

August 10, 2005

The Honorable Anthony Principi, Chairman  
2005 Defense Base Realignment and Closure Commission  
2521 S. Clark St., Ste. 600  
Arlington, VA 22202

BRAC Commission

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Dear Chairman Principi,

I write to seek your intervention on behalf of the Naval Submarine Medical Research Laboratory (NSMRL, the "Lab"), located at the Naval Submarine Base New London. In the DoD recommendation to close the Submarine Base, NSMRL is to consolidate with the Naval Medical Research Center (NMRC) at Walter Reed Army Medical Center (WRAMC) Forest Glen Annex, MD. That recommendation is seriously flawed, as it will remove NSMRL from direct day-to-day contact with its submarine lifeblood and will seriously detract from the Lab's current military value. The Lab needs to be co-located with operational Submariners on the waterfront – that is the Lab's heritage, and its strength.

The majority of NSMRL's efforts are directed to and expended on Submarine Force issues, with only rare exceptions of interest to the Navy medical community beyond undersea medicine. I have provided as Appendix 1 a listing of project/program areas in which NSMRL participates. Six of the seven listed programs are essentially Submarine unique. Space prohibits providing more detail, but it should be noted that Commander, Naval Submarine Forces signed an MOU with NSMRL in 2004 *specifically* to assure the continued NSMRL responsiveness to critical Submarine Force issues. Indeed NSMRL's historic and current largest funding source is the submarine Navy itself (excepting sporadic congressionally directed additions) with minimal financial support from the Navy's Bureau of Medicine.

DoD's recommendations do not recognize the unique and perishable expertise resident in NSMRL. Instead, under the DoD BRAC justification appears the wording: "Consolidating the NSMRL with assets at [WRAMC] will create a DoD Center of Hyperbaric and Undersea Medicine that will increase synergy by consolidating previously separate animal and human research capabilities at a single location." In this justification, the concept of synergy was substantially misapplied. The NMRC 'assets' mentioned consist of a scientific group whose work is largely test-tube and animal-level diving and hyperbaric physiology research. The synergy between this work and current NSMRL-submarine project work approaches zero.

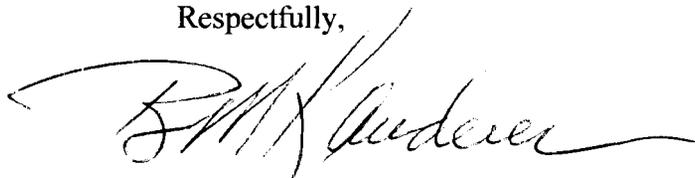
In contrast, NSMRL currently benefits from great synergy (defined as frequent contact and correlated action critically needed to support funded research) with Submarine Squadron 12, Naval Submarine School, Submarine Learning Center, Submarine Squadron TWO and the numerous submarine crews homeported in the Groton/New London area. Further synergy exists with the nearby Electric Boat Corporation and the Naval Undersea Warfare Center, Newport RI, part of the Navy's NAVSEA organization. Only a single active collaboration exists with WRAMC, in research that is neither hyperbaric nor undersea medicine related. Clearly, NSMRL should remain co-located with an intact Submarine Base New London, if you overturn the DOD closure recommendation.

On the other hand, if the Submarine Base is closed, where should NSMRL go? The DoD BRAC deliberations on NSMRL's future location occurred within the Medical Joint Cross Service Group (MJCSG), not within a Navy group. Minutes of the MJCSG do not indicate either any attempt to seek Submarine Force input, or any effort to request or analyze a scenario in which NSMRL is relocated to another location with submarines. The focus of that group was on worthwhile co-locations of similar function, for example aviation medicine research at an Air Base. But medical support of submarine missions is unique, despite the semantic similarity of 'hyperbaric medicine.' Hyperbaric medicine is currently less than 10% of NSMRL's research portfolio.

Is there a better receiving location than WRAMC? Appendix 1 provides a Table showing how the existing synergistic network at Groton will be affected by moving NSMRL to WRAMC or other locations. Appendix 2 provides rough estimates of the one-time and steady-state costs of moves to these locations. The Appendices list each potential submarine base location, the Walter Reed site, and Panama City FL, the other location considered by the MJCSG. Both Panama City and WRAMC are very poor choices for NSMRL programmatic continuation. Pearl Harbor is more expensive than CONUS sites, and would require frequent time consuming staff trips to the mainland. Kings Bay and Panama City are somewhat less expensive, but lack nearby medical schools for collaboration, and are challenging areas for recruitment and retention of top civilian scientists. Kings Bay looks more attractive for programs, but much of its attractiveness depends on the questionable assumption that Submarine Development Squadron 12 will be located there in the long run. San Diego also is attractive for programs, but its attractiveness would disappear if the only submarine squadron at Submarine Base San Diego relocated. Norfolk and Bangor locations have fewer caveats. Your staff can more closely evaluate the options, but the overall conclusions seem inescapable.

