CHAPTER VIII

IN RETROSPECT

At the opening of this History with the creation of Huntsville Division for the SENTINEL mission in 1967, the observation was made that the unit was a unique formation born out of unprecedented need in the deployment of a nationwide BMD system. No other Corps division had been mobilized for a single task: no other division had its wide geographic responsibility; no other division had to plan, execute. and manage a procurement like the GFP program for the BMD mission. Though the Division is now nine years old and the BMD mission had largely come and gone, the organization retain its legacy of uniqueness within the Corps of Engineers. Several post-BMD missions have underscored the fact that the Divison's record of achievement in specialized engineering and procurement tasks has made it a valuable asset to the Corps, the Army, and the nation.

As this History has recounted, the Division was specifically chartered to engineer and construct facilities for the nation's first and only BMD deployment. Although two years have now passed since completion, deactivation, and dismantling of the Grand Forks sites and five years have elapsed since the SALT I Treaty effectively terminated BMD deployment, a definitve judgment about the performance of the facilities must remain speculative. The criteria for the buildings are still confidential for security reasons, and because of this secrecy, it is presently impossible for the layman to accurately assess just how successfully the criteria delineated by SAFSCOM were met. In any case, the abandonment of deployment in the wake of the ABM Treaty makes the question largely academic in 1977.

What can be said with certainty is that as a military engineering mission, SENTINEL (and later, SAFEGUARD) qualifies as one of the most demanding feats in the history of the U.S. Army. It is the belief of this author that leaving questions of its wisdom or worth aside, it will eventually be judged one of the boldest engineering endeavors of all time. In stringency of design parameters, the BMD system should be put into the same category as the MANHATTAN Project or the space program that culminated in the 1969 Apollo XI moon landing. The starkly simple geometric forms that now rise above the wheat fields of North Dakota belie the solution of not one or two but many complex, often conflicting, engineering requirements for hardening and habitability under the most extreme conditions of nuclear holocaust. That the design was done at all is impressive; it becomes little short of amazing when the

high pressures of scheduling and funding prevailing in 1968 and 1969 are considered. The same might be said of the contracting and construction under the largest single contract awarded up to that time by the Corps of Engineers. Though there will never be any testimonial inscriptions emplaced there, the Grand Forks SAFEGUARD buildings stand as their own silent witness to American ingenuity in general and the engineering and constructional ability of the Corps and its contractors in particular.

As has been seen, the Army's BMD program was first the victim of public controversy, then of arms limitation talks which cut short the deployment and ultimately abolished it altogether. Before this transpired, however, another singular factor materialized out of the BMD program. This was the decision for maximum standardization among and between facilities, and the subsequent procurement of large quantities of standard items through GFP procedures. From FY 1969 through FY 1974 the Division awarded 130 contracts for tactical support equipment, support of the SAFEGUARD Central Training Facility, and for repair parts and consumable items. These contracts totalled approximately \$62.5 million; the total would have been many times greater had the program not been prematurely terminated. Without speculating on the exact amount that might have been saved, it can be said that the SAFEGUARD experience demonstrated the workability of the GFP concept, would have resulted in some cost reductions, and would have permitted the deployment to continue smoothly on its tight schedule. For these reasons, the SAFEGUARD GFP-procurement was historic to the Corps; it was historic to Huntsville Division because it created the team expertise that later brought the Postal and Saudi Arabian GFP assignment procurement missions.

In retrospect, it appears that the most important ingredient in the Division's success in the BMD program was the unusually experienced staff attracted to the SENTINEL program at its inception. Each of the three crucial task areas—engineering, construction, and procurement—was led by highly qualified and seasoned experts who were able to execute the jobs laid before them with exceptional proficiency. Other areas of the Division such as the Office of Counsel also benefited from the experience of the men attracted to them. One notable result of this highly qualified staff was that the Division was able to begin functioning on its mission assignment almost immediately after mobilization and was able to become administratively

independent with in six months, despite the turmoil of starting up, a transfer to Huntsville, and explosive growth in personnel. Conversely, it is a matter of great importance for the Division's |future| to recruit new personnel that will sustain the expert community assembled early in the SENTINEL era.

