

ADELPHI LABORATORY CENTER, MARYLAND (JOINT CROSS SERVICE GROUP – TECHNICAL; CREATE AN INTEGRATED WEAPONS & ARMAMENT SPECIALTY SITE FOR GUNS AND AMMUNITION)

SECRETARY OF DEFENSE RECOMMENDATION

Realign the Adelphi Laboratory Center, MD, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Crane, IN, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign the Fallbrook, CA, detachment of Naval Surface Warfare Center Division Crane, IN, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Dahlgren, VA, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign the Louisville, KY, detachment of Naval Surface Warfare Center Division Port Hueneme, CA, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Air Warfare Center Weapons Division China Lake, CA, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Indian Head, MD, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Earle, NJ, by relocating weapon and armament packaging Research and Development & Acquisition to Picatinny Arsenal, NJ.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation realigns and consolidates those gun and ammunition facilities working in Weapons and Armaments (W&A) Research, Development & Acquisition (RD&A). This realignment would result in a more robust joint center for gun and ammunition Research, Development & Acquisition at Picatinny Arsenal, NJ. This location is already the greatest concentration of military value in gun and ammunition W&A RD&A.

Picatinny Arsenal is the center of mass for DoD's Research, Development & Acquisition of guns and ammunition, with a workload more than an order of magnitude greater than any other DoD facility in this area. It also is home to the DoD's Single Manager for Conventional Ammunition. Movement of all the Services' guns and ammunition work to Picatinny Arsenal will create a joint center of excellence and provide synergy in armament development for the near future and beyond, featuring a Joint Packaging, Handling, Shipping and Transportation (PHS&T) Center, particularly important in this current time of high demand for guns and ammunition by all the services. Technical facilities with lower quantitative military value are relocated to Picatinny Arsenal.

This recommendation includes Research, Development & Acquisition activities in the Army and Navy. It promotes jointness, enables technical synergy, and positions the Department of Defense to exploit center-of-mass scientific, technical, and acquisition expertise within the weapons and armament Research, Development & Acquisition community that currently resides at this DoD specialty location.

COMMUNITY CONCERNS

The Naval Surface Warfare Center Crane, IN, community believes their initial consideration for closure unfairly precluded consideration as a gaining facility. They should not have been compared to large Research Development & Acquisition (RD&A) facilities since their business is mostly advanced research, in-service engineering, testing and evaluation. Their joint customer base was not recognized in evaluating “jointness.” Crane is a very large base with no encroachment problems, has a firing range over three times longer than Picatinny Arsenal, NJ and is backed by 3.5 miles of uninhabited space. DoD’s proposal would cost Martin County over 11 percent of its jobs.

They believe their fast, responsive performance on special mission projects was not properly recognized. Crane offers a secure isolated location with integrated specialized capabilities such as ordnance, power sources, pyrotechnics, explosives, demolition, night vision devices, small arms, and targeting devices. Crane’s co-location with an Army Ammunition Activity provides valuable limited manufacturing and prototyping capability, extensive testing and evaluation resources, and storage capacity for a wide variety of ordnance and related devices.

The Fallbrook, CA, community believes the organization was inappropriately and negatively evaluated in comparison to RD&A activities, rather than on the test and evaluation (T&E) functions they actually perform. Fallbrook is contiguous to Camp Pendleton, CA with ready access to USMC personnel, equipment, and ammunition as well as facilities at Camp Pendleton and Hawthorne, NV. They questioned the Army’s ability and willingness to address Marine Corps interests. Picatinny does not have significant T&E capabilities and must send testing and/or personnel to other facilities.

The Dahlgren, VA, community stated DoD’s proposal ignored the goals of operational efficiency, enhanced synergy, and reduced excess capacity through consolidation of technical facilities while retaining at least two geographically separated sites. They said that if the work is transferred to Picatinny, personnel will have to return twice a week to conduct testing. They also observed that Navy guns are integrated parts of a ship and differ from relatively stand-alone Army guns. They warned of an employee brain drain, expecting no more than 20 percent to 25 percent of employees to relocate.

The Louisville, KY, community explained that prior BRAC rounds converted their facility to a public-private partnership in a highly synergistic relationship with three original equipment manufacturers. They stressed the difference between Navy and Army gun systems. Most importantly, they assert they should not have been even considered for realignment because they perform a key in-service engineering role, and only about one percent of their work is RD&A or T&E. They believe DoD’s projected savings, attributable to the elimination of Civil Service jobs, is not realistic, citing GAO’s previous analyses. The community projects a 17-year breakeven period rather than DoD’s 13 years; with 20 year savings of only \$42.4 million.

