

# **ABERDEEN PROVING GROUND, MARYLAND (ARMY RECOMMENDATION-FORT MONMOUTH, NEW JERSEY)**

## **SECRETARY OF DEFENSE RECOMMENDATION**

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Close Fort Monmouth, NJ. Relocate the US Army Military Academy Preparatory School to West Point, NY. Relocate the Joint Network Management System Program Office to Fort Meade, MD. Relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot level repairables to Aberdeen Proving Ground, MD, and designate them as Inventory Control Point functions, detachment of Defense Supply Center Columbus, OH, and relocate the remaining integrated materiel management, user, and related support functions to Aberdeen Proving Ground, MD. Relocate Information Systems, Sensors, Electronic Warfare, and Electronics Research and Development & Acquisition (RDA) to Aberdeen Proving Ground, MD. Relocate the elements of the Program Executive Office for Enterprise Information Systems and consolidate into the Program Executive Office, Enterprise Information Systems at Fort Belvoir, VA.

Realign Fort Belvoir, VA, by relocating and consolidating Sensors, Electronics, and Electronic Warfare Research, Development and Acquisition activities to Aberdeen Proving Ground, MD, and by relocating and consolidating Information Systems Research and Development and Acquisition (except for the Program Executive Office, Enterprise Information Systems) to Aberdeen Proving Ground, MD.

Realign Army Research Institute, Fort Knox, KY, by relocating Human Systems Research to Aberdeen Proving Ground, MD.

Realign Redstone Arsenal, AL, by relocating and consolidating Information Systems Development and Acquisition to Aberdeen Proving Ground, MD.

Realign the PM Acquisition, Logistics and Technology Enterprise Systems and Services (ALTESS) facility at 2511 Jefferson Davis Hwy, Arlington, VA, a leased installation, by relocating and consolidating into the Program Executive Office, Enterprise Information Systems at Fort Belvoir, VA.

## **SECRETARY OF DEFENSE JUSTIFICATION**

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The closure of Fort Monmouth allows the Army to pursue several transformational and BRAC objectives. These include: consolidating training to enhance coordination, doctrine development, training effectiveness, and improve operational and functional efficiencies, and consolidating RDA and T&E functions on fewer installations. Retain DoD installations with the most flexible capability to accept new missions. Consolidate or collocate common business functions with other agencies to provide better level of services at a reduced cost.

The recommendation relocates the US Army Military Academy Preparatory School to West Point, NY, and increases training to enhance coordination, doctrine development, training effectiveness and improve operational and functional efficiencies.

The recommendation establishes a Land C4ISR Lifecycle Management Command (LCMC) to focus technical activity and accelerate transition. This recommendation addresses the transformational objective of Network Centric Warfare. The solution of the significant challenges of realizing the potential of Network Centric Warfare for land combat forces requires integrated research in C4ISR technologies (engineered

networks of sensors, communications, information processing), and individual and networked human behavior. The recommendation increases efficiency through consolidation. Research, Development and Acquisition (RDA), Test and Evaluation (T&E) of Army Land C4ISR technologies and systems is currently split among three major sites—Fort Monmouth, NJ, Fort Dix, NJ, Adelphi, MD, and Fort Belvoir, VA, and several smaller sites, including Redstone Arsenal and Fort Knox. Consolidation of RDA at fewer sites achieves efficiency and synergy at a lower cost than would be required for multiple sites.

This action preserves the Army's "commodity" business model by near collocation of Research, Development, Acquisition, and Logistics functions. Further, combining RDA and T&E requires test ranges, which cannot be created at Fort Monmouth.

The closure of Fort Monmouth and relocation of functions that enhance the Army's military value, is consistent with the Army's Force Structure Plan, and maintains adequate surge capabilities. Fort Monmouth is an acquisition and research installation with little capacity to be utilized for other purposes. Military value is enhanced by relocating the research functions to under-utilized and better equipped facilities; by relocating the administrative functions to multipurpose installations with higher military and administrative value; and by co-locating education activities with the schools they support. Utilizing existing space and facilities at the gaining installations maintains both support to the Army Force Structure Plan and capabilities for meeting surge requirements.

## COMMUNITY CONCERNS

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The communities surrounding Fort Monmouth, NJ as well as many elected officials, maintained that a significant number of current civilian employees would not move to Aberdeen Proving Grounds, MD, creating a serious "brain drain" for the Land C4ISR mission. They further claim that Aberdeen Proving Grounds has virtually no existing C4ISR mission or capability. Advocates for Fort Monmouth questioned the availability of qualified personnel for technical jobs at other locations. They believed a move would have detrimental effects on all of the programs underway at Fort Monmouth, and could potentially harm soldiers involved in wartime operations in Iraq and Afghanistan. The community disputed DoD's justifications that test and evaluation activities were limited by Fort Monmouth's small size, and claimed that established and growing relationships with the nearby Fort Dix-McGuire AFB-Navy Lakehurst complex overcame any constraints on future mission activities. Some advocates went further and urged the Commission to consider realigning Fort Monmouth, converting it into an enclave, and merging it with Dix-McGuire-Lakehurst. There was also concern that closure would have a significant negative impact upon the local retiree and veterans' community, as well as the economy of that portion of NJ.

## COMMISSION FINDINGS

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The Commission found that moving the Night Vision and Electronic Sensors Directorate (known as the Night Vision Laboratory) and the Program Manager Night Vision/Reconnaissance, Surveillance and Target Acquisition (PM NV/RSTA) at Fort Belvoir would add costs and risks to important ongoing programs.

Next, the Commission found that loss of some intellectual capital is a concern and is to be expected in this closure, and agreed with the Department's view of this as an implementation challenge that must be managed with careful planning and sequencing. The Department pointed out that there is a nationally recognized science and technology workforce in Maryland containing the highest percentage of professional and technical workers (about 24 percent).

The Commission concluded that adverse effects of moving existing programs could be managed over the six-year implementation period by properly sequencing the movement of programs to ensure no loss in service, or by providing temporary redundant or duplicative capabilities as necessary to ensure continuous and uninterrupted program integrity. The Commission was also told by the Secretary of the Army that under no circumstances would the Army permit the move to sacrifice or shortchange ongoing C4ISR support and services to warfighters in the field. While the Commission accepted this pledge, and agreed with the Department's position, the critically important nature of the missions resulted in the Commission adding modifying language to ensure that the intent of both the Department and the Commission would

be clearly understood by future Secretaries and other leadership during the implementation period. A reporting requirement was also added so Congress could exercise the necessary independent oversight to make sure the Commission's intent was faithfully implemented by the Department. The Commission also believes Congress' oversight on this issue may benefit from review by the Government Accountability Office.

Last, to ensure that all parties correctly understand which organizations remain at Fort Belvoir and which move to Aberdeen Proving Grounds, the following Unit Identification Code (UIC) level of detail is provided.

