



# JOINT CROSS-SERVICE GROUPS (JCSGs):

## EDUCATION AND TRAINING

### AVIATION LOGISTICS SCHOOL

RECOMMENDATION # 120 (E&T 5)

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

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Realign Fort Eustis, VA, by relocating the Aviation Logistics School and consolidating it with the Aviation Center and School at Fort Rucker, AL.

### SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation consolidates Aviation training and doctrine development at a single location. Consolidating Aviation Logistics training with the Aviation Center and School fosters consistency, standardization, and training proficiency. It consolidates both Aviation skill level I-producing courses at one location, which allows the Army to reduce the total number of Military Occupational Skills training locations (reducing the TRADOC footprint). Additionally, it enhances military value, supports the Army's Force Structure Plan, and maintains sufficient surge capability to address unforeseen requirements. It improves training capabilities while eliminating excess capacity at institutional training installations. This provides the same or better level of service at a reduced cost. This recommendation supports Army Transformation by collocating institutional training, MTOE units, RDT&E organizations, and other TDA units in large numbers on single installations to support force stabilization and engage training.

### COMMUNITY CONCERNS

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The Fort Eustis community expressed concerns that consolidation of the Aviation Logistics School and the Aviation School would not create synergies since officer flight training and maintenance enlisted personnel training call for very different skill sets. They were concerned that the move of the school would damage sophisticated training devices in transit and degrade training. They questioned the adequacy of Fort Rucker's infrastructure and off-post instructor candidate pool. Finally, they maintained that DoD understated costs and overstated savings.

### COMMISSION FINDINGS

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The Commission found excessive manpower savings attributed to the consolidation of the Aviation Logistics School and the Aviation School. Correcting DoD's error reduced military manpower savings from 530 spaces to 104 spaces—eliminating 426 spaces initially claimed as military savings and reducing annual dollar savings by 73 percent. In response to the Commission, the Department reviewed military construction requirements and reduced its estimated future military construction costs by nearly \$200 million, to \$199.5 million. While the reduced construction estimates somewhat offset the reduced annual savings, the Commission found that the adjusted payback period was still 45 years. The Commission found that the justification for consolidation rested solely on the non-cost elements of the proposal and that the marginal potential improvements in military value did not justify or support a net investment cost of \$290.3 million.

## COMMISSION RECOMMENDATIONS

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The Commission finds that the Secretary of Defense deviated substantially from final selection criteria 4 and 5 and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary.

### COMBAT SERVICE SUPPORT CENTER

RECOMMENDATION # 121 (E&T 6)

ONE-TIME COST:	\$754.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$131.8M)
20-YEAR NET PRESENT VALUE	(\$934.2M)
PAYBACK PERIOD:	6 YEARS

## SECRETARY OF DEFENSE RECOMMENDATION

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Realign Fort Eustis, VA, by relocating the Transportation Center and School to Fort Lee, VA. Realign Aberdeen Proving Ground, MD, by relocating the Ordnance Center and School to Fort Lee, VA. Realign Redstone Arsenal, AL, by relocating the Missile and Munitions Center to Fort Lee, VA. Consolidate the Transportation Center and School and the Ordnance Center and School with the Quartermaster Center & School, the Army Logistic Management College, and Combined Arms Support Command to establish a Combat Service Support Center at Fort Lee, VA.

## SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation consolidates Combat Service Support training and doctrine development at a single installation, which promotes training effectiveness and functional efficiencies. The moves advance the Maneuver Support Center (MANSCEN) model currently in place at Fort Leonard Wood, MO, which consolidates the Military Police, Engineer, and Chemical Centers and Schools. This recommendation improves the MANSCEN concept by consolidating functionally related branch centers and schools. It enhances military value, supports the Army's Force Structure Plan, and maintains sufficient surge capability to address unforeseen requirements. It improves training capabilities while eliminating excess capacity at institutional training installations. This provides the same or better level of service at a reduced cost. This recommendation supports Army Transformation by collocating institutional training, MTOE units, RDT&E organizations, and other TDA units in large numbers on single installations to support force stabilization and engage training.

