, and Chesapeake, Virginia, fail to enact and enforce legislation to prevent further encroachment of Naval Air Station Oceana by the end of March 2006, to wit: enact state-mandated zoning controls requiring the cities of Virginia Beach and Chesapeake to adopt zoning ordinances that require the governing body to follow Air Installation Compatibility Use Zone (AICUZ) guidelines in deciding discretionary development applications for property in noise levels 70 dB Day-Night, average noise Level (DNL) or greater; enact state and local legislation and ordinances to establish a program to condemn and purchase all the incompatible use property located within the Accident Potential Zone 1 areas for Naval Air Station Oceana, as depicted in the 1999 AICUZ pamphlet published by the US Navy and to fund and expend no less than \$15 million annually in furtherance of the aforementioned program; codify the 2005 final Hampton Roads Joint Land Use Study recommendations; legislate requirements for the cities of Virginia Beach and Chesapeake to evaluate undeveloped properties in noise zones 70 dB DNL or greater for rezoning classification that would not allow uses incompatible under AICUZ guidelines; establish programs for purchase of development rights of the inter-facility traffic area between NAS Oceana and NALF Fentress; enact legislation creating the Oceana-Fentress Advisory Council. It shall be deemed that the actions prescribed to be taken by the Commonwealth of Virginia, and the Cities of Virginia Beach, and Chesapeake respectively, by the end of March 2006 have not been taken in their entirety, unless the Department of Defense Inspector General so certifies in writing to the President and oversight committees of Congress by June 1, 2006; and, if the State of Florida appropriates sufficient funds to relocate commercial tenants presently located at Cecil Field, Florida, appropriates sufficient funds to secure public-private ventures for all the personnel housing required by the Navy at Cecil Field to accomplish this relocation and turns over fee simple title to the property comprising the former Naval Air Station Cecil Field, including all infrastructure improvements that presently exist, to the Department on or before December 31, 2006, if the Commonwealth of Virginia and the municipal government of Virginia Beach, VA, and Chesapeake, VA, decline from the outset to take the actions required above or within 6 months of

the Commonwealth of Virginia and the municipal governments of Virginia Beach, VA, and Chesapeake, VA, failing to carry through with any of the actions set out above, whichever is later. The State of Florida may not encumber the title by any restrictions other than a reversionary clause in favor of the State of Florida and short-term tenancies consistent with the relocation of the Master Jet Base to Cecil Field. It shall be deemed that the actions prescribed to be taken by the State of Florida and the City of Jacksonville respectively by the end of 31 December 2006 have not been taken in their entirety unless the Department of Defense Inspector General so certifies in writing to the President and oversight committees of Congress by June 1, 2007. If the Commonwealth of Virginia and the municipal governments of Virginia Beach, VA, and Chesapeake, VA, fail to take all of the prescribed actions and the State of Florida meets the conditions established by this recommendation, the units and functions that shall relocate to Cecil Field will include but are not limited to all of the Navy F/A-18 strike fighter wings, aviation operations and support schools, maintenance support, training, and any other additional support activities the Navy deems necessary and appropriate to support the operations of the Master Jet Base.