

**RECORD VERSION**

**STATEMENT BY**

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**BEFORE THE**

**SUBCOMMITTEE ON MILITARY CONSTRUCTION  
AND VETERANS AFFAIRS, AND RELATED AGENCIES  
COMMITTEE ON APPROPRIATIONS  
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## **INTRODUCTION**

Mr. Chairman and members of the Subcommittee, it is a pleasure to appear before you to discuss the Army's Base Realignment and Closure (BRAC) Program. We appreciate the opportunity to discuss our program with you as we reach the final stages of implementing BRAC 2005. Thank you for your unwavering support to our Soldiers and their families serving our Nation around the world. They are and will continue to be the centerpiece of our Army, and they could not perform their missions so successfully without your steadfast support.

### **BRAC Program Highlights**

All BRAC activity takes place within the context of achieving the Army's goals of winning Overseas Contingency Operations, transforming from a Division-structured, forward-deployed force to one comprised of agile Brigade Combat Teams (BCT) stationed on U.S. soil and Growing the Army in a manner that facilitates the Army's ability to win decisively anytime, anywhere. The Army is committed to completing BRAC by September 15, 2011. Program funding and execution are on track to allow the Army to complete all BRAC 2005 actions by September 15, 2011. The Army will award the remaining BRAC 2005 construction projects in FY 2010, which will enable the completion of all BRAC closure and realignment actions within the statutory deadline. The Army portion of the BRAC 2005 construction program is worth \$13.4B and consists of 328 projects with only 33 remaining to award.

The Army has now closed three of the 12 major installations scheduled for closure under BRAC 2005, and has also closed Kelly Reserve Support Center near Pittsburgh, PA, and 21 other reserve installations. The three major installations closed are Kansas, Mississippi, and Lone Star Army Ammunition Plants (AAP), and the Army is on

schedule to close the fourth ammunition plant at Riverbank on March 31, 2010. The remaining nine major installation closure actions and the multitude of realignment, construction, and personnel movement actions along with all other BRAC implementation actions are on schedule to occur within the statutory deadline of September 15, 2011. The Army, in collaboration with the Local Reuse Authorities (LRA), is expediting property conveyance much faster than in previous BRAC rounds.

The Army is working to accelerate property conveyance actions to occur within six months of installation closure or realignment. This aggressive goal is often difficult to achieve, however, the Army is poised to work with affected communities to get the BRAC properties transferred into economic redevelopment. The Army has approved the first DoD Economic Development Conveyance (EDC) for a BRAC 2005 property. The EDC Memorandum of Agreement (MOA) between the Army and the Great Plains Development Authority for transfer of approximately 8,700 acres at Kansas Army Ammunition Plant was completed on 12 Feb 2010 and the deed for transfer of the first 2,600 acres was completed on 19 Feb 2010. The innovative EDC MOA was crafted in accordance with new authorities from the 2010 National Defense Authorization Act which allowed transfer at less than fair market value and incorporated revenue sharing with the community. The Army is also actively negotiating property transfer actions that are scheduled to convey property this fiscal year to BRAC 2005-affected local communities for economic redevelopment.

Fort Bliss, Texas, has the largest Operational Army BRAC movement action. The installation will essentially triple in size from the Soldiers and Family members moving to Fort Bliss and the surrounding communities. The Army is well underway in constructing new facilities to support this massive growth. The first two BCT complexes are now

complete, and the third is scheduled for the 2<sup>nd</sup> Quarter of FY11. The Army is also on schedule to complete major transformations of installations through BRAC 2005 at Aberdeen Proving Ground, MD, Fort Lee, VA, Fort Benning, GA, and Fort Knox, KY.

In support of the Reserve and National Guard transformation, the Army is eliminating excess antiquated, substandard and undersized infrastructure by closing 176 Federal Army Reserve Centers and 211 National Guard Armories (with State permission) and constructing 125 Armed Forces Reserve Centers (AFRCs). Twenty-seven of the New AFRCs will include units from multiple military services or will be located on other service installations. Multi-service co-location provides the opportunity for joint training, enhances readiness, and promotes a more powerful and efficient Army. The Army has awarded 112 Reserve Component BRAC projects. Twelve have been completed, 100 are under construction and awards are pending on thirteen. The total Reserve Component BRAC construction program is \$3.14B. A total of 22 Federal Army Reserve installations have been closed.