## COMMUNITY CONCERNS

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The Fort Lee community expressed its support for the creation of the Center and indicated that it is well equipped to handle the proposed expansion.

The community associated with Fort Eustis pointed out issues hindering rail and maritime training at Fort Lee, specifically the lack of a deepwater port and the expense of replicating the major training assets already existing at Fort Eustis. Based on the belief that some training would have to remain at Fort Eustis, the community maintained that all training should remain, and they urged the Commission to reject the DoD proposal.

The Redstone Arsenal community requested reconsideration of the EOD Training Department move to Fort Lee, citing critical EOD training support provided to the FBI Hazardous Devices School, a national resource in the fight against terrorists and one that should not be disrupted by BRAC.

## COMMISSION FINDINGS

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The Commission found the capacity of Fort Lee sufficient to meet the new training requirements created by consolidating four schools onto the installation, except for insufficient land and space available to conduct Warrior Training involving heavy weapons and explosives. The Commission determined that the shortfall can be successfully mitigated by the use of nearby training sites at Fort Pickett, which has sufficient acreage to support all requirements.

The Commission also found that Fort Lee does not have access to a deepwater port. Since deepwater training is part of the Transportation School curriculum, some deepwater training must still be conducted at Fort Eustis, and therefore the Commission specifies that the movement of the Transportation School to Fort Lee does not prevent the conduct of training at Fort Eustis when required.

During the Commission's review of DoD's proposal, concerns were raised that the prerogative for assigning optimal training locations for combat service support courses might be legally constrained by a Commission decision to centralize all combat service support training, especially since combat service support training courses are currently conducted at several locations across the nation. The Commission notes that consolidation of the four schools at Fort Lee must not be interpreted in any way as a requirement that all combat service support training be conducted at Fort Lee. The Commission finds that the location of any course or any part of a course shall continue to be at the discretion of the Department based on both effectiveness and efficiency.

The Commission found that the Department calculated only the costs for the move of that portion of the museums associated with the schools' manning documents. DoD costing did not include new museum construction or other movement of artifacts, documents, or exhibits as part of the BRAC proposal. The Commission finds that further museum actions will be left for future decision by DoD.

Last, the Commission conducted an in-depth review of projected construction costs, the accuracy of which was challenged by locally generated estimates. The Commission found that while the DoD estimate is probably low, the correction would not be as high as the locally generated estimate. Factoring in cost reductions created by leaving deepwater training at Fort Eustis, the recommendation's payback period was extended by only a year and a half, which does not amount to a substantial deviation.

## COMMISSION RECOMMENDATIONS

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

### JOINT CENTER FOR CONSOLIDATED TRANSPORTATION MANAGEMENT TRAINING

RECOMMENDATION # 122 (E&T 7)

ONE-TIME COST:	\$1.5M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$1.3M)
20-YEAR NET PRESENT VALUE:	(\$18.0M)
PAYBACK PERIOD:	1 YEAR

## SECRETARY OF DEFENSE RECOMMENDATION

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Realign Lackland Air Force Base, TX, by relocating the Transportation Management training to Fort Lee, VA.

## SECRETARY OF DEFENSE JUSTIFICATION

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Eliminates redundancy. "Train as we fight: jointly." Consolidates like schools while preserving service-unique culture. Although Lackland Air Force Base, TX, has a higher military value than Fort Lee, VA, it is the military judgment of the JCSG that consolidation at the location with the largest amount of transportation training produces the greatest overall military value to the Department. Uses Inter-service Training Review Organization (ITRO) as the baseline.

## COMMUNITY CONCERNS

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There were no formal expressions from the community.

