

October 1993

ARMY FORCE STRUCTURE

The Relocation of the 513th Military Intelligence Brigade





United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-254292

October 7, 1993

The Honorable Dan Glickman
Chairman, Permanent Select Committee
on Intelligence
House of Representatives

The Honorable Dave McCurdy
Chairman, Subcommittee on Military
Installations and Facilities
Committee on Armed Services
House of Representatives

The Honorable Frank R. Lautenberg
United States Senate

The Honorable Frank Pallone, Jr.
House of Representatives

The Honorable Dick Zimmer
House of Representatives

You asked us to review the U.S. Army's plans to relocate certain elements of the 513th Military Intelligence Brigade from Fort Monmouth, New Jersey, and Vint Hill Farms Station, Virginia, to Fort Gordon, Georgia. Specifically, we developed information on the operational, training, and cost implications of the planned relocation and the effect of the relocation on the 513th and other organizations at Fort Monmouth.

Background

The 513th's primary mission is to provide theater-level, multidiscipline intelligence and electronic warfare support for U.S. Central Command activities in Southwest Asia and the Middle East. The brigade also provides direct support intelligence to the Third U.S. Army Headquarters and general support intelligence to the Army's Forces Command. The brigade performs intelligence collection, analysis, production, dissemination, and indications and warning activities for these customers.

The 513th Military Intelligence Brigade consists of a headquarters element and five battalions. Brigade headquarters, the 202nd Military Intelligence Battalion (responsible for human intelligence and counterintelligence), and the 297th Military Intelligence Battalion (responsible for all source

intelligence) are located at Fort Monmouth, New Jersey; the 201st Military Intelligence Battalion (responsible for signals and electronic warfare intelligence) is located at Vint Hill Farms Station, Virginia; the Foreign Military Intelligence Battalion (responsible for exploitation and technical intelligence) is located at Aberdeen Proving Grounds, Maryland; and the Low Intensity Conflict Battalion (responsible for theater-level aerial signals, electronic warfare, and imagery intelligence) is located in Orlando, Florida.

In August 1992, the Army proposed moving 513th personnel from Fort Monmouth and Vint Hill Farms Station to Fort Gordon. Brigade personnel assigned to Aberdeen and Orlando would remain at their present duty stations. Some 513th personnel began moving to Fort Gordon in August 1993. The Army plans to complete the relocation of all 938 personnel (557 from Fort Monmouth and 381 from Vint Hill Farms Station) and equipment by September 1994.

The Army has also announced plans to move selected missions and personnel from the 470th Military Intelligence Brigade in Panama to Fort Gordon by September 1995. The 470th currently supports the U.S. Southern Command but must relocate to the continental United States by 1999, as part of the Panama Canal Treaty Implementation Plan.

The Army plans to combine the 513th and 470th Military Intelligence Brigades into a single "Power Projection Brigade." The Army envisions the brigade deploying mobile equipment and high-capacity communications intelligence support forces into forward areas with combat units.

Results in Brief

Army officials based their decision to relocate certain elements of the 513th to Fort Gordon on operational considerations. Army officials believe that collocating these operational intelligence units will correct command and control and deployment concerns identified through lessons learned assessments after Operations Desert Shield and Desert Storm. However, either Fort Monmouth or Fort Gordon could meet the current wartime deployment requirements of the 513th.

Moving the 513th's operational intelligence units from Fort Monmouth and Vint Hill Farms Station to Fort Gordon should enhance unit training opportunities. Fort Gordon has a much greater availability of open training areas and on-post firing ranges to support brigade-level training.

Since 1982, about \$11 million has been invested at Fort Monmouth for facilities and other projects to support the 513th's operations. The Army's Communications-Electronics Command will move into space being vacated by the 513th at Fort Monmouth. The Army expects the relocation of the 513th to Fort Gordon to result in savings in construction and renovation costs, housing and cost-of-living allowances, and training costs.

Moving 513th units from Fort Monmouth to Fort Gordon should have no impact on the missions of either the 513th or other organizations that will remain at Fort Monmouth—the Army's Communications-Electronics Command and the Federal Bureau of Investigation's regional computer facility.

Operational, Training, and Cost Implications of Relocation

Lessons learned documents identified a number of operational, deployment, and training weaknesses experienced by the 513th during Operations Desert Shield and Desert Storm. Many weaknesses were attributed to the wide geographic dispersion of 513th operational units in the United States. However, specific weaknesses identified through lessons learned documents are classified and thus not addressed in this report.