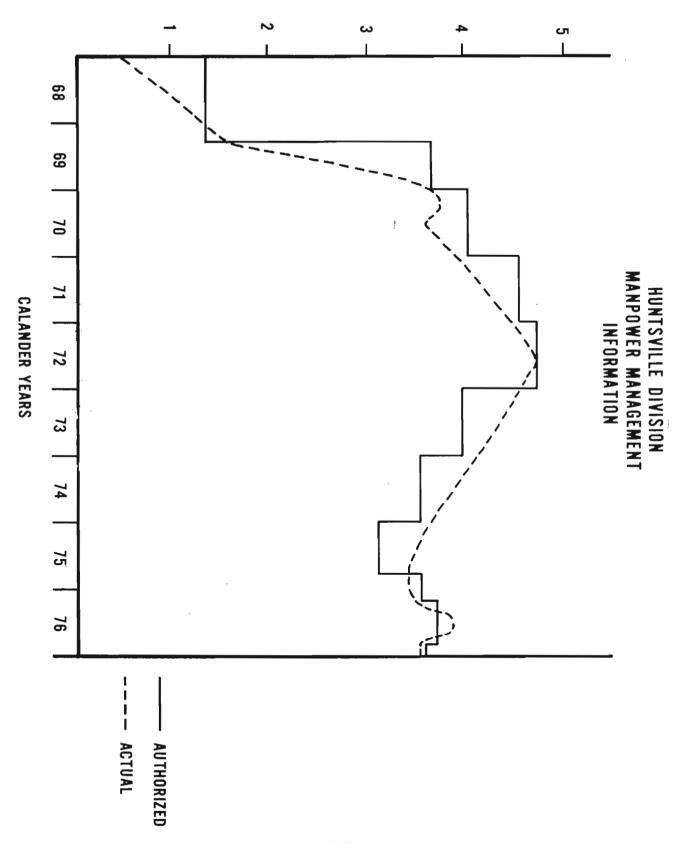
None of the missions following SAFEGUARD have been as spectacular as the high-priority BMD program, and none has left tangible monuments comparable to the SAFEGUARD buildings, Instead. the evidence of Huntsville Division's role in these missions is more subtle and less susceptible to historical evaluation. In the Postal mission, for example, the Division's participation revolved about the preparation and administration of GFP contracts. Perhaps the best testament to Huntsville Division in this mission was a savings to the USPS of about \$35 million out of initial estimates of \$200 million needed for the Bulk Mail Center equipment. In the Postal mission, as with SAFEGUARD, the Division's successful GFP program did much to ensure that the buildings were completed on time, enabling the USPS to maximize economies arising from new facilities.

A valid historical judgment on Huntsville's four most recent assignments is virtually impossible since none of these missions is complete. Some brief comments, however, on two missions may be in order. The Division entered the MPBSCP at a time when that program was experiencing travail from its complexity and ambitious scope. After introducing three years of central supervision by Huntsville Division and other corrective measures, it may be said that the MPBSCP is progressing satisfactorily and is on the way to successful completion. The crucial milestone reporting system maintained by the Division is now operational, enabling the MPBME Project Manager, DARCOM, and the Department of the Army to make more certain decisions about project priorities and to extract maximum returns from funding for the dozens of existing or anticipated projects. Only the Division's next historian, however, will have the long-range perspective to analyze the savings resulting from improved central management. To fully assess the role of Huntsville Division in the MPBSCP, he will also have to examine the evolution. application, and efficacy of suppressive shielding, pollution abatement, seismic disturbance protection, and other facilities technology currently being developed or considered for the program.

During the next several decades of American history, the Saudi Arabian GFP support mission may well become Huntsville Division's largest mission to date, both in dollar value and in terms of influence on the national course. The Kingdom of Saudi Arabia presently occupies an unusually sensitive place in world affairs, and American influence there may prove to be a decisive factor in preserving the West's petroleum supply as well as encouraging peace and stability in a major world trouble spot. Scarcely ever has the Corps of Engineers had a greater or more crucial opportunity to represent the United States than in this desert kingdom. In retrospect, it is an ironic but sanguine train of events that in nine years has led Huntsville Division from building BMD systems to nation-building through the offering of American know how and goods, also in the interests of peace and the betterment of human conditions.

APPENDIX I

NUMBER OF PERSONNEL (HUNDREDS)



BIBLIOGRAPHY

The sources used in the preparation of this essay naturally represent only a small fraction of those bearing on the subjects therein. The Huntsville Division has been in existence a scant ten years, and this fact presents the would-be historian with both a blessing and a curse. The author has found that unlike most other conventional history projects, almost every document bearing on the Division's history could be had in original or copy form. This survival even includes the most miniscule detail of contract records. many of which had been retired to the Redstone Arsenal Record Holding Area (RHA) but few of which had been destroyed. It was theoretically possible, therefore, for the author to examine the life history of vertually any contract awarded by the Division since its mobilization. Recourse to this level of detail, however, was necessitated for only a few minor points.