## COMMISSION FINDINGS

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The Commission found no reason to disagree with the Secretary's recommendation and justification. The Commission believes that locating all transportation management training at one location will provide significant joint benefits, enhance intra-service procedures, and reduce training duplication. The Commission also believes that course curriculums can be developed to provide service-unique training where necessary. In sum, the proposal was found to increase military value without posing undue risks of mission disruption.

## COMMISSION RECOMMENDATIONS

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

### JOINT CENTER OF EXCELLENCE FOR CULINARY TRAINING

RECOMMENDATION # 123 (E&T 8)

ONE-TIME COST:	\$5.4M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$1.0M)
20-YEAR NET PRESENT VALUE:	(\$15.7M)
PAYBACK PERIOD:	2 YEARS

## SECRETARY OF DEFENSE RECOMMENDATION

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Realign Lackland Air Force Base, TX, by relocating Culinary Training to Fort Lee, VA, establishing it as a Joint Center of Excellence for Culinary Training.

## SECRETARY OF DEFENSE JUSTIFICATION

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Consolidates Culinary Training at the installation with the largest Service requirement. Eliminates redundancy and costs. Provides the Services with culinary training under Inter-service Training Review Organization. It is the military judgment of the JCSG that consolidation at the location with the largest amount of culinary training produces the greatest overall military value to the Department through increased training efficiency at a lower cost.

## COMMUNITY CONCERNS

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There were no formal expressions from the community.

## COMMISSION FINDINGS

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The Commission's review and analysis confirmed the Secretary's recommendation and justification. The Commission's approval of this recommendation endorses the concept of centers of excellence as a means of enhancing jointness and promoting transformation.

The Commission found, however, that the ultimate cost of this recommendation is still unclear.

The Commission also found that after many years of previous consolidation with the Air Force, the Navy had begun making plans, prior to BRAC, to move its culinary training program from Lackland Air Force Base to Great Lakes Naval Base. The Navy cited differences in service-unique and cultural issues as the reason for de-consolidating culinary training. While the Commission's approval of DoD's recommendation will move the Navy's program to Fort Lee, the Commission cautions DoD to carefully implement the program to accommodate service-specific needs.

## COMMISSION RECOMMENDATIONS

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

### JOINT CENTER OF EXCELLENCE FOR RELIGIOUS TRAINING & EDUCATION

RECOMMENDATION # 124 (E&T 9)

ONE-TIME COST:	\$1.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$0.9M)
20-YEAR NET PRESENT VALUE:	(\$11.9M)
PAYBACK PERIOD:	1 YEAR

## SECRETARY OF DEFENSE RECOMMENDATION

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Realign Maxwell Air Force Base, AL; Naval Air Station Meridian, MS; and Naval Station Newport, RI; by relocating religious training and education to Fort Jackson, SC, establishing a Joint Center of Excellence for religious training and education.

## SECRETARY OF DEFENSE JUSTIFICATION

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Consolidation at Fort Jackson, SC, creates a synergistic benefit by having each Service's officer and enlisted programs conducted in close proximity to operational forces. Realized savings result from consolidation and alignment of similar officer and enlisted educational activities and the merging of common support functions. This recommendation supports the following DoD transformational options: (1) establish center of excellence for joint education and training by combining like schools and (2) establish joint officer and enlisted specialized skills training.

## COMMUNITY CONCERNS

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There were no formal expressions from the community.

## COMMISSION FINDINGS

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The Commission found no reason to disagree with the Secretary's recommendation and justification. The Commission believes a Joint Center for Religious Education and Training at Fort Jackson will provide significant jointness benefits to the Chaplain Corps, and better prepare chaplains to comfortably minister to members of all service branches. The Commission also believes that during DoD implementation, course curricula can be developed to achieve both goals of consolidating training where appropriate, and providing service-unique training where necessary.