Army officials told us that the decision to consolidate certain elements of the 513th at a single location was made for operational reasons. The officials believe that collocating the units will increase the overall effectiveness and efficiency of the 513th's mission, allow for a greater degree of unity of command, and ease crisis and wartime deployment.

Both Fort Gordon and Fort Monmouth have access to airfields capable of handling large military transport aircraft and deep water seaports for deployment purposes. Since the Army has not determined the final makeup and deployment requirements of the future Power Projection Brigade, we were unable to evaluate the advantages or disadvantages of either location to support future deployments.

Training opportunities would be enhanced by collocating the Fort Monmouth and Vint Hill Farms Station elements of the 513th at Fort Gordon. Fort Monmouth has about 150 acres available in two areas to replicate operational situations for brigade training, but this space has not been sufficient to set up the full complement of equipment and operational facilities used to conduct intelligence unit training. As a result, brigade exercises have been held at multiple locations to simulate deployed

operations. Fort Gordon, on the other hand, has over 30,000 acres of contiguous training area, which would permit brigade-level training. In addition, Fort Gordon has on-post firing ranges, which Fort Monmouth and Vint Hill Farms Station do not have.

The Army has spent \$11.2 million on construction and renovation projects solely for the 513th's use since its reactivation at Fort Monmouth in 1982. These projects included work mainly on barracks and operations buildings. The Base Realignment and Closure Commission recommended that the space being vacated at Fort Monmouth by the 513th be used by the Army's Communications-Electronics Command.

Even though the Army has not based the relocation of the 513th to Fort Gordon on cost savings, it expects savings will occur. The Army's Intelligence and Security Command estimated that the consolidation of the 470th and the 513th's Fort Monmouth and Vint Hill Farms Station units into a Power Projection Brigade at Fort Gordon will cost \$31 million in renovation and new construction costs. In response to congressional interest, the Intelligence and Security Command estimated that the costs to provide the same facilities at Fort Monmouth would be \$94 million. We reviewed the methodology for determining both estimates and found no reason to question the calculations. Fort Monmouth officials calculated a much lower cost to provide the facilities necessary for a Power Projection Brigade at Fort Monmouth, but they were unable to provide us with documentation sufficient to support their estimate.

The Intelligence and Security Command also estimated savings of about \$750,000 annually from lower housing and cost-of-living rates that would be paid to brigade personnel at Fort Gordon instead of Fort Monmouth and Vint Hill Farms Station. Command officials also estimated that these savings would pay for the expected moving costs from Fort Monmouth and Vint Hill Farms Station to Fort Gordon in about 2-1/2 years. The Command expects the Army to save a few million dollars a year when the Power Projection Brigade is fully staffed at Fort Gordon.

In addition, the Army expects the number of 513th headquarters management personnel to be reduced by consolidating the Fort Monmouth and Vint Hill Farms Station units. It also expects savings in training costs at Fort Gordon, since the brigade will be at a single location with sufficient space for exercises and will not need to travel to multiple locations to conduct training. However, the Army has made no estimates of expected management and training cost savings.

Effect of Relocation on Other Organizations

The move of the 513th from Fort Monmouth to Fort Gordon is not expected to have any adverse impact on the missions of either the 513th or other organizations at Fort Monmouth—the Army's Communications-Electronics Command and the Federal Bureau of Investigation's regional computer center.

Officials of both the Army's Communication-Electronics Command and the 513th agreed that there is no direct operational relationship between the two units. They said that, on occasion, program managers discuss certain equipment developed by the Command. Nevertheless, these discussions are informal and are not critical to either unit's mission. Officials of the Federal Bureau of Investigation told us that their computer center personnel at Fort Monmouth have no interaction with the 513th.

Agency Comments

The Department of Defense provided written comments on a draft of this report. The Department concurred with the report's findings and conclusions as presented (see app. D).

Scope and Methodology

We reviewed and analyzed relevant planning and decision documents associated with the relocation of the 513th Military Intelligence Brigade. We visited the Army's Intelligence and Security Command Headquarters, Fort Belvoir, Virginia; the 513th Military Intelligence Brigade Headquarters, the 202nd and 297th Military Intelligence Battalions, the Army's Communications-Electronics Command, and the Federal Bureau of Investigation, Fort Monmouth, New Jersey; and the 201st Military Intelligence Battalion, Vint Hill Farms Station, Warrenton, Virginia. Additionally, we toured the facilities intended for future use by the 513th at Fort Gordon, Georgia.