1. The following organizations remain at Fort Belvoir under this recommendation as amended:

<u>UIC</u>	<u>UIC Description</u>
W4G828	NVESD (Night Vision Lab)
W6DP02	PM NV/RSTA

2. The following organizations move from Fort Belvoir to Aberdeen Proving Ground under this recommendation as amended:

<u>UIC</u>	<u>UIC Description</u>
W4FH10	USA SOFTWARE ENG CTR
W4GV75	OFC HQ CECOM
W27P5A	MGR USA AAESA, PEO SOLDIER
W27P8A	MGR USA AAESA, PEO SOLDIER
W4G875	CTR RD&E CTR
W27P26	PEO CT3

## COMMISSION RECOMMENDATIONS

The Commission found that the Secretary of Defense substantially deviated from final selection criteria 1, 2, 3, 4, 5 and 7, and the Force Structure Plan. Therefore, the Commission recommends the following:

Close Fort Monmouth, NJ. Relocate the US Army Military Academy Preparatory School to West Point, NY. Relocate the Joint Network Management System Program Office to Fort Meade, MD. Relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Aberdeen Proving Ground, MD, and designate them as Inventory Control Point functions, detachment of Defense Supply Center Columbus, OH, and relocate the remaining integrated materiel management, user, and related support functions to Aberdeen Proving Ground, MD. Relocate Information Systems, Sensors, Electronic Warfare, and Electronics Research and Development & Acquisition (RDA) to Aberdeen Proving Ground, MD. Relocate the elements of the Program Executive Office for Enterprise Information Systems and consolidate into the Program Executive Office, Enterprise Information Systems at Fort Belvoir, VA.

Realign Fort Belvoir, VA, by relocating and consolidating Sensors, Electronics, and Electronic Warfare Research, Development and Acquisition activities to Aberdeen Proving Ground, MD, except the Night Vision and Electronic Sensors Directorate (the Night Vision Lab) and the Project Manager Night Vision/Reconnaissance, Surveillance and Target Acquisition (PM NV/RSTA), and by relocating and consolidating Information Systems Research and Development and Acquisition (except for the Program Executive Office, Enterprise Information Systems) to Aberdeen Proving Ground, MD.

Realign Army Research Institute, Fort Knox, KY, by relocating Human Systems Research to Aberdeen Proving Ground, MD.

Realign Redstone Arsenal, AL, by relocating and consolidating Information Systems Development and Acquisition to Aberdeen Proving Ground, MD.

Realign the PM Acquisition, Logistics and Technology Enterprise Systems and Services (ALTESS) facility at 2511 Jefferson Davis Hwy, Arlington, VA, a leased installation, by relocating and consolidating into the Program Executive Office, Enterprise Information Systems at Fort Belvoir, VA.

The Secretary of Defense shall submit a report to the Congressional Committees of Jurisdiction that movement of organizations, functions, or activities from Fort Monmouth to Aberdeen Proving Ground will be accomplished without disruption of their support to the Global War on Terrorism or other critical contingency operations and that safeguards exist to ensure that necessary redundant capabilities are put in place to mitigate potential degradation of such support, and to ensure maximum retention of critical workforce.

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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – EDUCATION AND TRAINING; COMBAT SERVICE SUPPORT CENTER)**

### **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.

# **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT**

# **ACTIVITIES; CONSOLIDATE ARMY TEST AND EVALUATION COMMAND (ATEC) HEADQUARTERS)**

## **SECRETARY OF DEFENSE RECOMMENDATION**

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Realign Park Center Four, a leased installation in Alexandria, VA, by **relocating and consolidating Army Test and Evaluation Command (ATEC) with its subcomponents at Aberdeen Proving Ground (APG), MD.**

## **SECRETARY OF DEFENSE JUSTIFICATION**

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This recommendation meets several important Department of Defense (DoD) objectives with regard to future use of leased space, rationalization of the Department's presence within the National Capital Region (NCR), and enhanced security for DoD activities. Additionally, the scenario results in a significant improvement in military value. The military value of ATEC's headquarters based on its current location is ranked 319 out of 334 entities evaluated by the MAH military value model, while APG is ranked 128 out of 334. Implementation will reduce the Department's reliance on leased space, which has historically higher overall costs than government-owned space and generally does not meet Anti-terrorism Force Protection standards as prescribed in UFC 04-010-01. The recommendation eliminates 83,000 Usable Square Feet of leased administrative space within the NCR. The relocation to a military installation outside of the NCR provides dispersion of DoD activities away from a dense concentration within the NCR. This, plus the immediate benefit of enhanced Force Protection afforded by a location within a military installation fence-line, will provide ATEC's Headquarters with immediate compliance with Force Protection Standards. Its current location is non-compliant with current Force Protection Standards. APG has available, vacant administrative space that can support this space requirement without the need for new MILCON. This recommendation has the added benefit of allowing ATEC to consolidate its headquarters facilities with its subcomponents that are currently operating at APG: the Army Developmental Test Command and the Army Evaluation Center.

## **COMMUNITY CONCERNS**

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Community leaders questioned DoD's security standards, stating they were unnecessarily more stringent than those developed by the Interagency Security Committee (tasked with developing and evaluating security standards for Federal facilities.) Also, the communities questioned whether DoD had surveyed each facility to determine compliance and the level of compliance with the DoD security standards (or even those "less stringent" standards approved by OMB in September 2004.) The communities felt BRAC was not the proper instrument to effect DoD employee relocation from leased facilities.

Advocates expressed concerns about the negative impact on operational readiness and manpower implications. They argued the current "scattered" arrangement of leased office space makes more strategic sense than does concentration, that relocation will disrupt synergies with other agencies of the Federal Government and the Pentagon, and, finally, that leased space is better able to accommodate contingency, mobilization, surge, and future total force requirements than its alternative, military construction. Similarly, communities claimed their quality of life could be reduced because of transportation problems such as increased traffic, lack of public transportation, and increased commuting times, with the attendant issues of air pollution and increased fuel consumption.

## **COMMISSION FINDINGS**

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The Commission's review and analysis validated the community concern that the Department failed to assess each leased-space location individually for compliance with DoD Force Protection standards. The Commission also acknowledged community concerns about personnel relocation, impact on military

readiness, and possible advantages that leased space may have over military owned facilities. These concerns were carefully weighed and considered, but in the final analysis the Commission found they did not collectively rise to the level of a substantial deviation. The experience of prior rounds of BRAC has shown that numerous leased-space facilities have been closed and relocated successfully and without excessive disruption. Moreover, the Commission felt that the majority of the concerns raised about the proposal were more properly categorized as implementation issues that could be successfully managed over the six-year implementation period.

## **COMMISSION RECOMMENDATIONS**

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

### **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPORT ACTIVITIES; CONSOLIDATE CIVILIAN PERSONNEL OFFICES (CPO'S) WITHIN EACH MILITARY DEPARTMENT AND THE DEFENSE AGENCIES)**

## **SECRETARY OF DEFENSE RECOMMENDATION**

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Realign Fort Richardson, AK, by relocating the Civilian Personnel Operations Center (CPOC) to Fort Huachuca, AZ, and consolidating it with the Civilian Personnel Operations Center at Fort Huachuca, AZ. Realign Rock Island Arsenal, IL, by relocating the Civilian Personnel Operations Center to Fort Riley, KS, and Aberdeen Proving Ground, MD, and consolidating with the Civilian Personnel Operations Center at Fort Riley, KS, and Aberdeen Proving Ground, MD.