## COMMISSION RECOMMENDATIONS

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

## JOINT STRIKE FIGHTER INITIAL JOINT TRAINING SITE

RECOMMENDATION # 125 (E&T 10)

ONE-TIME COST:	\$199.1M
ANNUAL RECURRING COSTS/(SAVINGS):	\$3.3M
20-YEAR NET PRESENT VALUE:	\$226.3M
PAYBACK PERIOD:	NEVER

### SECRETARY OF DEFENSE RECOMMENDATION

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Realign Luke Air Force Base, AZ, by relocating to Eglin Air Force Base, FL, a sufficient number of instructor pilots and operations support personnel to stand up the Air Force's portion of the Joint Strike Fighter (JSF) Initial Joint Training Site, hereby established at Eglin Air Force Base, FL. Realign Marine Corps Air Station Miramar, CA, by relocating to Eglin Air Force Base, FL, a sufficient number of instructor pilots and operations support personnel to stand up the Marine Corps' portion of the JSF Initial Joint Training Site, hereby established at Eglin Air Force Base, FL. Realign Naval Air Station Oceana, VA, by relocating to Eglin Air Force Base, FL, a sufficient number of instructor pilots, operations, and maintenance support personnel to stand up the Navy's portion of the JSF Initial Joint Training Site, hereby established at Eglin Air Force Base, FL. Realign Sheppard Air Force Base, TX, by relocating to Eglin Air Force Base, FL, a sufficient number of frontline and instructor-qualified maintenance technicians and logistics support personnel to stand up the Air Force's portion of the JSF Initial Joint Training Site, hereby established at Eglin Air Force Base, FL. Realign Naval Air Station Pensacola, FL, by relocating to Eglin Air Force Base, FL, a sufficient number of frontline and instructor-qualified maintenance technicians and logistics support personnel to stand up the Department of the Navy's portion of the JSF Initial Joint Training Site hereby established at Eglin Air Force Base, FL.

### SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation establishes Eglin Air Force Base, FL, as an Initial Joint Training Site that teaches entry-level aviators and maintenance technicians how to safely operate and maintain the new Joint Strike Fighter (JSF) (F-35) aircraft. The Department is scheduled to take delivery of the F-35 beginning in 2008. This joint basing arrangement will allow the Interservice Training Review Organization process to establish a DoD baseline program in a consolidated/joint school with curricula that permit services latitude to preserve service-unique culture and a faculty and staff that brings a "Train as we fight: jointly" national perspective to the learning process.

### COMMUNITY CONCERNS

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The Sheppard AFB, TX, community endorsed the concept of establishing a single test site for the JSF program and did not voice concerns over its being located at Eglin Air Force Base. The community did request, however, that Sheppard Air Force Base be considered as a candidate installation for JSF maintenance training after the initial JSF proof-of-concept is completed.

The Pensacola, FL, community acknowledged that locating the planned JSF test center at Eglin Air Force Base was good for the Florida Gulf region, which includes the Pensacola area.

### COMMISSION FINDINGS

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The Commission found no reason to disagree with the Secretary's recommendation and justification. The Commission understands that establishing an initial training site for the Joint Strike Fighter at Eglin Air Force Base will support the learning process for this new-generation aircraft. Careful implementation should enable DoD to harness the best aspects of each service branch while still meeting service-unique requirements.

### COMMISSION RECOMMENDATIONS

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

## NET FIRES CENTER

RECOMMENDATION # 126 (E&T 12)

ONE-TIME COST:	\$247.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$42.6M)
20-YEAR NET PRESENT VALUE:	(\$319.1M)
PAYBACK PERIOD:	6 YEARS

### SECRETARY OF DEFENSE RECOMMENDATION

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Realign Fort Bliss, TX, by relocating the Air Defense Artillery (ADA) Center & School to Fort Sill, OK. Consolidate the ADA Center & School with the Field Artillery Center & School to establish a Net Fires Center.

### SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation consolidates Net Fires training and doctrine development at a single location. The moves advance the Maneuver Support Center (MANSCEN) model, currently in place at Fort Leonard Wood, which consolidated the Military Police, Engineer, and Chemical Centers and Schools. This recommendation improves the MANSCEN concept by consolidating functionally related branch centers and schools, fostering consistency, standardization, and training proficiency. It also facilitates task force stabilization by combining operational forces with institutional training. In addition, it consolidates both ADA and Field Artillery skill level I courses at one location, allowing the Army to reduce the total number of Military Occupational Skills training locations (reducing the TRADOC footprint). Additionally, it enhances military value, supports the Army's Force Structure Plan, and maintains sufficient surge capability to address unforeseen requirements. It improves training capabilities while eliminating excess capacity at institutional training installations. This provides the same or better level of service at a reduced cost. This recommendation supports Army Transformation by collocating institutional training, Modification Table of organization and Equipment (MTOE) units, research, development, test and evaluation (RDT&E) organizations, and other TDA units in large numbers on single installations to support force stabilization and engage training.

### COMMUNITY CONCERNS

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The Fort Bliss community agreed with the concept of consolidating the ADA and Field Artillery schools to create a Net Fires Center but believed it should be located at Fort Bliss because it would be less expensive at Fort Bliss, and Fort Bliss's missile ranges and maneuver space can accommodate the schools better than Fort Sill. For example, ADA missiles can be live-fired at Fort Bliss. Community representatives maintained that moving the ADA school to Fort Sill would degrade U.S. air defense weapon systems development and allied missile training conducted at Fort Bliss. They claimed that Fort Bliss is large enough to retain all units currently stationed there as well as the 1st Armored Division and that greater opportunity for stabilization exists at Fort Bliss because it will have more units than Fort Sill.

### COMMISSION FINDINGS

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The Commission found DoD's recommendation consistent with the Final Selection Criteria and the Force Structure Plan. The Commission carefully considered the seven major concerns raised by the Fort Bliss community. While it is true that ADA missiles cannot be live-fired at Fort Sill, the Commission found that the Army does not require live-firing of these missiles at Fort Sill. Similarly, the Commission found that sufficient training space exists at Fort Sill to accomplish the mission. Related to the concern that U.S. weapons system development and testing at Fort Bliss would be adversely impacted by relocating the ADA school and units to Fort Sill, the Commission found that development and testing are not tied to the location of these organizations and that these functions are principally the responsibility of other organizations. Moreover, the Commission found that training foreign allies at Fort Bliss is independent of the BRAC process, and allies would be free to choose to train at either Fort Bliss or Fort Sill. The Commission found compelling the Army's argument that the highest military value of both forts was obtained by relocating the ADA units from Fort Bliss to Fort Sill, including force and family stabilization. Related to the concern that cost savings would be improved substantially by retaining ADA units at Fort Bliss while assigning other units to Fort Bliss, the Commission found that the approved recommendation correctly prioritized

gains in military value relating to mission requirements, warfighting, training, and deployability, rather than generating higher potential cost savings from collocating all units of concern at Fort Bliss.

## COMMISSION RECOMMENDATIONS

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

### PRIME POWER TO FORT LEONARD WOOD, MO

RECOMMENDATION # 127 (E&T 13)

ONE-TIME COST:	\$6.0M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$0.5M)
20-YEAR NET PRESENT VALUE:	(\$0.8M)
PAYBACK PERIOD:	16 YEARS

## SECRETARY OF DEFENSE RECOMMENDATION

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Realign Fort Belvoir, VA, by relocating Army Prime Power School training to Fort Leonard Wood, MO.

## SECRETARY OF DEFENSE JUSTIFICATION

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The United States Army Prime Power School courses taught at Fort Belvoir, VA, are Engineer Branch courses. The United States Army Engineer Center at Fort Leonard Wood, MO, serves as the Service engineer proponent. The common-core phases of engineer courses are already taught at Fort Leonard Wood. This realignment consolidates engineer courses at Fort Leonard Wood, MO. Consolidate like schools while preserving service-unique culture. The United States Army Engineer School trains other services under the Inter-service Training Review Organization.