With the unique perspective of having served as both Commander Submarine Force, US Pacific Fleet, and as Commander Submarine Force, US Atlantic Fleet, I would strongly urge that you collocate NSMRL with operational submarine forces. I am completely confident that such a decision would be in the best interests of our Navy and our Armed Forces, and I have no doubt that current Submarine Force leadership would concur in this assessment, were you to ask them.

Respectfully,

A handwritten signature in black ink, appearing to read 'B. M. Kauderer', with a large, sweeping flourish extending to the right.

B. M. Kauderer

Vice Admiral, U.S. Navy (Retired)

Former Commander, Submarine Force, U.S. Pacific Fleet

Former Commander, Submarine Force, U.S. Atlantic Fleet



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Appendix 2

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Cost comparisons across possible NSMRL receiving locations

Table entries are rough estimates of dollar costs in each category

<b>Location ⇒</b>	<b>Norfolk VA</b>	<b>K Bay GA</b>	<b>Bangor WA</b>	<b>San Diego</b>	<b>Pearl Harbor</b>	<b>Panama City FL</b>	<b>Walter Reed MD</b>	
<b>↓ NSMRL Costs</b>								
<i>One time (\$000)</i>								
Special Facilities (Sound suite prep) MILCON	\$23,250	\$23,250	\$23,250	\$23,250	\$23,250	\$23,250	\$23,250	(C1)
Lab/office MILCON (C2)	12,098	12,613	15,187	14,543	21,750	10,553	13,127 or 0 (C3)	
Hyperbaric chambers spec.	3,650	3,650	3,650	3,650	3,650	3,650	3,650	(C4)
Other equipment movement (124 tons)	20	32	112	112	372 (C5)	48	14 (C6)	
Transition TDY	97	97	97	97	97	97	97 (C7)	
<b>TOTAL</b>	<b>39,115</b>	<b>39,641</b>	<b>42,295</b>	<b>41,652</b>	<b>49,119</b>	<b>37,598</b>	<b>40,139</b>	
<i>Yearly recurring (\$000)</i>								
Officer BAH Δ	- \$47	- \$72	- \$43	- \$42	\$45	- \$65	\$37	
Enlisted BAH Δ	- 22	- 47	- 29	31	31	- 40	31	
Civ. Local Pay Δ	- 95	- 95	- 38	- 23	96	-95	- 45	
Mission TDY Δ	188 (C8)	147 (C9)	188	41 (C10)	188	212 (C11)	188 (C8)	
<b>Total net recurring / yr</b>	<b>24</b>	<b>- 67</b>	<b>78</b>	<b>7</b>	<b>360</b>	<b>13</b>	<b>211</b>	
<i>Basis of locality differences (\$000)</i>								<b>NLON baseline</b>
Officer BAH (C12) \$/month-person	1,130	874	1,176	1,183	2,089	946	2,006	1,624
Enlisted BAH (C12) \$/month- person	923	688	854	1,416	1,413	758	1,415	1,125
Civ Locality Pay Factor (C12)	1.1090	1.1090	1.151	1.162	1.25	1.109	1.146	1.179
MILCON Area Cost Factor (C13)	0.94	0.98	1.18	1.13	1.69	0.82	1.02	
Equipment move per ton-mile (C14)	\$0.35	0.25	0.30	0.30	0.60 (C5)	0.29	0.33	
Mileage (C15)	471	1,022	3,000	3,000	5,000	1,322	347	

## NOTES Appendix 1

**M1.** Organized after NSMRL Fleet Review, 28 April 2005

**M2.** Includes the SUBSCREEN test currently administered at SUBSCOL NLON by a NSMRL-trained technician, and used by NLON Mental Health clinic and SUBSCOL. Requires frequent visits to SUBSCOL (assumed to be at Kings Bay), and frequent re-orientation to SUBFOR needs. Other location needs minimal.