Realign Human Resource Service Center-Northeast, 111 S. Independence Mall, East, Bourse Bldg., a leased installation in Philadelphia, PA, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA. Realign Human Resource Service Center-Southeast, 9110 Leonard Kimble Road, a leased installation at Stennis Space Center, MS, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA, and consolidating it with the relocated Human Resource Service Center-Northeast at the Naval Support Activity Philadelphia, PA. Realign Human Resource Service Center-Southwest, 525 B Street, Suite 600, a leased installation in San Diego, CA, by relocating the Civilian Personnel Office to Naval Air Station North Island or Marine Corps Air Station Miramar, CA. Realign Human Resource Service Center-Pacific, 178 Main Street, Bldg 499, Honolulu, HI, by relocating the Civilian Personnel Office to the Human Resource Service Center-Northwest, 3230 NW Randall Way, Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA and consolidating with the Human Resource Service Centers at Silverdale, WA and Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Wright-Patterson Air Force Base, OH, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Realign Robins Air Force Base, GA, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Realign Hill Air Force Base, UT, by relocating the Civilian Personnel Office

to Randolph Air Force Base, TX. Realign Tinker Air Force Base, OK, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX.

Realign Bolling Air Force Base Washington, DC, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX. Consolidate the relocated civilian personnel offices with the Civilian Personnel Office at Randolph Air Force Base, TX.

Realign 2521 Jefferson Davis Hwy, a leased installation in Arlington, VA, by relocating the transactional functions of the Defense Commissary Agency Human Resource Division and the Washington Headquarters Services Civilian Personnel Office to the Defense Logistics Agency, 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency. Realign the Department of Defense Education Activity, 4040 North Fairfax Drive, a leased installation in Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Logistics Agency 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency. Realign the Defense Information Systems Agency, 701 S. Courthouse Road, Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Finance and Accounting Service, 8899 E. 56th Street, Indianapolis, IN, and consolidating them with the Civilian Personnel Office of the Defense Finance and Accounting Service at Indianapolis, IN.

## **SECRETARY OF DEFENSE JUSTIFICATION**

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The consolidation of Civilian Personnel Offices within each Military Department and the transactional functions among the Defense Agencies reduces excess capacity, reduces the use of leased facilities, and achieves manpower savings through consolidation and elimination of duplicate functions. This recommendation supports the Administration's urging of federal agencies to consolidate personnel services. During the implementation of this recommendation it is important to partner with the National Security Personnel System (NSPS). NSPS provides the opportunity to improve the effectiveness of the Department through a simplified personnel management system that will improve the way it hires and assigns employees. This recommendation will be an effective tool for NSPS and provide the flexibility and responsiveness that supports the implementation of this system. Since NSPS will define a new human resource system featuring streamlined hiring, simplified job changes, and a less complex classification system, it covers all functions that would be supported by Civilian Personnel Offices.

## **COMMUNITY CONCERNS**

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Community leaders questioned DoD's security standards, stating they were unnecessarily more stringent than those developed by the Interagency Security Committee (tasked with developing and evaluating security standards for Federal facilities.) Also, they questioned whether DoD had surveyed each facility to determine compliance and the level of compliance with the DoD security standards (or even those "less stringent" standards approved by OMB in September 2004.) Finally, affected communities felt BRAC was not the proper instrument to effect DoD employee relocation from leased facilities. More specific concerns are noted as follows:

Army:

Rock Island Arsenal - The community emphasized that DoD previously identified Rock Island Arsenal for closure, which unfairly precluded a scenario considering the North Central CPOC as a "receiving site." DoD deviated significantly from the criteria for several reasons. NC CPOC ranked first among 25 DoD personnel offices. Rock Island Arsenal is a prime location for further consolidation of human resources (HR) processing because its automation infrastructure can support further expansion, a key element in the Army's decision to site the Army Civilian Data Center (ACDC), the central site for all of Army's major HR production data systems. The servicing ratio that will result from the elimination of 44 positions will alter the current servicing ratio from 1:148 to 1:175; the Army standard is 1:144. The North Central CPOC provides HR services to Fort Belvoir, Fort Meade and Fort Sam Houston, which stand to gain thousands of civilian employees as a result of other BRAC recommendations. Finally, the community argued that the

OSD BRAC Clearinghouse justification that CPOC relocation enables offices to be near their customer bases is flawed. Currently, NC CPOC supports a substantial civilian workforce in Afghanistan and Iraq and is engaged in standing up a CENTCOM organization in Iraq. The community asserts that the Army's regionalization of personnel services and centers was based on a determination that the processes performed in the personnel centers did not require geographic proximity to the customer, a concept supported by NC CPOC current customer base.

Navy:

HRSC Pacific - The community argued realignment of HRSC Pacific to CONUS West Coast would negatively affect approximately 135 Navy activities and 12,000 employees in Hawaii and those served in the Western Pacific. Also, they expressed concerns over increased travel costs and the seemingly arbitrary number of consolidated centers. As an alternative, the community offered to host a consolidated DoD Human Resource Personnel Center as a pilot program in Hawaii.

HRSC Southeast - The community submitted that DoD's recommendation to move the HRSC Southeast was based on flawed assumptions, specifically that HRSC Southeast is a typical "leased installation" and would need \$2M to meet force protection standards. In reality, HRSC Southeast resides lease-free in a Level 1 security rated, federally-owned facility. Navy's fair share of installation operating costs is only \$12.53/sf, a rate that is among the lowest in the nation. The community contended that jointness and synergy already exist at Stennis, that Stennis has a higher Military Value than the proposed site at Naval Support Activity Philadelphia, and that Stennis is more cost effective than Philadelphia. Currently, there are approximately 2,200 personnel employed by the various Navy tenants that include Naval Research Laboratory, Naval Small Craft Instruction and Technical Training School and Special Boat Team 22 (a Navy SEAL unit). The Navy has plans to introduce additional active-duty units permanently to the installation. The community argued that these factors gave Stennis a distinct advantage over the NSA Philadelphia site and recommended consolidation of HRSC Southeast and HRSC Northeast at the Stennis Space Center.

HRSC Northeast - The community submitted a rebuttal to the rationale and recommendation that HRSC Southeast remain at and HRSC Northeast be realigned to Stennis Space Center. The community argues that advocates for Stennis included several serious errors of fact that depart from the official COBRA report. The community supported the original DoD recommendation.

Air Force:

The community argued that "military judgment" dominated improperly over quantitative scores, and consolidating civilian personnel activities at Randolph Air Force Base would remove the customer bases farther away from the personnel who serve them.

## COMMISSION FINDINGS

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The Commission disagreed with three elements of the Secretary's recommendation.

First, the Civilian Personnel Operations Center (CPOC) at Rock Island Arsenal, IL, was recommended for relocation based on a later withdrawn proposal to close the arsenal. The Commission learned that the late timing of the decision did not allow the HSA JCSG to analyze the CPOC recommendation sufficiently.

Second, HRSC Southeast is located on Stennis Space Center, a Federally-owned, level-1 security rated facility whose tenants pay a "fair share" of the base's operating costs. Because of DoD's blanket assumptions with regard to leased space, the facility received the low military values assigned to leased space. The Commission found that, in this case, DoD's assumption of low military value was not supported by the facts.

Third, with regard to the relocation of the five Air Force CPOs, the effect of the recommendation would deprive the associated losing installations of mandatory personnel management advisory services, otherwise referred to as non-transactional functions. The Commission found this was not the Air Force's intention.

## COMMISSION RECOMMENDATIONS

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The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 2, 4, and 5 and the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Fort Richardson, AK, by relocating the Civilian Personnel Operations Center to Fort Huachuca, AZ, and consolidating it with the Civilian Personnel Operations Center at Fort Huachuca, AZ.

Realign Human Resource Service Center-Northeast, 111 S. Independence Mall, East, Bourse Building, a leased installation in Philadelphia, PA, by relocating the Civilian Personnel Office to the Naval Support Activity Philadelphia, PA.