## COMMUNITY CONCERNS

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There were no formal expressions from the community.

## COMMISSION FINDINGS

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The Commission found that while the recommendation has a small net savings, it successfully achieves the purpose of consolidating engineering courses at one location. In addition, the new facilities would significantly improve safety and training. The Commission's review and analysis identified one issue involving a loss of the close relationship between the school and the 249th Engineer Battalion (Prime Power), the only prime power battalion in the Army. The Army is reviewing the battalion's location and has the authority and the means to move the battalion outside the BRAC process.

## COMMISSION RECOMMENDATIONS

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



## UNDERGRADUATE PILOT AND NAVIGATOR TRAINING

RECOMMENDATION # 128 (E&T 14)

ONE-TIME COST:	\$71.7M
ANNUAL RECURRING COSTS/(SAVINGS):	(\$18.3M)
20-YEAR NET PRESENT VALUE:	(\$174.2M)
PAYBACK PERIOD:	4 YEARS

### SECRETARY OF DEFENSE RECOMMENDATION

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Realign Moody Air Force Base, GA, as follows: Relocate the Primary Phase of Fixed-wing Pilot Training to Columbus Air Force Base, MS; Laughlin Air Force Base, TX; and Vance Air Force Base, OK. Relocate Introduction to Fighter Fundamentals Training for Pilots to Columbus Air Force Base, MS; Laughlin Air Force Base, TX; Randolph Air Force Base, TX; Sheppard Air Force Base, TX; and Vance Air Force Base, OK. Relocate Introduction to Fighter Fundamentals Training for Weapons Systems Officers to Columbus Air Force Base, MS; Laughlin Air Force Base, TX; Sheppard Air Force Base, TX; and Vance Air Force Base, OK. Relocate Introduction to Fighter Fundamentals Training for Instructor Pilots to Randolph Air Force Base, TX.

Realign Randolph Air Force Base, TX, by relocating Undergraduate Navigator Training to Naval Air Station Pensacola, FL.

### SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation will realign and consolidate the Air Force's primary phase of undergraduate flight training functions to reduce excess/unused basing capacity, eliminate redundancy, enhance jointness for Undergraduate Navigator Training/Naval Flight Officer (NFO) training, reduce excess capacity, and improve military value.

The basing arrangement that flows from this recommendation will allow the Inter-service Training Review Organization process to establish a DoD baseline program in Undergraduate Navigator Training/NFO with curricula that permit services latitude to preserve service-unique culture and a faculty and staff that brings a "Train as we fight: jointly" national perspective to the learning process.

### COMMUNITY CONCERNS

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No concerns were formally expressed by elected officials or organized civic organizations; however, individual citizens near Moody Air Force Base expressed concerns about the loss of contractor jobs.

### COMMISSION FINDINGS

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The Commission found no reason to disagree with the Secretary's recommendation or justification. The Commission understands the proposal will realign training to other installations where the same mission already exists, maintenance facilities are established, and capacity to absorb the mission is adequate. As a result, the Commission finds the recommendation appropriately enhances military value at reasonable cost.

### COMMISSION RECOMMENDATIONS

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

## POST GRADUATE EDUCATION

RECOMMENDATION # 197 (ADD)

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

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## SECRETARY OF DEFENSE RECOMMENDATION

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

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## SECRETARY OF DEFENSE JUSTIFICATION

None.

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## COMMUNITY CONCERNS

Community leaders from the Dayton, OH, and Monterey, CA, areas expressed nearly identical arguments concerning the Naval Postgraduate School (NPS) and the Air Force Institute of Technology (AFIT), pointing out the schools' service-specific focus, their successful partnerships with nearby private education institutions, the significance and scope of their non-resident postgraduate programs, and the national benefits of their research.