We conducted our review from March through June 1993 in accordance with generally accepted government auditing standards.

We are sending copies of this report to the Secretary of Defense, the Secretary of the Army, and the Director of the Federal Bureau of Investigation. We will also make copies available to other interested parties on request.

If you or your staff have any questions about this report, please call me on (202) 512-3504. Major contributors to this report are listed in appendix II.

A handwritten signature in cursive script that reads "Richard Davis".

Richard Davis
Director, National Security
Analysis

Comments From the Department of Defense



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ASSISTANT SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301-3040

17 August 1993

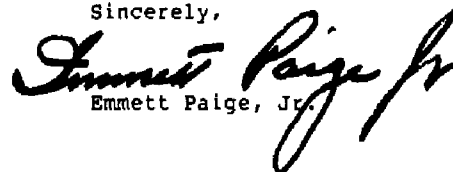
Mr. Frank C. Conahan
Assistant Comptroller General
National Security and International
Affairs Division
U.S. General Accounting Office
Washington, DC 20548

Dear Mr. Conahan:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, "ARMY FORCE STRUCTURE: The Relocation of the 513th MI Brigade, dated August 5, 1993 (GAO Code 701005/OSD Case 9487).

The DoD reviewed the draft and agrees with the report findings and conclusions. The Department appreciates the opportunity to comment on the draft.

Sincerely,


Emmett Paige, Jr.