Fort Lee will transform from the Army's Logistics Center to the Army's Sustainment Center of Excellence under BRAC 2005. This will occur by consolidating the Transportation Center and School, the Ordnance Center and School, the Ordnance Munitions and Electronic Maintenance School with the Quartermaster Center & School, the Army Logistic Management College, and Combined Arms Support Command. Additionally, it will become home to the Joint Center for Consolidated Transportation Management Training, the Joint Center of Excellence for Culinary Training, the Consolidated Defense Commissary Agency Office and the Defense Contract Management Agency. Over \$1.2B in construction is occurring at Fort Lee with 100% of the new and renovated

facilities projects awarded, and scheduled for completion by Jun 2011. All functions are scheduled to be operational at Fort Lee by Sept 2011.

Aberdeen Proving Ground (APG) Maryland is undergoing significant mission growth under Base Realignment and Closure (BRAC) 2005. Transitioning from a soldier training focused installation to a research and development center involves a significant amount of construction, infrastructure improvements, installation services and community transformation. Ten phased BRAC construction projects are currently underway with the first facilities being ready for occupancy in July 2010 and all missions moved by September 2011. Improvement to communications, utilities and facility infrastructures are 75 percent complete. As of March 2010 1700 personnel or approximately 30% of the inbound professional and administrative personnel have already moved to APG. The varied organizations plan, develop, test, and integrate systems directly employed by the warfighter and missions activities are maintained throughout the relocations. All BRAC relocations will be accomplished by 15 Sep 2010.

### **BRAC 2005**

BRAC 2005 is carefully integrated with three other initiatives: Global Defense Posture Realignment (GDPR), Army Modular Force, and Grow the Army. Once implemented, the end results will yield tremendous savings, while positioning forces, logistics activities, and power projection platforms to effectively respond to the needs of the Nation.

As an essential component of Army transformation, BRAC 2005 decisions optimize infrastructure to support the Army's current and future force requirements. The elimination of Cold War-era infrastructure and the implementation of modern technology to consolidate activities free up

financial and human resources to allow the Army to better focus on its core war fighting mission. Under BRAC 2005, the Army will close 12 Active Component installations, 1 Army Reserve installation, 387 National Guard Readiness and Army Reserve Centers, and 8 leased facilities. BRAC 2005 establishes Training Centers of Excellence, Joint Bases, a Human Resources Center of Excellence, and Joint Technical and Research facilities. To accommodate the units relocating from the closing National Guard Readiness and Army Reserve Centers, BRAC 2005 creates 125 multi-component Armed Forces Reserve Centers and realigns U.S. Army Reserve command and control structure. By implementing BRAC 2005 decisions, the Active Army will maintain sufficient surge capabilities to expand to 45 maneuver brigades and handle dynamic contingencies, training, and operational demands now and into the future. BRAC 2005 better postures the Army for an increase in end strength by facilitating the Army's transformation to a modular force and revitalizing and modernizing the institutional Army through consolidation of schools and centers.

In total, over 150,000 Soldiers, and Army civilian employees will relocate under BRAC by September 15, 2011. The 1147 discrete actions required for the Army to successfully implement BRAC 2005 will place more than one third of the Army population in motion and create infrastructure aligned with the Army missions of today and into the foreseeable future. BRAC 2005 will enable the Army to become a more capable expeditionary force as a member of the Joint Team while enhancing the well-being of our Soldiers, civilians, and Family members living, working, and training on our installations.

## **BRAC 2005 Implementation Strategy**

The Army has an aggressive, carefully synchronized, fully resourced, Fiscal Year 2006-2011 BRAC implementation plan, designed to meet the September 15, 2011 deadline, while supporting our national security priorities. Our BRAC construction plan is fully coordinated and carefully synchronized with other Army initiatives to support our overall strategy for re-stationing, realigning, and closing installations while continuing to fully support ongoing missions and transformation. This construction plan identifies requirements, defines scope, and considers existing installation capacity and infrastructure needs. It is an extremely complex plan that requires intensive management of 328 construction projects, re-stationing actions, BRAC moves, and deployment timelines to allow the Army to implement the BRAC statute while supporting critical missions worldwide.

The Army has awarded 90% of the BRAC construction projects and the remaining Army BRAC 2005 construction projects are on track to be awarded in fiscal year 2010. This will enable the movement of units and personnel in fiscal years 2010 and 2011, with expected completion by the mandated BRAC 2005 deadline.