Specifically, Monterey advocates expressed significant concern about merging Defense Language Institute (DLI) programs with other institutions due to differences in missions, programs, and student body (primarily enlisted personnel fresh from basic training). They also argued relocation would devastate DLI because it would lose much of its faculty, comprised mainly of non-citizen native-speaking personnel. They also noted that the city of Monterey provides maintenance services worth millions of dollars.

Dayton questioned the accuracy of DoD costs and savings estimates and claimed an independent analysis showed no savings would be realized by the proposal to move AFIT to Monterey, CA. Similarly, they questioned the accuracy of the DoD's data supporting AFIT's Military Value scores. According to their independent analysis, AFIT's scores were nearly identical to NPS. They noted AFIT facilities are recently built and state-of-the-art; Ohio's financial support (\$51 million since 1996) enables military students to attend state universities free of charge; and the availability of significantly more unrestricted buildable land than at NPS. They asserted consolidation of schools at Dayton would save DoD millions per year in housing allowances and locality pay due to differences in the cost of living.

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## COMMISSION FINDINGS

The Commission found that both the Naval Postgraduate School and the Air Force Institute of Technology provide unique graduate-level education programs to service members and DoD personnel. The uniqueness of these programs is characterized by (1) their focus on the service issues, challenges, and systems directly affecting the participants, (2) their successful partnerships with private education institutions, (3) the significance and scope of their non-resident postgraduate programs, and (4) the national benefits of their research.

While the Commission found that consolidation of the schools would generate cost savings, it also determined that such actions could potentially degrade the military value of both institutions and the quality of their program graduates. For example, consolidation could jeopardize the accreditation of the institutions, and force the cancellation of research projects that support operations of our Combatant Commanders.

School consolidation and privatization are not the only alternatives for reducing personnel and infrastructure costs. In December of 2002, the Secretaries of the Air Force and Navy developed a Memorandum of Understanding, commonly called the Educational Alliance, to improve coordination between the Naval Postgraduate School and the Air Force Institute of Technology. Joint boards for meteorology, space, acquisition, and aeronautical engineering were established, and some programs in these areas were consolidated. However, primarily because the Alliance has no enforcement powers, little else

has been achieved despite the fact that the group's studies identified significant duplication in curriculums between the schools, underemphasized collaboration opportunities, research that could be shared, and significant unused capacity.

The Commission finds that, under its present charter, the joint service Educational Alliance has no authority to impose change regardless of the findings of its study groups. As a result, the tough issues mentioned above that could result in significant savings and improvement remain unaddressed. The Commission believes that rather than continuing as two schools focused on individual service needs, they can and need to be transformed into a joint program with two schools working together to meet joint needs. The Commission finds that an empowered Board free from individual service branch and school institutional pressures could address issues facing the schools and provide the non-service focused direction needed to transform the Naval Postgraduate School and Air Force Institute of Technology into a truly joint system of education.

## COMMISSION RECOMMENDATIONS

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

Realign the Naval Postgraduate School, Monterey, CA, and the Air Force Institute of Technology, Wright-Patterson Air Force Base, OH, by forming a new and permanent oversight board responsible for curriculum review and approval, and program development for the resident and non-resident degree-granting programs at both schools. This Board—consisting of an equal number of members from the governing boards of each school, civilian education authorities recommended by the U.S. Secretary of Education, and other education officials as designated by the Secretary of Defense—will be chartered by the office of the Secretary of Defense and will provide a formal report of its actions and accomplishments to that office biannually. The Board's duties will consist of those actions listed as "Goals" in the Memorandum of Agreement that formed an Educational Alliance between the Secretaries of the Air Force and Navy on December 4, 2002. This Board will be located in the National Capital Region. By this recommendation, the newly formed board will also have the authority to:

- take action to eliminate unnecessary curricula and program duplication;
- identify, approve, and implement programs of collaboration in research and instruction between the schools, and;
- expand nonresident programs and arrangements with private institutions of higher learning to meet common curriculum and non-Department of Defense focused class requirements.

The Commission finds 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.