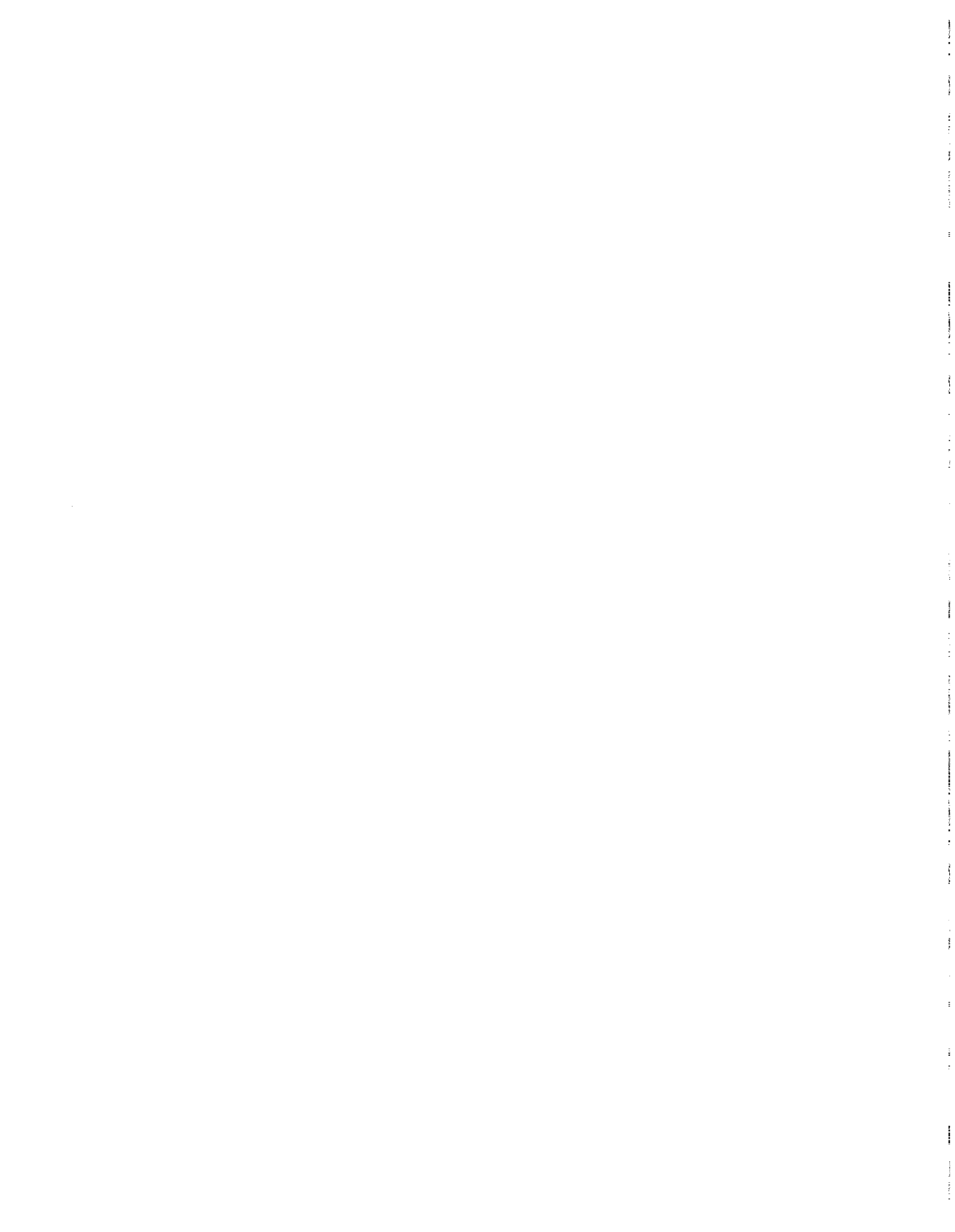
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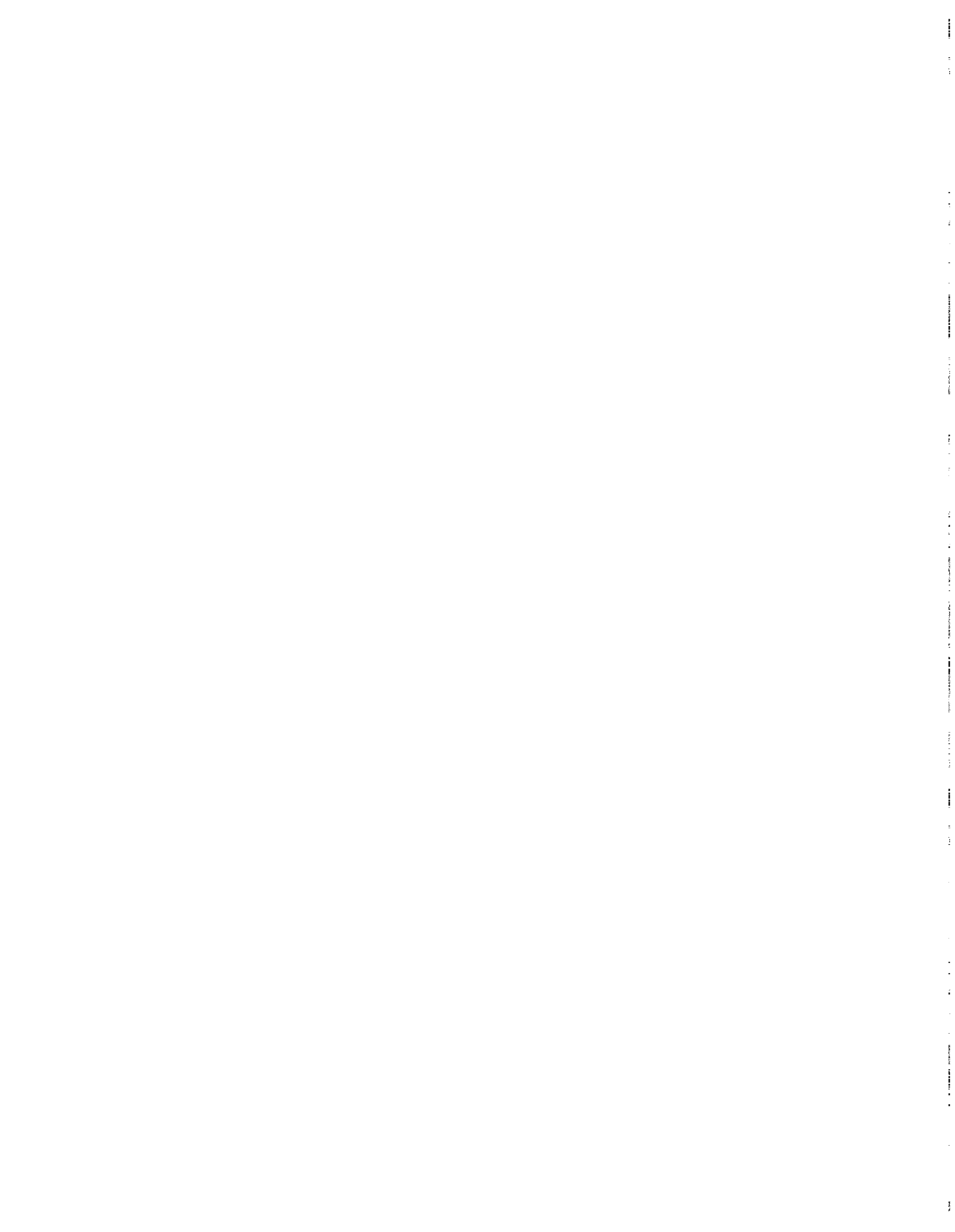