In fiscal year 2009, the Army awarded 87 projects. This represents our largest construction year for BRAC 2005. Fiscal year 2010 is our fifth and final year of BRAC construction. As we approach FY 2011, the last year of implementation for BRAC 2005, I must emphasize the importance of timely receipt of funding. This last program year includes funding to move our personnel and to transport the equipment to our gaining installations. These BRAC actions require the Soldiers, Army civilian employees, and their Families to move immediately following completion

of facilities, and the funding for the relocations must be obligated months prior to the actual moves to cover up-front real estate costs and house-hunting trips. We must place early FY 2011 orders for furniture and installed equipment for the facilities scheduled for completion in FY 2011, and some of the equipment has significant lead times before delivery. Much of the money is required for obligation in the first quarter of FY 2011.

Our most complex and technically challenging BRAC 2005 projects include the construction of the three four-star headquarters facilities – Forces Command, Training and Doctrine Command, and Army Materiel Command. In accordance with priorities established at the beginning of BRAC 2005 implementation, the Army is now completing these headquarters complexes during the final year of BRAC 2005. Each new facility will significantly improve the infrastructure of these centers of Army leadership and enable us to attract the best and brightest workforce to provide forces and train and equip the force into the future. The Army is awarding many of the complex BRAC 2005 construction projects in increments. These increments include projects at Fort Benning, Georgia, Fort Lee, Virginia, and Aberdeen Proving Ground, Maryland, which establish the Maneuver Center, the Combat Service Support Center, and the C4ISR mission, respectively, at these installations. The complexity of integrating these movements and many others in BRAC 2005 is a daunting task. The Army has based all of the intensive planning to include four-star level reviews, and rehearsal of concept (ROC) drills on the timely award of the fiscal year 2011 program. The BRAC budget request provides funding for furnishings for BRAC projects awarded in fiscal year 2006, 2007, 2008, and 2009 as the buildings reach completion and occupancy. The request also funds movement of personnel, transportation costs and equipment associated with BRAC Commission recommendations.

In fiscal year 2011, the Army will achieve closure, continue environmental cleanup, and convey property for the purpose of economic redevelopment in a timely manner. Experience from prior rounds of BRAC indicates that caretaking properties for extended periods costs the Army tens of millions of dollars, causes facilities to deteriorate, and results in lost economic opportunities for affected communities. The Army is working diligently with local redevelopment authorities to negotiate transfer terms utilizing all available conveyance authorities. We can achieve timely transfers while often realizing some value from the properties to offset the cost of BRAC implementation. Changes to the FY 2010 Defense Authorization Act provide additional flexibility to recognize economic challenges and convey property where current market demand may not support absorption of large tracts of Army property. Each BRAC property and affected community presents unique circumstances and no one solution can fit the needs of all communities and protect the interests of the American taxpayers. We now have the capability, authorities, and willingness of the parties to permit the timely conveyance of the remaining BRAC 2005 properties.

### **Prior BRAC**

Since Congress established the first Defense Base Closure and Realignment Commission in 1988 and then authorized the subsequent rounds in 1990, the Department of Defense has successfully executed four rounds of base closures to reduce and align the military's infrastructure to the current security environment and force structure. As a result, the Army estimates approximately \$13.5 billion in savings through 2009 – nearly \$1 billion in recurring, annual savings from prior BRAC rounds.

The Army is requesting \$73.6 million in fiscal year 2011 for prior BRAC rounds (\$5.2 million to fund caretaking operations and program

management of remaining properties and \$68.4 million for environmental restoration) to fund efforts at 147 sites at 14 prior BRAC installations. To date, the Army has spent \$3.1 billion on the BRAC environmental program for installations impacted by the previous four BRAC rounds. We disposed of 183,637 acres (88 percent of the total acreage disposal requirement of 209,292 acres), with 25,655 acres remaining.

### **SUMMARY**

In summary, the Army has a carefully coordinated and synchronized plan for implementing BRAC 2005 mandates while continuing to conduct critical missions in support of Overseas Contingency Operations and homeland defense. These initiatives are a massive undertaking, requiring the synchronization of base closures, realignments, military construction and renovation, unit activations and deactivations, and the flow of forces to and from current global commitments. It is a balanced program that supports our Soldiers, their Families, Army transformation, readiness, and worldwide commitments. Your support and the support of this committee are critical to the successful implementation of this plan.

Thank you again for the opportunity to appear before you today and for your continued support of America's Army.