Realign Human Resource Service Center-Southwest, 525 B Street, Suite 600, a leased installation in San Diego, CA, by relocating the Civilian Personnel Office to Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Human Resource Service Center-Pacific, 178 Main Street, Bldg 499, Honolulu, HI, by relocating the Civilian Personnel Office to the Human Resource Service Center-Northwest, 3230 NW Randall Way, Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA and consolidating with the Human Resource Service Centers at Silverdale, WA, and Naval Air Station North Island or Marine Corps Air Station Miramar, CA.

Realign Wright-Patterson Air Force Base, OH, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Wright-Patterson Air Force Base, OH, civilian workforce.

Realign Robins Air Force Base, GA, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Robins Air Force Base, GA, civilian workforce.

Realign Hill Air Force Base, UT, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Hill Air Force Base, UT, civilian workforce.

Realign Tinker Air Force Base, OK, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non transactional functions, necessary to support the Tinker Air Force Base, UT, civilian workforce.

Realign Bolling Air Force Base, DC, by relocating the transactional functions of the Civilian Personnel Office to Randolph Air Force Base, TX. Consolidate the relocated civilian personnel offices with the Civilian Personnel Office at Randolph Air Force Base, TX. Retain sufficient positions and personnel to perform the personnel management advisory services, the non-transactional functions, necessary to support the Bolling Air Force Base, DC, civilian workforce.

Realign 2521 Jefferson Davis Hwy, a leased installation in Arlington, VA, by relocating the transactional functions of the Defense Commissary Agency Human Resource Division and the Washington Headquarters Services Civilian Personnel Office to the Defense Logistics Agency, 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency.

Realign the Department of Defense Education Activity, 4040 North Fairfax Drive, a leased installation in Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Logistics Agency 3990 East Broad Street, Columbus, OH, and consolidating them with the Customer Support Office of the Defense Logistics Agency.

Realign the Defense Information Systems Agency, 701 S. Courthouse Road, Arlington, VA, by relocating the transactional functions of the Civilian Personnel Office to the Defense Finance and Accounting Service, 8899 E. 56th Street, Indianapolis, IN, and consolidating them with the Civilian Personnel Office of the Defense Finance and Accounting Service at Indianapolis, IN.

The Commission found 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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – HEADQUARTER AND SUPPLY ACTIVITIES; RELOCATE ARMY HEADQUARTERS AND FIELD OPERATING AGENCIES)**

### **SECRETARY OF DEFENSE RECOMMENDATION**

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Realign the Zachary Taylor Building, a leased installation in Arlington, VA, by relocating the Army Installation Management Agency headquarters to Fort Sam Houston, TX.

Realign Rock Island Arsenal, Illinois, as follows: relocate the Army Installation Management Agency Northwest Region headquarters to Fort Sam Houston, TX, and consolidate it with the Army Installation Management Agency Southwest Region headquarters to form the Army Installation Management Agency Western Region; and relocate the Army Network Enterprise Technology Command Northwest Region headquarters to Fort Sam Houston, TX, and consolidate it with the Army Network Enterprise Technology Command Southwest Region headquarters to form the Army Network Enterprise Technology Command Western Region.

Realign Crystal Square 2, a leased installation in Arlington, VA, by relocating the Army HR XXI office to Fort Knox, KY.

Realign the Park Center IV Building, a leased installation in Falls Church, VA, by relocating the Army Center for Substance Abuse to Fort Knox, KY.

Realign Seven Corners Corporate Center, a leased installation in Falls Church, VA, and 4700 King Street, a leased installation in Alexandria, VA, by relocating the Army Community and Family Support Center to Fort Sam Houston, TX.

Realign Rosslyn Metro Center, a leased installation in Arlington, VA, by relocating the Army Family Liaison Office to Fort Sam Houston, TX.

Realign Skyline Six, a leased installation in Falls Church, VA, by relocating the Army Contracting Agency headquarters to Fort Sam Houston, TX.

Realign the Hoffman 1 Building, a leased installation in Alexandria, VA, by relocating the Army Contracting Agency E-Commerce Region headquarters to Fort Sam Houston, TX.

Realign Fort Buchanan, Puerto Rico, by relocating the Army Contracting Agency Southern Hemisphere Region headquarters to Fort Sam Houston, TX.

Realign Aberdeen Proving Ground, MD, by relocating the Army Environmental Center to Fort Sam Houston, TX.

Realign Fort Belvoir, VA by relocating Army Materiel Command (AMC) and the Security Assistance Command (USASAC, an AMC major subordinate command) to Redstone Arsenal, AL.

## SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation relocates several Army Service Provider headquarters and regional offices in order to create operating efficiencies via co-location and/or consolidation. A new Installation Management Agency (IMA) Western Region office is created at Fort Sam Houston by relocating the IMA Northwest Region headquarters from Rock Island Arsenal; it collocates the IMA Headquarters with the IMA Western Region. Separate Army recommendations relocate other IMA regional offices to create the IMA Eastern Region at Fort Eustis.

This recommendation creates a new Network Enterprise Technology Command (NETCOM) Western Region at Fort Sam Houston by relocating the NETCOM Northwest Region headquarters from Rock Island Arsenal. Separate Army recommendations relocate other NETCOM Region headquarters to create the NETCOM Eastern Region at Fort Eustis.

The Army Contracting Agency (ACA) is relocating the ACA Southern Region office to Fort Sam Houston where it will consolidate with the ACA Southern Hemisphere Region office that is relocating from Fort Buchanan. The ACA Headquarters and ACA E-Commerce Region will collocate with the ACA Southern Region at Fort Sam Houston. By a separate Army recommendation, the ACA Northern Region headquarters will relocate from Fort Monroe to Fort Eustis in order to collocate with the ACA Northern Contracting Center.

Several other Army entities will relocate in order to collocate with the aforementioned organizations at Fort Sam Houston: the Army Community and Family Support Center, the Army Family Liaison Office, and the Army Environmental Center. The Army Center for Substance Abuse and the Army HR XXI office are relocating to Fort Knox. Finally, the Army Materiel Command (AMC) and the Security Assistance Command will relocate to Redstone Arsenal in order to collocate with one of AMC's major subordinate commands, the USA Aviation and Missile Command.

This recommendation meets several important Department of Defense objectives with regard to future use of leased space, rationalization of the Department's presence within 100 miles of the Pentagon, consolidation of Headquarters operations at single locations, and enhanced security for DoD activities. It collocates the Headquarters of the Army's regional service providers that typically interact daily. It results in improvement in military value due to the shift from leased space to locations on military installations and from re-location of organizations from installations lying outside of the Army's portfolio of installations they intend to keep to installations with higher military value. The military value of the affected Army activities range from 219th to 303rd of 334 entities evaluated by the Major Administration and Headquarters (MAH) military value model. Fort Sam Houston is ranked 19th out of 334; Fort Knox is ranked 32nd, and Redstone Arsenal is ranked 48th.

Implementation will reduce the Department's reliance on leased space which has historically higher overall costs than government-owned space and generally does not meet Anti-terrorism Force Protection standards as prescribed in UFC 04-010-01. The recommendation eliminates approximately 234,000 Usable Square Feet (USF) of leased administrative space within the National Capital Region (NCR) by relocating 8 organizations to military installations that are farther than 100 miles from the Pentagon, thereby providing dispersion of DoD activities away from a dense concentration within the NCR. This, plus the immediate benefit of enhanced Force Protection afforded by locating service providers within a military installation fence-line, will provide immediate compliance with Force Protection Standards. Operational synergies and efficiencies gained by co-locating Headquarters and newly consolidated Regional offices will likely result in additional operational efficiency and/or personnel reductions in the future.