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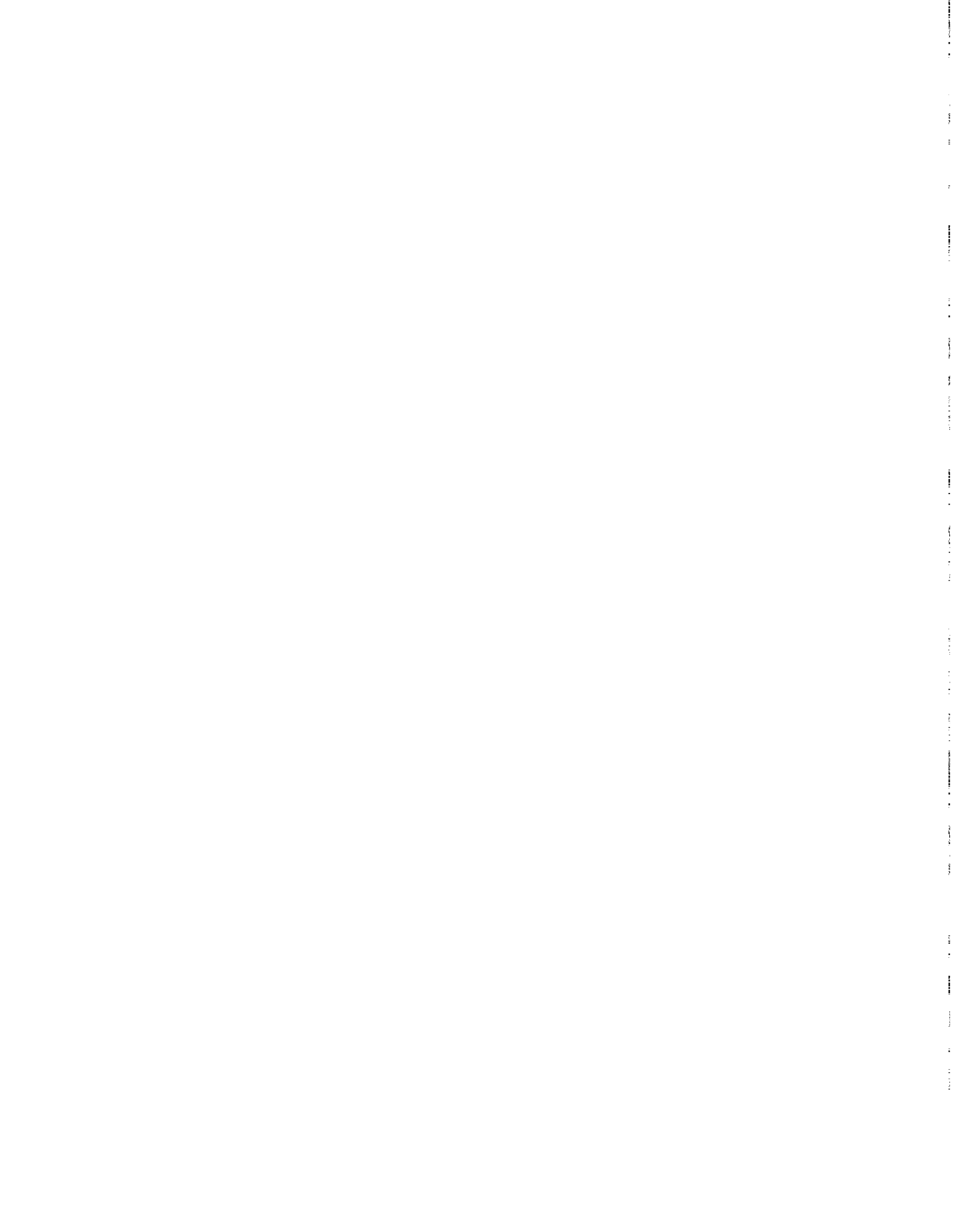
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