The modernity of the Division's foundation has also resulted in accessability to many of the men who made the history recorded on these pages. Working from an office located on Division premises, the author was able to continuously question the Division's staff and to discuss with it the programs described herein. In virtually every case except SENTINEL and SAFEGUARD, the author was able to interview the project managers or engineers responsible for the decisions taken. Unfortunately, by 1977 the march of time had almost elminated the original engineering staff responsible for SENTINEL and SAFEGUARD. These personal interviews have resulted in a rich fund of information made all the richer by reviews, suggestions, and comments on preliminary drafts.

The Division has also made some effort to systematically record its history. Two such efforts have come to light, both of which have been indispensable. The "History of the Office of Counsel" was put together by Roy Denney, Chief of Contracts and Claims, Office of Counsel, during the years 1967 through 1972. During these years, Denney reviewed events and documents and prepared a semi-annual or annual summary running to several dozen pages. The organization was by topical headings, and the whole was thoroughly indexed in the table of contents. In addition to a textual summary, selected documents were chosen for inclusion in separate volumes of exhibits. These exhibits provided a vast body of primary documents, some of which, of course, were duplicated elsewhere but without the convenience of reference to be found with the "History" listings. The ensemble of text and documents were reviewed and

approved each year by the Division's General Counsel, Emil Vuch, and a typescript was prepared by Marie McGahee. The focus of the "History of the Office of Counsel" is naturally a legal one, but references may be found there to almost every significant Division activity during the years covered. Unfortunately, the "History" was discontinued after 1973. The future historians of the Division will be the worse for it.

The "History of the Grand Forks Area Office" also represents a treasure of information about the operations of the Grand Forks Area Office from opening in November 1969 to closing in June 1975. In physical form, it is a three-inch thick ring-bound typescript, of which an unknown number of copies exist. Entries were made day-by-day in diary or chronicle form by Miss Jean Bailey. Program Analyst in the Grand Forks Area Office. In the course of a telephone conversation with Miss Bailey early in 1978, the author learned that the "History of the Grand Forks Area Office" was prepared from newspaper clippings, weekly area office reports, and contact with the area office staff. The fundamental value of this collection is the vast quantity of firsthand information therein; much of it is infused with an earthy human interest flavor brought by Miss Bailey's diligent attention to events not directly related to the construction.

The Public Affairs Office has contributed heavily to this essay in the form of its annual "Historical Summaries" and the "Information Bulletin." The "Historical Summary" was an annual publication prepared by the Public Affairs Officer for the years 1968-1975. The "Historical Summary" was discontinued in 1976, but the raw material for 1976 is presently on file in the Public Affairs Office and data from it has also been utilized. Each issue of the "Historical Summary" comprises two volumes, a "Narrative" and a collection of documents exhibits. The narrative volumes take the form of a day-by-daychronicle of important events with entries between one line and several pages in length. The "Documents" volume represents a more heterogenous collection of excerpts from the "Information Bulletin," copies of important messages or letters, tables of Divisional organization, data charts, and most importantly, a "Contractual Activities" section containing important facts about each contract awarded or modified during the fiscal year.

The Division's "Information Bulletin" is a small, two-to-four-page in-house news sheet prepared at irregular intervals by the Public Affairs Officer since 1968. A great deal of the material in its article has been derived directly from statements and data contributed by Division employees. It is, therefore, a worthwhile souce of newsworthy happenings. Brief vita of Division staff may also be found in earlier issues. The "Command Information Fact Sheet" was a short-lived photographic information sheet issued twelve times during the heyday of SAFEGUARD construction to publicize the doings at Grand Forks and Malmstrom among Division employees. The "HND Liaison Bulletin" was an even more abortive (three issues) effort at communciation among SENTINEL elements during 1968.

In addition to the above sources, the author has benefited greatly from a voluminous collection of news clippings maintained by the Public Affairs Officers during the SENTINEL and SAFEGUARD programs. Of a similar nature is a bulky scrapbook of news clippings maintained by the Boston Area Office during 1967-1969 and forwarded to the Huntsville Division after closure of the office. Each of these collections encompasses | articles | from | newspapers great and small in the regions around Boston and the North Dakota sites. Because of these news clipping

collections, the author has not had to have recourse to a systematic newspaper search. The nature of the Division's programs has also obviated the necessity of a wide serials publication search. The BMD programs remain largely in the domain of secrecy to this day, while programs such as the munitions program, ERDA program, and Postal Bulk Mail Centers program have received little, if any, serious exposure in national magazines. Copies of articles found in files or referred to by employees have been examined and cited where desirable.