The relocation of AMC and USASAC to Redstone Arsenal will result in the avoidance of future military construction costs; this future cost avoidance is not reflected in the payback calculation because it is planned for post-FY05. This military construction would provide for a new headquarters building for AMC and USASAC on Fort Belvoir; the majority of AMC's current space on Fort Belvoir is currently in temporary structures.

## COMMUNITY CONCERNS

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No community concerns were voiced during the review and analysis process regarding this specific recommendation. All organizations visited or contacted by the analyst stated that they could perform their mission from the new location. While there were some individual issues that would require adjudication during implementation, none were of such a nature as to conflict with the move or mission performance.

Community concerns over leased space in general received by the Commission questioned DoD's security standards, stating they were unnecessarily more stringent than those developed by the Interagency Security Committee (tasked with developing and evaluating security standards for Federal facilities.) Also, they questioned whether DoD had surveyed each facility to determine compliance and the level of compliance with the DoD security standards (or even those "less stringent" standards approved by OMB in September 2004).

## COMMISSION FINDINGS

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The Commission found that all organizations had indicated that they could perform their mission from the new location. Individual issues requiring careful adjudication during implementation would not conflict with the move or mission performance, and none rose to the level of a substantial deviation.

## COMMISSION RECOMMENDATIONS

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

# **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – MEDICAL; BROOKS CITY BASE, TEXAS)**

## SECRETARY OF DEFENSE RECOMMENDATION

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Close Brooks City Base, San Antonio, TX. Relocate the Air Force Audit Agency and 341<sup>st</sup> Recruiting Squadron to Randolph AFB. Relocate the United States Air Force School of Aerospace Medicine, the Air Force Institute of Occupational Health, the Naval Health Research Center Electro-Magnetic Energy Detachment, the Human Systems Development and Acquisition function, and the Human Effectiveness Directorate of the Air Force Research Laboratory to Wright-Patterson Air Force Base, OH. Consolidate the Human Effectiveness Directorate with the Air Force Research Laboratory, Human Effectiveness Directorate at Wright-Patterson Air Force Base, OH. Relocate the Air Force Center for Environmental Excellence, the Air Force Medical Support Agency, Air Force Medical Operations Agency, Air Force Element Medical Defense Agency, Air Force Element Medical-DoD, Air Force-Wide Support Element, 710<sup>th</sup> Information Operations Flight and the 68<sup>th</sup> Information Operations Squadron to Lackland Air Force Base, TX. Relocate the Army Medical Research Detachment to the Army Institute of Surgical Research, Fort Sam Houston, TX. Relocate the Non-Medical Chemical Biological Defense Development and Acquisition to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD. Disestablish any remaining organizations.

Realign Holloman AFB by disestablishing the high-onset gravitational force centrifuge and relocating the physiological training unit (49 ADOS/SGGT) to Wright-Patterson AFB.

## **SECRETARY OF DEFENSE JUSTIFICATION**

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This recommendation enables technical synergy, and positions the Department of the Air Force to exploit a center-of-mass of scientific, technical, and acquisition expertise required by the 20-year Force Structure Plan. Greater synergy across technical capabilities and functions will be achieved by consolidating geographically separate units of the Air Force Research Laboratory.

The end state will co-locate the Human Systems Development & Acquisition function and the Human Systems Research function with Air Force Aerospace Medicine and Occupational Health education and training. This action will co-locate the Development & Acquisition for Human Systems with the Research function and will concentrate acquisition expertise for Human Systems at one site. Additionally, the relocation of the physiological training unit from Holloman AFB with the relocation of the high-onset gravitational-force centrifuge, enables the continued use of a critical piece of equipment required for both Human Systems Research and Aerospace Medicine Education and Training. This end state will also increase synergy with the Air Platform Research and Development & Acquisition functions and continue the efficient use of equipment and facilities implemented under Biomedical Reliance and BRAC 91 at Wright-Patterson AFB, OH.

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.

Edgewood Chemical and Biological Center, Aberdeen Proving Ground, is home to the military's most robust infrastructure supporting research utilizing hazardous chemical agents. Relocation of the Non-medical Chemical Biological Defense Development and Acquisition to Aberdeen Proving Ground 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.

This recommendation also moves the Air Force Center for Environmental Excellence (AFCEE) to Lackland AFB, where it will be co-located with the Air Force Real Property Agency (AFRPA) that is being relocated to Lackland in a separate recommendation. The military value of AFCEE is 265th out of 336 entities evaluated by the Major Administrative and Headquarters (MAH) military value model. Lackland Air Force Base is ranked 25th out of 336.

## **COMMUNITY CONCERNS**

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Community representatives argued DoD's proposed closure of Brooks City Base, Texas would be too costly and eliminated already existing synergies. Specifically, they questioned why the US Air Force School of Aerospace Medicine (USAFSAM) would be moved to the Human Effectiveness Directorate at Wright-Patterson Air Force Base when the mission of USAFSAM involves training and has nothing to do with human system research or development. Alternatively, they suggested realigning USAFSAM with Fort Sam Houston where a co-located medical training organization is proposed. The community also recommended that the Air Force Institute of Operational Health remain in San Antonio and be realigned with USAFSAM because such an alignment would create greater military value than moving to Wright-Patterson. Finally, they argued that the Tri-Service Directed Energy Bioeffects Laboratory, created as a result of a prior BRAC process, remain intact so that such tri-service research can continue.

## COMMISSION FINDINGS

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The Commission found that several elements of this recommendation were not supportable as originally proposed. For instance, moving the Naval Health Research Center Electro-Magnetic Energy Detachment and the directed energy aspects of the Human Effectiveness Directorate of the Air Force Research Laboratory to Wright-Patterson Air Force Base, OH, and the Army Medical Research Detachment to the Army Institute of Surgical Research at Fort Sam Houston, TX, would break apart valuable research synergies established over a 10-year period at the Tri-Service Directed Energy Laboratories. In fact, the Tri-Service Directed Energy Laboratory was brought together at Brooks City Base in 1993 under a special project to collocate similar research and development activities of the military services. Therefore, the Commission found that the work conducted on the effect of directed energy on humans could be placed at risk under the DoD proposal.

## COMMISSION RECOMMENDATIONS

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

Close Brooks City Base, San Antonio, TX. Relocate the Air Force Audit Agency and 341st Recruiting Squadron to Randolph AFB. Relocate the United States Air Force School of Aerospace Medicine, the Air Force Institute of Operational Health, and the Human Systems Development and Acquisition function to Wright-Patterson Air Force Base, OH. Relocate the Naval Health Research Center Electro-Magnetic Energy Detachment and the Directed Energy portion of the Human Effectiveness Directorate of the Air Force Research Laboratory to Fort Sam Houston, TX. Consolidate the Human Effectiveness Directorate with the Air Force Research Laboratory, Human Effectiveness Directorate at Wright-Patterson Air Force Base, OH. Relocate the Air Force Center for Environmental Excellence, the Air Force Medical Support Agency, Air Force Medical Operations Agency, Air Force Element Medical Defense Agency, Air Force Element Medical-DoD, Air Force-Wide Support Element, 710<sup>th</sup> Information Operations Flight and the 68<sup>th</sup> Information Operations Squadron to Lackland Air Force Base, TX. Relocate the Army Medical Research Detachment to the Army Institute of Surgical Research, Fort Sam Houston, TX. Relocate the Non-Medical Chemical Biological Defense Development and Acquisition to Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD. Disestablish any remaining organizations.