The Indian Head, MD community noted they were at a tremendous disadvantage because they were considered as a closing base until late in the process and thus were never considered as a potential receiver. In general they conceded that it made some sense to move their guns and ammunition work to Picatinny, but stressed that Indian Head is the DoD-designated Center of Excellence for Energetics, and thus the Energetics work and capability currently at China Lake and Picatinny (in particular) should be moved to Indian Head.

The NSWC Earle, NJ community noted that Earle is the Navy’s designated expert in Packaging, Handling, Storage and Transportation (PHS&T), and DoD’s only organization fully responsible for all four functions; explaining that integration of these functions is critical for handling ammunition in the confined spaces of Navy ships and aircraft. They believe the Navy should retain responsibility for all aspects of Navy ammunition handling. DoD’s analysis was flawed because DoD misidentified the “S” in PHS&T to mean “shipping” rather than “storage.” Picatinny does not have a packaging design department and only a limited testing capability. The Army’s testing and transportation offices are not at Picatinny and neither was mentioned in DoD’s proposal. Thus, the Army would still not have a unified PHS&T Center even if the recommendation is approved. They also noted that Air Force PHS&T is not included in DoD’s recommendation.

The community criticized DoD's use of a 15 percent elimination of civilian job factor, rather than GAO's suggested 5.5 percent benchmark. They argue projected savings are overstated because Earle's ratio of working-level to high grade employees is 12:1 compared to Picatinny's 5:1.

COMMISSION FINDINGS

The Commission found that the recommendation would enhance long-term military value after several individual components of the proposal were rejected or modified.

Specifically, the Commission found that Special Operations organizations were particularly pleased with the rapid and responsive support they receive from NSWC Crane. In the past, they had less satisfactory experiences with other organizations with similar capability, and they expressed a strong desire to continue the relationship with Crane; an installation with an Army tenant on-base that stores and manufactures limited amounts of ammunition, has special capabilities to design and test solutions to unique problems, and has been successful in turning around these quick-response projects in a matter of days, allowing for real-time adjustments that can be immediately put to use by the warfighter.

The Commission also found that NSWC Dahlgren has a unique capability to test large over-water guns, and that it possesses most of the expertise in Research, Development, and Acquisition and Testing and Evaluation of these large guns and of the weapons systems integration. The Commission determined that it made more sense to retain the life-cycle management of these guns at a single location, NSWC Dahlgren. However, the Commission found that minor caliber gun RD&A should be performed at Picatinny Arsenal.

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 recommends the following:

Realign the Adelphi Laboratory Center, MD, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Crane, IN, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ, except energetics and RD&A and T&E in support of Special Operations.

Realign the Fallbrook, CA, detachment of Naval Surface Warfare Center Division Crane, IN, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign the Louisville, KY, detachment of Naval Surface Warfare Center Division Port Hueneme, CA, by relocating gun and ammunition Research and Development & Acquisition to Picatinny Arsenal, NJ.

Realign Naval Air Warfare Center Weapons Division China Lake, CA, by relocating gun and ammunition Research and Development & Acquisition except energetics to Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Indian Head, MD, by relocating gun and ammunition Research and Development & Acquisition except energetics to Picatinny Arsenal, NJ. Consolidate energetics RD&A and T&E at Indian Head, MD except the RD&A and T&E performed at China Lake, CA and Picatinny Arsenal, NJ.

Realign Naval Surface Warfare Center Division Earle, NJ, by relocating weapon and armament packaging Research and Development & Acquisition to Picatinny Arsenal, NJ.

The Commission found that these changes 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.

**ADELPHI LABORATORY CENTER, MARYLAND
(JOINT CROSS SERVICE GROUP – MEDICAL; JOINT CENTERS OF
EXCELLENCE FOR CHEMICAL, BIOLOGIST, AND MEDICAL
RESEARCH AND DEVELOPMENT AND ACQUISITIONS)**

SECRETARY OF DEFENSE RECOMMENDATION

Realign Building 42, 8901 Wisconsin Ave, Bethesda, MD, by relocating the Combat Casualty Care Research sub-function of the Naval Medical Research Center to the Army Institute of Surgical Research, Fort Sam Houston, TX.

Realign Naval Station Great Lakes, IL, by relocating the Army Dental Research Detachment, the Air Force Dental Investigative Service, and the Naval Institute for Dental and Biomedical Research to the Army Institute of Surgical Research, Fort Sam Houston, TX.

Realign 13 Taft Court and 1600 E. Gude Drive, Rockville, MD, by relocating the Walter Reed Army Institute of Research, Division of Retrovirology to the Walter Reed Army Institute of Research, Walter Reed Army Medical Center – Forest Glen Annex, MD, establishing it as a Center of Excellence for Infectious Disease.