The reader should observe that all materials utilized for this study are unclassified. The author made no attempt to secure a security clearance knowing that the information obtained thereby would have to remain confidential. In the case of the SENTINEL and SAFEGUARD programs, some details of the facilities or weapon systems are still classified. The unavoidable result had been a certain ambiguity, imprecision, and perhaps even contradiction in places. In general, however, the author also believes that the description presented is the most comprehensive unclassified account of the BMD construction yet published.

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Col. John Lillibridge (USA, Ret.), Grand Forks SAFEGUARD Area Engineer, provided the author with a ninety minute magnetic recording of his experiences at Grand Forks, North Dakota.

The following individuals were orally interviewed one or more times in the course of preparation:

Ray Aldridge, Chief, Planning and Control Branch, Procurement and Supply Division, USAEDH.

Thor S. Anderson, Chief, Procurement and Supply Division, USAEDH (1967-1976)

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Phil H. Bradley, Liaison Officer, ERDA Fossil Energy Office, USAEDH.

Leo Carden, Project Engineer, ERDA Coal Conversion, Project Management Branch, Engineering Division, USAEDH.

Gerald D. Dupree, Chief, Management Analysis Branch, Office of the Comptroller, USAEDH.

Kenneth A. Edmundson, Project Engineer for MPBME Propellants and Explosives, Project Management Branch, Engineering Division, USAEDH.

Roy E. Edwards, Contract Specialist, Planning and Control Branch, Procurement and Supply Division, USAEDH.

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Russell C. Hellier, Project Engineer, ERDA Coal Conversion, Project Management Branch, Engineering Division, USAEDH.

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R.L. Phillips, Chief, AE Contracts Section, Engineering Division, USAEDH.

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Dewey Rhodes, Manpower Management Officer, Personnel Office, USAEDH.

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Stephen V. Rhohr, former Labor Relations Officer, USAFDH.

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ABBREVIATIONS AND ACRONYMS

AAP - Army Ammunition Plant

ABM - AntiBallistic Missile

ABMDA - Advanced Ballistic Missile Defense Agency

ADP - Automatic Data Processing

AE - Architect-Engineer

AFB - Air Force Base

AMC - U.S. Army Materiel Command (Became DARCOM, 1976)

ARADCOM - U.S. Army Air Defense Command

ARMCOM - U.S. Army Armaments Command

BMC - Bulk Mail Center (USPS)

BMD - Ballistic Missile Defense

BMDATC - Ballistict Missile Defense Advanced Technology Center (Huntsville, Ala.)

BMDO - Ballistic Missile Defense Organization (Huntsville, Ala.)

BMDOA - Ballistic Missile Defense Operations Activity (Colorado Springs, Col.)

BMDSCOM - Ballistic Missile Defense System Command (Huntsville, Ala.)

BOD - Beneficial Occupancy Date BTL - Bell Telephone Laboratories

CAMBL - Continuous Automated Multi-Base Line (for MPBME)

CBU - Cluster Bomb Unit CE - Corps of Engineers

CENXD - Corps of Engineers NIKE-X Division

CEPSCO - Corps of Engineers Postal Support Construction Office (at OCE, became DPC)

CERL - Corps of Engineers Construction Engineering Research Laboratory

CISC - Construction Industry Stabilization Committee (Nixon Administration)

COCO - Contractor-owned, contractor-operated (AAP)

COR - Contracting Officer's Representative

DARCOM - U.S. ..rmy Development and Readiness Command (formerly AMC)

DCAS - Defense Contract Administration Services

DDM - Design Deficiency Memorandum

DEMOD - Deployment! Model (SENTINEL and SAFEGUARD BMD Systems)

DPC - Directorate of Postal Construction (superceded CEPSCO at OCE)

ECI - Engineer Contracting Instructions EEO - Equal Employment Opportunity

ER - Engineering Regulation

ERDA - Energy Research and Development Administration

FCUSA - Finance Center, U.S. Army (superceded by U.S. Army Finance and Accounting Center, USAFAC)

FEAT - Field Engineeing Assistance Team (at SAFEGUARD Grand Forks, 1970)