Realign Holloman AFB by disestablishing the high-onset gravitational force centrifuge and relocating the physiological training unit (49 ADOS/SGGT) to Wright-Patterson AFB.

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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – MEDICAL; JOINT CENTERS OF EXCELLENCE FOR CHEMICAL, BIOLOGICAL, AND MEDICAL RESEARCH AND DEVELOPMENT AND ACQUISITION)**

### SECRETARY OF DEFENSE RECOMMENDATION

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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**

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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**

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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

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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

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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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – SUPPLY AND STORAGE; DEPOT LEVEL REPAIRABLE PROCUREMENT MANAGEMENT CONSOLIDATION)**

### SECRETARY OF DEFENSE RECOMMENDATION

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Realign Lackland Air Force Base, TX, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Robins Air Force Base, GA, and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; relocate the remaining integrated materiel management, user, and related support functions to Robins Air Force Base, GA.

Realign Soldier Systems Center, Natick, MA, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Philadelphia, PA, and reestablishing them as Defense Logistics Agency Inventory Control Point functions and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Philadelphia, PA, Inventory Control Point functions.

Realign Detroit Arsenal, MI, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablishing them as Defense Logistics Agency Inventory Control Point functions, and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Columbus, OH, Inventory Control Point functions.

Realign Rock Island Arsenal, IL, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Detroit Arsenal, MI, and designate

them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the remaining integrated materiel management, user, and related support functions to Detroit Arsenal, MI.

Realign Ft. Huachuca, AZ, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and designate them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Aberdeen Proving Ground, MD, and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the remaining integrated materiel management, user, and related support functions to Aberdeen Proving Ground, MD.

Realign Naval Support Activity Mechanicsburg, PA, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items, except those Navy items associated with Nuclear Propulsion Support, Level 1/Subsafe and Deep Submergence System Program (DSSP) Management, Strategic Weapon Systems Management, Design Unstable/Preproduction Test, Special Waivers, Major End Items and Fabricated or Reclaimed items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; disestablish the procurement management and related support functions for depot-level repairables and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Marine Corps Base, Albany, GA, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for any residual Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; disestablish the procurement management and related support functions for depot-level repairables and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Naval Support Activity Philadelphia, PA, Tinker Air Force Base, OK, Hill Air Force Base, UT, and Robins Air Force Base, GA, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items, except those Navy items associated with Design Unstable/Preproduction Test, Special Waivers and Major End Items to Defense Supply Center Richmond, VA, and reestablishing them as Defense Logistics Agency Inventory Control Point functions, and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Richmond, VA, Inventory Control Point functions.

Realign Redstone Arsenal, AL, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Aviation Consumable Items to Defense Supply Center Richmond,

VA, and reestablish them as Defense Logistics Agency Aviation Inventory Control Point functions; disestablish the procurement management and related support functions for Aviation depot-level repairables and designate them as Defense Supply Center Richmond, VA, Aviation Inventory Control Point functions; relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Missile Consumable Items to Defense Supply Center Columbus, OH; reestablish them as Defense Logistics Agency Missile Inventory Control Point functions; disestablish the procurement management and related support functions for missile depot-level repairables and designate them as Defense Supply Center Columbus, OH, Missile Inventory Control Point functions; and realign a portion of the remaining integrated materiel management, user, and related support functions necessary to oversee the Inventory Control Point activities at Aberdeen Proving Ground, MD, Detroit Arsenal, MI, Soldier System Center, Natick, MA, and Redstone Arsenal, AL, to Headquarters Army Materiel Command (AMC).

Realign Wright-Patterson Air Force Base, OH, by relocating the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Fort Belvoir, VA, by assigning the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

## **SECRETARY OF DEFENSE JUSTIFICATION**

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The Supply & Storage Joint Cross Service Group looked at the responsibility for consumable and depot-level repairable item management across the Department of Defense. This recommendation, together with elements of a base closure recommendation, supports the migration of the remaining Service Consumable Items to the oversight and management of a single DoD agency/activity. This proposal moves select Inventory Control Point functions (Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support) to DLA. A number of Inventory Control Point functions (Allowance/Initial Supply Support List Development, Configuration Management, User Engineering Support, Provisioning, and User Technical Support) will be retained by the Services to maintain the appropriate critical mass to perform requirements and engineering. In addition, this recommendation realigns or relocates the procurement management and related support functions for the procurement of DLRs to DLA.

For both consumable items and the procurement management of DLRs, this recommendation provides the opportunity to further consolidate Service and DLA Inventory Control Points by supply chain type. Defense Supply Center Columbus, OH (DSCC), manages the Maritime and Land supply chain, the Defense Supply Center Richmond, VA (DSCR), manages the Aviation supply chain, and Defense Supply Center Philadelphia, PA (DSCP), manages the Troop Support supply chain. The realignment should provide labor savings through transfer in place (application of standard labor rates across Inventory Control Points, headquarters staff reductions, and consolidation of support functions), reduce labor and support costs (from site consolidation) and business process improvements, such as consolidation of procurement under a single inventory materiel manager, reduction of disposal costs, and improved stock positioning. Savings related to overhead/support functions, especially at those locations where physical realignments occur at a lead center, can be anticipated. Finally, this recommendation supports transformation by transferring procurement management of all Service DLRs to a single DoD agency/activity.

This recommendation also allows for the relocation of the remaining Army ICP functions at Fort Huachuca (integrated materiel management, user, and related support functions) to be collocated with its respective Life Cycle Management Command.

This recommendation relocates Air Force ICP functions from Lackland AFB to Robins AFB to provide for the continuation of secure facilities required by the Lackland ICP.

In addition, while this recommendation incorporates most of the actions required to complete the transfer of management to DLA, one element is captured in the closure recommendation associated Fort Monmouth, NJ, as noted below:

The realignment of Fort Monmouth, NJ, which relocates the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablishes them as Defense Logistics Agency Inventory Control Point functions; relocates the procurement management and related support functions for depot-level repairables to Aberdeen Proving Ground, MD, and designates them as Defense Supply Center, Columbus, OH, Inventory Control Point functions; and relocates the remaining integrated materiel management, user, and related support functions to Aberdeen Proving Ground, MD, has been incorporated into the closure of Fort Monmouth, NJ.

## COMMUNITY CONCERNS

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The Illinois/Rock Island Arsenal community argued DoD greatly deviated from the selection criteria by not basing its decisions regarding the Rock Island Arsenal on military value and cost savings. Rock Island Arsenal Tank Automotive and Armaments Command (TACOM) had a higher military value score than Detroit Arsenal TACOM, yet the lower-ranked facility would gain the management of the depot-level repairable mission. The community claimed facilities at Detroit Arsenal had insufficient space to accommodate Rock Island's TACOM mission. The community expressed concerns about discrepancies in the number of positions identified (740 versus 1,129) with the moves and efficiencies at TACOM Rock Island, which in their view underestimated true costs. Similarly, they asserted military construction costs identified in the COBRA data for Detroit Arsenal were grossly understated by either \$42 million or \$85 million, depending on the source of data. They claimed a move to Michigan raised Anti-terrorism and Force Protection issues, since Rock Island Arsenal meets and exceeds force protection requirements, while Detroit does not. Moving Rock Island TACOM away from the Engineering support and PEO combat system could also result in the loss of synergy.