**M3.** Includes advanced sonar and command displays. Requires test subjects and subject matter experts from SUBSCOL and waterfront boats, close collaboration with NUWC Newport, and SUBDEVRON 12 (assumed to be at Kings Bay), SPAWAR Systems Command, San Diego, and frequent re-orientation to SUBFOR needs. Also needs a special facility (sound suite).

**M4.** Includes aspects of disabled survival and escape preparation, training, fleet exercise. Requires close collaboration with SUBSCOL (to support re-introduction of submarine escape training), Electric Boat Co., Groton, and SUBDEVRON 5 Detachment, North Island, San Diego, and frequent re-orientation to SUBFOR needs. Very limited collaboration with NEDU Panama City FL.

**M5.** Includes all aspect of diver safety and deterrence regarding underwater sound. Requires an acoustically instrumented open water test site (Dodge Pond CT, or TRANSDEC San Diego), a local pool of diver test subjects, as well as special facilities (large hyperbaric chambers and sound suite). Very limited collaboration with NEDU Panama City FL.

**M6.** Includes on-site monitoring of most submarines. Requires periodic visits to every submarine homeport, as well as to NAVSEA and NRL in Washington DC.

**M7.** Includes a changing variety of medical issues arising from submarine service, for example, assessment of onboard diet restrictions on recurrence of kidney stones. Requires frequent access to submarines. Some limited synergy possible with hyperbaric medicine at Panama City or Walter Reed.

**M8.** Includes several basic science projects using NSMRL's special expertise and capabilities for human hearing research. Requires frequent contact with collaborators at Walter Reed, Washington DC, and Harvard University, Boston, as well as other local universities with strong hearing research programs for short-term collaborations. Also needs a special facility (sound suite).

## NOTES Appendix 2

**C1.** MILCON at Walter Reed from DON-033R COBRA regarding NSMRL. Tracing back to NSMRL's BRAC certified data responding to scenario MED-0055, it is seen that the cost is for sound suite interior special furnishing re-creation – not for a full laboratory structure. Assume costs identical at all locations.

- C2.** Laboratory MILCON estimated to replace the current NSMRL occupied area (about 41,000 SF), minus the size of the sound suite (about 8,000 SF). Construction cost rate used was \$390/SF, the BSL-2 rate chosen by the BRAC Medical JCSG meeting of 17 Nov 04.
- C3.** The DON-033R COBRA did not include costs of a new lab, assuming that adequate space would exist at WRAMC for personnel and equipment. However, the NMRC certified data response to Scenario MED-055 states "...to our knowledge, no unoccupied space will be available." It further refers to a local codicil restricting any further building construction on the site.
- C4.** Special handling to disassemble, reassemble, and recertify man-rated hyperbaric chambers. From NSRML certified data in BRAC Scenarios MED-055. Assumed same at all locations.
- C5.** Shipping cost data to Hawaii not known. Only rough assumption used (see below and Note C14).
- C6.** Cost is due to total tonnage (124 tons, from NSRML certified data in BRAC Scenario MED-055), multiplied by the shipping rate (below, and Note C14), and by the distance (below and Note C15).
- C7.** Travel to/from new location in anticipation of move. From NSRML certified data in BRAC Scenarios MED-055. Assumed same at all locations. Not corrected for different per-diem rates among locations. Not included in total DON-033R COBRA cost package.
- C8.** Net difference in expected TDY costs for mission travel from new location. From NSRML certified data in BRAC Scenarios MED-055 with respect to Walter Reed location. Same entry used for other locations unless underlying assumption differed (of travel to SUBSCOL and to Dodge Pond diver/sound experimental site). Not corrected for different per-diem rates among locations. Not included in total DON-033R COBRA cost package.
- C9.** Difference in TDY from King's Bay location less because of SUBSCOL co-location.
- C10.** Difference in TDY from King's Bay location less because of co-location of TRANSDEC, a suitable alternate facility to Dodge Pond.
- C11.** A different specific entry based on NSMRL certified data in BRAC Scenarios MED-0024 with respect to Panama City location. Air travel to/from Panama City is more expensive.
- C12.** Pay differentials based on BRAC Static Base tables, except for Hawaii civilian pay differential which was found on the Office of Personnel Management website.
- C13.** DoD ACF downloaded from [www.acq.osd.mil/ie](http://www.acq.osd.mil/ie) under Program Analysis and Budget.
- C14.** Shipping rate from DON-033R COBRA, or estimated.
- C15.** Mileage from DON-033R COBRA, or estimated.