Realign Naval Air Station Pensacola, FL, by relocating the Naval Aeromedical Research Laboratory to Wright-Patterson AFB, OH.

Realign 12300 Washington Ave, Rockville, MD, by relocating the Medical Biological Defense Research sub-function to the U. S. Army Medical Research Institute of Infectious Diseases, Ft. Detrick, MD.

Realign Potomac Annex-Washington, DC, by relocating Naval Bureau of Medicine, Code M2, headquarters-level planning, investment portfolio management and program and regulatory oversight of DoD Biomedical Science and Technology programs and FDA-regulated medical product development within the biomedical RDA function to a new Joint Biomedical Research, Development and Acquisition Management Center at Fort Detrick, MD.

Realign 64 Thomas Jefferson Drive, Frederick, MD, by relocating the Joint Program Executive Office for Chemical Biological Defense, Joint Project Manager for Chemical Biological Medical Systems headquarters-level planning, investment portfolio management and program and regulatory oversight of DoD Biomedical Science and Technology programs and FDA-regulated medical product development within the RDA function to a new Joint Biomedical Research, Development and Acquisition Management Center at Fort Detrick, MD.

Realign Fort Belvoir, VA, by relocating the Chemical Biological Defense Research component of the Defense Threat Reduction Agency to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

Realign Tyndall AFB, FL, by relocating Non-medical Chemical Biological Defense Research to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD, and consolidating it with Air Force Research Laboratory.

Realign Naval Surface Warfare Center, Dahlgren Division, VA, by relocating Non-medical Chemical Biological Defense Research and Development & Acquisition to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

Realign Naval Surface Warfare Center, Crane Division, IN, by relocating the Non-medical Chemical Biological Defense Development and Acquisition to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

Realign Skyline 2 and 6, Falls Church, VA, by relocating the Joint Program Executive Office for Chemical Biological Defense to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation creates Joint Centers of Excellence for Battlefield Health and Trauma research at Fort Sam Houston, TX; Infectious Disease research at Walter Reed–Forest Glen Annex, MD; Aerospace Medicine research at Wright-Patterson AFB, OH; Regulated Medical Project development & acquisition at Fort Detrick, MD; Medical Biological Defense research at Fort Detrick, MD; and Chemical Biological Defense research, development & acquisition at Aberdeen Proving Ground, MD. These actions will increase synergy, focus on joint needs, and efficient use of equipment and facilities by co-locating Tri-Service and Defense activities performing functions in chemical-biological defense and medical RDA. Fort Sam Houston is the best location for the Center for Battlefield Health and Trauma because it is the only current biomedical S&T location that also includes a military trauma center, providing enhanced translational research opportunities and ability to recruit and retain physician/scientists. Walter Reed Army Medical Center, Forest Glen Annex, is the CONUS hub of the worldwide Army and Navy activities in infectious diseases of military significance. Fort Detrick, MD, is the site of an Interagency Biodefense Campus and the military's only Bio-Safety Level 4 containment facilities for medical research. The realignment of Air Force Aerospace medical and non-medical R&D to Wright-Patterson AFB, OH, with co-location of associated education and training activities relocated in another recommendation, makes this location most suitable for a joint center for Aerospace Medical Research. Fort Detrick, MD is home of Tri-Service medical logistics as well the Department's largest Medical RDA management activity. Edgewood Chemical and Biological Center, Aberdeen Proving Ground, is home to the military's most robust infrastructure supporting research utilizing hazardous chemical agents. These actions will also reduce the use of leased space within the National Capital Region, and increase the force protection posture of the realigning activities. Specific benefits occurring as a result of this recommendation include:

Promote beneficial technical and management interaction in the functional research areas of combat casualty care including combat dentistry and maxillofacial care, infectious disease, aerospace medicine, medical and non-medical chemical and biological defense research, as well as in the functional area of medical development and acquisition, fostering a joint perspective and sharing of expertise and work in areas of joint interest.

Build joint economies and optimize use of limited pools of critical professional personnel with expertise in unique mission areas.

Co-location of combat casualty care research activities with related military clinical activities of the trauma center currently located at Brooke Army Medical Center, Fort Sam Houston, TX, promotes translational research that fosters rapid application of research findings to health care delivery, and provides synergistic opportunities to bring clinical insight into bench research through sharing of staff across the research and health care delivery functions. The availability of a co-located military trauma center also provides incentives for recruitment and retention of military physicians as researchers, and is a model that has proven highly successful in civilian academic research centers.

Reduce the number of DoD animal facilities.

Provide increased opportunities to share management and scientific support functions across Services and reduce costs.

Foster the development of common practices for DoD regulatory interactions with the US Food and Drug Administration.