The Lackland Air Force Base community claimed the DoD recommendation to disassemble the Cryptologic Systems Group (CPSG) could severely damage our national security, which therefore would violate several BRAC military value criteria. The community argued that the loss of intellectual capital and experienced workers in a very specialized field would be difficult to reconstitute.

## COMMISSION FINDINGS

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The Commission found there was a discrepancy in the number of positions identified to transfer from Rock Island Arsenal, IL. The entire TACOM-Rock Island organization with approximately 1,100 positions would be affected by this recommendation. Re-running COBRA to capture additional costs to account for DoD's personnel discrepancy resulted in increased moving costs, and a \$15 million dollar increase in military construction for gaining facility Detroit Arsenal for this recommendation. However, even accounting for this cost increase, the overall Rock Island portion of this recommendation remained sound from a military value standpoint, as well as being cost effective.

Finally, the Commission found that disestablishing and realigning the mission of the Cryptologic Systems Group at Lackland Air Force Base has a potential to damage national security, and constituted a substantial deviation. This section of the recommendation was therefore deleted by the Commission by amendment.

## COMMISSION RECOMMENDATIONS

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The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 4 and 5, as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Realign Soldier Systems Center, Natick, MA, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Philadelphia, PA, and reestablishing them as Defense Logistics Agency Inventory Control Point functions and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Philadelphia, PA, Inventory Control Point functions.

Realign Detroit Arsenal, MI, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablishing them as Defense Logistics Agency Inventory Control Point functions, and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Columbus, OH, Inventory Control Point functions.

Realign Rock Island Arsenal, IL, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Detroit Arsenal, MI, and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the remaining integrated materiel management, user, and related support functions to Detroit Arsenal, MI.

Realign Ft. Huachuca, AZ, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Columbus, OH, and designate them as Defense Logistics Agency Inventory Control Point functions; relocate the procurement management and related support functions for depot-level repairables to Aberdeen Proving Ground, MD, and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the remaining integrated materiel management, user, and related support functions to Aberdeen Proving Ground, MD.

Realign Naval Support Activity Mechanicsburg, PA, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items, except those Navy items associated with Nuclear Propulsion Support, Level 1/Subsafe and Deep Submergence System Program (DSSP) Management, Strategic Weapon Systems Management, Design Unstable/Preproduction Test, Special Waivers, Major End Items and Fabricated or Reclaimed items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; disestablish the procurement management and related support functions for depot-level repairables and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Marine Corps Base, Albany, GA, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for any residual Consumable Items to Defense Supply Center Columbus, OH, and reestablish them as Defense Logistics Agency Inventory Control Point functions; disestablish the procurement management and related support functions for depot-level repairables and designate them as Defense Supply Center Columbus, OH, Inventory Control Point functions; and relocate the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Naval Support Activity Philadelphia, PA, Tinker Air Force Base, OK, Hill Air Force Base, UT, and Robins Air Force Base, GA, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items, except those Navy items associated with Design Unstable/Preproduction Test, Special Waivers and Major End Items to Defense Supply Center Richmond, VA, and reestablishing them as Defense Logistics Agency Inventory Control Point functions, and by disestablishing the procurement management and related support functions for depot-level repairables and designating them as Defense Supply Center Richmond, VA, Inventory Control Point functions.

Realign Redstone Arsenal, AL, as follows: relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Aviation Consumable Items to Defense Supply Center Richmond, VA, and reestablish them as Defense Logistics Agency Aviation Inventory Control Point functions; disestablish the procurement management and related support functions for Aviation depot-level repairables and designate them as Defense Supply Center Richmond, VA, Aviation Inventory Control Point functions; relocate the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, and Integrated Materiel Management Technical Support Inventory Control Point functions for Missile Consumable Items to Defense Supply Center Columbus, OH; reestablish them as Defense Logistics Agency Missile Inventory Control Point functions; disestablish the procurement management and related support functions for Missile depot-level repairables and designate them as Defense Supply Center Columbus, OH, Missile Inventory Control Point functions; and realign a portion of the remaining integrated materiel management, user, and related support functions necessary to oversee the Inventory Control Point activities at Aberdeen Proving Ground, MD, Detroit Arsenal, MI, Soldier System Center, Natick, MA, and Redstone Arsenal, AL, to Headquarters Army Materiel Command (AMC).

Realign Wright-Patterson Air Force Base, OH, by relocating the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

Realign Fort Belvoir, VA, by assigning the oversight of Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items and the oversight of procurement management and related support functions for depot-level repairables to the Defense Logistics Agency, Fort Belvoir, VA.

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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – TECHNICAL; DEFENSE RESEARCH SERVICE LED LABORATORIES)**

### **SECRETARY OF DEFENSE RECOMMENDATION**

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Close the Air Force Research Laboratory, Mesa City, AZ. Relocate all functions to Wright-Patterson Air Force Base, OH.

Realign Air Force Research Laboratory, Hanscom, MA, by relocating the Sensors Directorate to Wright-Patterson Air Force Base, OH, and the Space Vehicles Directorate to Kirtland Air Force Base, NM.

Realign Rome Laboratory, NY, by relocating the Sensor Directorate to Wright-Patterson Air Force Base, OH, and consolidating it with the Air Force Research Laboratory, Sensor Directorate at Wright-Patterson Air Force Base, OH.

Realign Air Force Research Laboratory, Wright-Patterson Air Force Base, OH, by relocating the Information Systems Directorate to Hanscom Air Force Base, MA.

Realign Army Research Laboratory Langley, VA, and Army Research Laboratory Glenn, OH, by relocating the Vehicle Technology Directorates to Aberdeen Proving Ground, MD.

Realign the Army Research Laboratory White Sands Missile Range, NM, by relocating all Army Research Laboratory activities except the minimum detachment required to maintain the Test and Evaluation functions at White Sands Missile Range, NM, to Aberdeen Proving Ground, MD.

### **SECRETARY OF DEFENSE JUSTIFICATION**

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This recommendation realigns and consolidates portions of the Air Force and Army Research Laboratories to provide greater synergy across technical disciplines and functions. It does this by consolidating geographically separate units of the Air Force and Army Research Laboratories.

A realignment of Air Force Research Laboratory Human Factors Division from Brooks City Base, TX, research to Wright-Patterson AFB was initially part of this recommendation, and still exists, but is presented in the recommendation to close Brooks City Base, TX.

This recommendation enables technical synergy, and positions the Department of the Defense to exploit a center of mass of scientific, technical, and acquisition expertise.

### **COMMUNITY CONCERNS**

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The Arizona AFRL Mesa City community argued there is a greater potential for synergistic activities by linking the Warfighting Training Laboratory with other Arizona activities, than from relocating to Wright-Patterson Air Force Base. The community felt the spirit of the DoD recommendation could be better met by re-establishing the Laboratory through a contractual privatization-in-place arrangement. This alternative would enhance future collaboration, improve training research, and reduce the Air Force's infrastructure footprint. The community estimates 20 year cost savings for the privatization-in-place option as \$76 million compared to \$66M estimated by DoD for its relocation recommendation. Community officials claimed

Arizona State University would invest \$2M per year to enhance the potential of the Warfighting Laboratory under the community's alternative.