FEC - Federal Electric Corporation

FMCS - Federal Mediation and Conciliation Service

GE - General Electric Company

GFP - Government Furnished Property (sometimes found as GFE)

GOGO - Government Owned, Government Operated (AAP)

HMX - High Melting Explosive

HND - Huntsville Division

ICBM - Inter-Continental Ballistic Missile

IFB - Ivitation For Bids

IRBM - Intermediate Range Ballistic Missile

LAP - Load, Assemble, and Pack (AAP)

LH² - Liquid Hydrogen

LOX - Liquid Oxygen

MAF - Michoud Assembly Facility (Chalmette, Louisiana)

MAP - U.S. Army Military Assistance Program

MAR - Multifunction Acquisition Radar (NIKE-X System)

MCA - Military Construction Appropriation, Mintary Constuction Authorization

MIRV - Multiple Independently Targeted Vehicle

M-KA - Morrison-Knudsen & Associates (joint venture contractor, Grand Forks SAFEGUARD)

MPBME - Munitions Production Base Modernization and Expansion

MPBSCP - Munitions Production Base Support Construction Program

MPTA - Main Propulsion Test Article (NASA)

MSCB - Missile Site Control Building (official SAFEGUARD designation for MSR)

MSFC - Marshall Space Flight Center (Huntsville, Ala.)

MSR - Missile Site Radar (SENTINEL and SAFEGUARD System)

MTF - Mississippi Test Facility (NASA, superceded by NSTL)

MTR - Missile Track Radar (NIKE-ZEUS System)

NASA - National Aeronautics and Space Administration

NEMP - Nuclear Electromagnetic Pulse

NSTL - National Space Technology Laboratory (Bay St. Louis, Mississippi, formerly MTF)

OCE - Office of the Chief of Engineers (Washington, DC)

PAA - Procurement of Ammuniton, Army

PAR-Perimeter Acquisition Radar (SENTINEL and SAFEGUARD Systems)

PARB - Perimeter Acquistion Radar Building (SENTINEL and SAFEGUARD Systems)

P&E - Propellant and Explosive (AAP)

PEMA - Procurement of Equipment and Missiles, Army

PEP - Plant Equipment Package (for MPBSCP)

PKS&A - Peter Kiewit Sons' Company & Associates (joint venture contractor, Malmstrom AFB SAFEGUARD)

PMC - Preferential Mail Facility (USPS)

PS&ER - Production Support & Equipment Replacement

RCA - Radio Corporation of America

R&D - Research and Development

RDX - Research Department Explosive

RFI - Radio Frequency Interference

RFP - Request For Proposal

RFTP - Request For Technical Proposal

RLOB - Remote Launch Operations Building (for SAFEGUARD RLS's)

RLS - Remote Launch Site (SENTINEL, SAFEGUARD SPRINT ABM installation)

SAC - Sulfuric Acid Concentrator

SAFCMD - U.S. Army SAFEGUARD Command (Nekoma, North Dakota)

SAFLOG - U.S. Army SAFEGUARD Logistics Command (Huntsville, Ala.)

SAFSCOM - U.S. Army SAFEGUARD System Command (Huntsville, Ala.)

SAFSM - U.S. Army SAFEGUARD System Manager (Huntsville, Ala.)

SAFSO - U.S. Army SAFEGUARD System Organization

SALT - Strategic Arms Limitations Talks

SCAMP - Small Calibre Ammunition Production (for MPBSCP)

SENLOG - U.S. Army SENTINEL System Logistics Command (Huntsville, Ala.)

SENSCOM - U.S. Army SENTINEL System Command (Huntsville, Ala.)

SENSM - U.S. Arym SENTINEL System Manager (Huntsville, Ala.)

SENSO - U.S. Army SENTINEL System Organization

SLBM - Submarine Launched Ballistic Missile

SRB - Solid Rocket Booster (NASA)

SSME - Space Shuttle Main Engine (NASA)

TDY - Temporary Duty

TIC - Target Intercept Computer (NIKE-ZEUS System)

TNT - TriNitroToluene explosive

TTR - Target Track Radar (NIKE-ZEUS System)

USAEDH - U.S. Army Engineer Division, Huntsville

USC - United States Code

USPS - United States Postal Service

V-1, V-2 - Vergeltungswaffe ("revenge weapon") -1, -2

WECo - Western Electric Company WSC - Weapon System Contractor

ZAR - ZEUS Acquisition Radar (NIKE-ZEUS System)