Facilitate coordinated medical systems lifecycle management with the medical logistics organizations of the Military Departments, already co-located at Fort Detrick.

Promote jointness, enable technical synergy, and position the Department of Defense to exploit a center-of-mass of scientific, technical, and acquisition expertise with the personnel necessary to provide defense against current and emerging chemical and biological warfare threats.

Complete earlier consolidations of military Service Chemical Biological Defense programs into a joint, consolidated Chemical Biological Defense program.

Directly support the Department's Strategy for homeland defense and Civil Support.

COMMUNITY CONCERNS

The Naval Surface Warfare Center Dahlgren (Fredericksburg, Virginia) community expressed concern about DoD's recommended transfer of the US Navy's non-medical chemical and biological defense research and development to Edgewood Chemical Biological Center, Aberdeen Proving Ground, Maryland. The community maintained that the transfer would remove the research and development effort from an organization focused on the Navy's unique concerns, to a facility with no prior experience in this area. In addition, community advocates claimed that only about 20 percent of the staff would move from the Fredericksburg, Virginia, area to Harford County, Maryland, where Aberdeen Proving Ground is located. This would cause a significant loss of intellectual and human capital, thereby jeopardizing the Navy mission.

The Tyndall Air Force Base (Bay County, Florida) community expressed concern that the DoD recommendation overstated number of people to be moved to Aberdeen Proving Ground, Maryland. Specifically, they felt the DoD recommendation improperly cited all the staff at the Air Force Research Lab, not just the people working in chemical and biological defense research.

The Naval Surface Warfare Center Crane (Southern Indiana) community expressed concern about the recommended realignment of 57 positions, including 16 engineering and 15 technicians, in Crane's development, acquisition and support of Chemical and Biological detection devices to Edgewood Arsenal at Aberdeen, Maryland. The community feels this action separates the Chemical and Biological detection technical capability which moves, from the industrial depot repair which stays. This causes duplication of knowledge and facilities.

COMMISSION FINDINGS

The Commission found DoD's recommendation to realign chemical-biological defense activities at (1) Naval Surface Warfare Center, Crane, IN, (2) Naval Surface Warfare Center, Dahlgren, VA, and (3) Tyndall Air Force Base, FL, to Aberdeen Proving Ground, MD, would not enhance DoD's chemical-biological defense research, development and acquisition activities at Aberdeen Proving Ground, but would instead degrade engineering and logistics support to chemical-biological defense equipment at operational units.

COMMISSION RECOMMENDATIONS

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

Realign Building 42, 8901 Wisconsin Ave, Bethesda, MD, by relocating the Combat Casualty Care Research sub-function of the Naval Medical Research Center to the Army Institute of Surgical Research, Fort Sam Houston, TX.

Realign Naval Station Great Lakes, IL, by relocating the Army Dental Research Detachment, the Air Force Dental Investigative Service, and the Naval Institute for Dental and Biomedical Research to the Army Institute of Surgical Research, Fort Sam Houston, TX.

Realign 13 Taft Court and 1600 E. Gude Drive, Rockville, MD, by relocating the Walter Reed Army Institute of Research, Division of Retrovirology to the Walter Reed Army Institute of Research, Walter Reed Army Medical Center - Forest Glen Annex, MD, establishing it as a Center of Excellence for Infectious Disease.

Realign Naval Air Station Pensacola, FL, by relocating the Naval Aeromedical Research Laboratory to Wright-Patterson AFB, OH.

Realign 12300 Washington Ave, Rockville, MD, by relocating the Medical Biological Defense Research sub-function to the U. S. Army Medical Research Institute of Infectious Diseases, Ft. Detrick, MD.

Realign Potomac Annex-Washington, DC, by relocating Naval Bureau of Medicine, Code M2, headquarters-level planning, investment portfolio management and program and regulatory oversight of DoD Biomedical Science and Technology programs and FDA-regulated medical product development within the biomedical RDA function to a new Joint Biomedical Research, Development and Acquisition Management Center at Fort Detrick, MD.

Realign 64 Thomas Jefferson Drive, Frederick, MD, by relocating the Joint Program Executive Office for Chemical Biological Defense, Joint Project Manager for Chemical Biological Medical Systems headquarters-level planning, investment portfolio management and program and regulatory oversight of DoD Biomedical Science and Technology programs and FDA-regulated medical product development within the RDA function to a new Joint Biomedical Research, Development and Acquisition Management Center at Fort Detrick, MD.

Realign Fort Belvoir, VA, by relocating the Chemical Biological Defense Research component of the Defense Threat Reduction Agency to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

Realign Skyline 2 and 6, Falls Church, VA, by relocating the Joint Program Executive Office for Chemical Biological Defense to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD.

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.