The Kirtland Air Force Base community believed that moving the Mesa Laboratory to Kirtland Air Force Base would better align the mission with two operational units. According to the community, the Warfighting training laboratory needs to be in the field and on an installation with warfighters. The community argued that moving the laboratory to Wright-Patterson (with no warfighting flying missions) will make it less effective.

The Rome Research Site community argued that DoD's assertion that unifying separate laboratory functions will result in superior research and reduced costs is a dubious justification for relocating Rome's sensors mission to Wright-Patterson Air Force Base. The Rome community contends that the recommendation would cause a loss of existing high value synergy for meeting the nation's homeland security and warfighting needs. The community further stated that a field survey at Wright-Patterson Air Force Base, shows contractor savings assumptions are grossly overstated. In addition advocates claimed that net costs would exceed projected savings. The community further contended that unique sensor siting costs and frequency allocation issues were not properly considered. They also believed that when accurate and full information is considered, the payback period grows, savings decrease, and one-time costs increase.

The Rome Research Site community also believed that its high military value and cost-effectiveness were the defining reasons why DoD recommended that Rome remain as the headquarters for Information Technology. According to its advocates, relocation and splitting Information Technology functions from Wright-Patterson AFB and Rome to Hanscom AFB does not make sense and should be centralized at Rome Research Site.

The White Sands Missile Range community said DoD's BRAC criteria was supposed to primarily look at military value, with potential cost savings being just one part of the total criteria. They stated that the criteria used by DoD to develop its recommendations were based on the false and preconceived idea that combining all "like disciplines" would automatically create synergy and savings. The community also contends that DoD is under the illusion that moving individuals to a central location would create new "Centers of Excellence"; disregarding the existing Centers of Excellence developed by current test and evaluation directorates. The community believed that proper implementation of the BRAC criteria should have resulted in an expansion of Army Research Laboratory's role at White Sands Missile Range to take advantage of the of the excellent range capabilities, top-flight facilities and future joint operations expansion. The community also expressed concern over increased costs of transiting back and forth from Maryland to New Mexico to accomplish important testing activities that cannot be conducted at Aberdeen Proving Ground, MD.

## COMMISSION FINDINGS

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The Commission found that DoD rated Rome Laboratory (Rome Research Site) significantly higher in military value than either Wright-Patterson or Hanscom Air Force Base for the information technology research focus area. The Commission supports the concept of establishing and retaining a single site for information technology research, rather than multiple sites proposed by DoD. The Commission found that Rome Laboratory is the headquarters for the Information Systems Directorate, and rather than moving its Information Systems Directorate to Hanscom Air Force Base as originally called for in the Secretary's recommendation, it should be relocated to Rome.

The recommendation to relocate the Army Research Laboratory, White Sands Missile Range, NM to Aberdeen, MD was intended to consolidate geographically dispersed research activities performing similar work. Although Army has not specifically identified the number of research personnel to relocate to Aberdeen Proving Ground, MD, the Commission found that laboratory personnel need to be retained at White Sands Missile Range to support ongoing and future test and evaluation functions performed there. After conducting a cost and savings analysis of this portion of the recommendation, the Commission found that savings would not be realized until 100 years. While there appears to be some overlap in research capabilities resident at both White Sands and Aberdeen, the Commission found the poor return

on investment, and the potential adverse impact on system effectiveness at the missile range in New Mexico, were greater than the marginal possible gains in military value.

## COMMISSION RECOMMENDATIONS

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The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 4 and 5, as well as from the Force Structure Plan. Therefore, the Commission recommends the following:

Close the Air Force Research Laboratory, Mesa City, AZ. Relocate all functions to Wright-Patterson Air Force Base, OH.

Realign Air Force Research Laboratory, Hanscom, MA, by relocating the Sensors Directorate to Wright-Patterson Air Force Base, OH, and the Space Vehicles Directorate to Kirtland Air Force Base, NM.

Realign Rome Laboratory, NY, by relocating the Sensor Directorate to Wright-Patterson Air Force Base, OH, and consolidating it with the Air Force Research Laboratory, Sensor Directorate at Wright-Patterson Air Force Base, OH.

Realign Air Force Research Laboratory, Wright-Patterson Air Force Base, OH, by relocating the Information Systems Directorate to Rome Laboratory, NY.

Realign Army Research Laboratory Langley, VA, and Army Research Laboratory Glenn, OH, by relocating the Vehicle Technology Directorates to 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.

## **ABERDEEN PROVING GROUND (APG), MARYLAND (JOINT CROSS SERVICE GROUP – HEADQUARTERS AND SUPPLY ACTIVITIES; CREATE JOINT MOBILIZATION SITES)**

### SECRETARY OF DEFENSE RECOMMENDATION

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Realign Aberdeen Proving Ground, MD, Washington Navy Yard, Washington, DC, and Naval Submarine Base New London, CT, by relocating all mobilization functions to Fort Dix, NJ, designating it as Joint Pre-Deployment/Mobilization Site Dix/McGuire/Lakehurst. Realign Submarine Base Bangor, WA, by relocating all mobilization processing functions to Fort Lewis, WA, designating it as Joint Pre-Deployment/Mobilization Site Lewis/McChord. Realign Fort Huachuca, AZ, by relocating all mobilization processing functions to Fort Bliss, TX, designating it as Joint Pre-Deployment/Mobilization Site Bliss/Holloman. Realign Fort Eustis, VA, Ft Jackson, SC, and Fort Lee, VA, by relocating all mobilization processing functions to Fort Bragg, NC, designating it as Joint Pre-Deployment/Mobilization Site Bragg/Pope.

### SECRETARY OF DEFENSE JUSTIFICATION

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This recommendation realigns eight lower threshold mobilization sites to four existing large capacity sites and transforms them into Joint Pre-Deployment/Mobilization Platforms. This action is expected to have the long-term effect of creating pre-deployment/mobilization centers of excellence, leverage economies of scale, reduce costs, and improve service to mobilized servicemembers. This recommendation specifically

targets four of the larger capacity mobilization centers located in higher density Reserve Component (RC) personnel areas. These platforms have the added military value of strategic location, Power Projection Platform (PPP) and deployment capabilities. The gaining bases all have an adjoining installation from another service(s), thereby gaining the opportunity to increase partnership and enhance existing joint service facilities and capabilities. The eight realigned, lower thresholds/mobilization sites have significantly less capacity and many less mobilizations. The realignment of these pre-deployment/mobilization missions to the other joint pre-deployment/mobilization sites will not overload the gaining joint mobilization installations. These new joint regional predeployment/redeployment mobilization processing sites, Fort Dix, Fort Lewis, Fort Bliss and Fort Bragg, have the capability to adequately prepare, train and deploy members from all services while reducing overall mobilization processing site manpower and facilities requirements. Numerous other intangible savings are expected to result from transformation opportunities by consolidating all services' mobilization operations and optimizing existing and future personnel requirements. Additional opportunities for savings are also expected from the establishment of a single space mobilization site capable of supporting pre-deployment/mobilization operations from centralized facilities and infrastructure. The establishment of these Joint Pre-Deployment/Mobilization Sites will not preclude the services from using any/all of their other existing mobilization sites, nor will they affect any service rapid mobilization units/wings. These joint platforms will not affect any of the services units that have specific unit personnel/equipment requirements necessitating their mobilization from a specified installation.

## **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 recommendation of the Secretary of Defense.

## **COMMISSION RECOMMENDATIONS**

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