DCN: 8636
DCN: 8732

DCN: 8733

Sec. 173: Convert Inpatient Services to Clinics

DoD Recommendation

a. **Realign** 8 inpatient locations and convert them to a clinic and ambulatory surgery center

b. **Realign** one location by converting it to a clinic and ambulatory surgery center and relocating its inpatient mission to a nearby facility

Sec. 173: Convert Inpatient Services to Clinics

Affected Installations

Convert the following locations inpatient centers to and outpatient clinic and ambulatory surgery center:

Marine Corps Air Station Cherry Point, NC
Fort Eustis, VA
Andrews AFB, MD
MacDill AFB, FL
Keesler AFB, MS
Scott AFB, IL
Naval Station Great Lakes, IL
Fort Knox, KY

Outpatient Clinic and Ambulatory Surgery Center

USAF Academy, CO

Fort Carson, CO

Sec. 173: Convert Inpatient Services to Clinics

DoD Justification

- Relies on the civilian medical network -- located within 40 miles of the referenced facilities -- for inpatient services
- Reduces excess capacity
- Locates military personnel in activities with higher military value with a more diverse workload

COBRA:

- $12.9 M one time costs
- Immediate Payback
- $818.1 M 20-year Net Present Value
- 521 Military, 225 Civilians and 353 contractors

Sec. 173: Convert Inpatient Services to Clinics

Issues Raised

C1, C3 & C7

- Civilian Medical Network capabilities
  - Fort Knox
  - Keesler

Sec. 173: Convert Inpatient Services to Clinics

DoD Recommendation

a. **Realign** 8 inpatient locations and convert them to a clinic and ambulatory surgery center

b. **Realign** one location by converting it to a clinic and ambulatory surgery center and relocating its inpatient mission to a nearby facility

Sec. 173: Convert Inpatient Services to Clinics C1, C3 & C7 Mission, Facilities Capabilities

DoD Position: Local civilian medical network will be able to provide the needed medical services

Community Position: Needed medical services will not be available in the civilian medical network and, if available, they are located far away

Commission Staff Assessment: DOD did not make a detailed assessment of the available services within the referenced communities or whether sufficient numbers of network providers are available and accepting patients

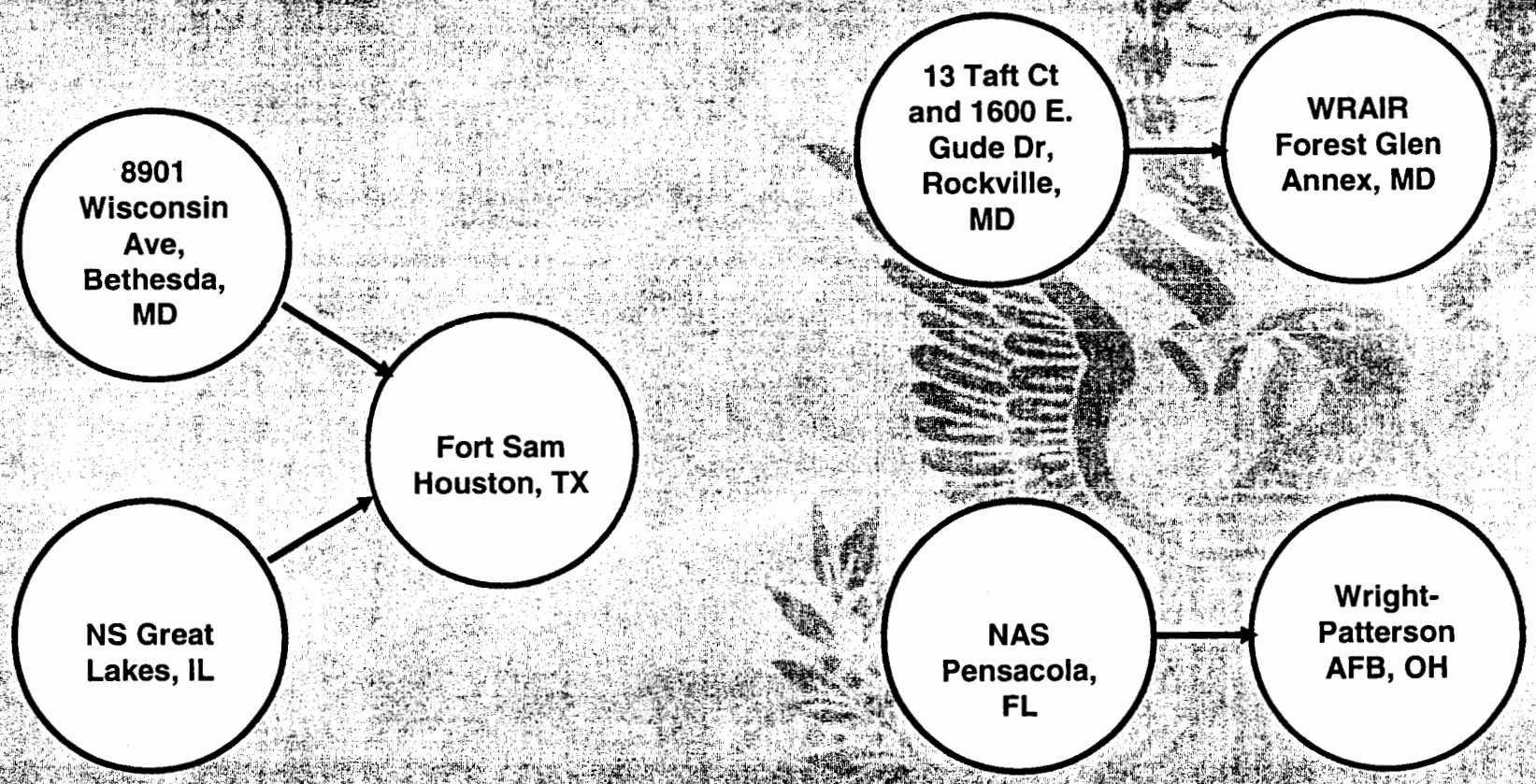
Sec. 173: Convert Inpatient Services to Clinics
C5. (Savings) / Cost

COBRA DATA		
	DoD Baseline	Without Military Personnel
One Time Cost	$12.9 M	$ 12.8 M
Net Implementation Cost	($250.8 M)	($ 4.7 M)
Annual Recurring (Savings)	($60.1 M)	($ 2.6 M)
Payback Period	Immediate	6 years
Net Present Value at 2025	($818.1 M)	($ 21.3 M)

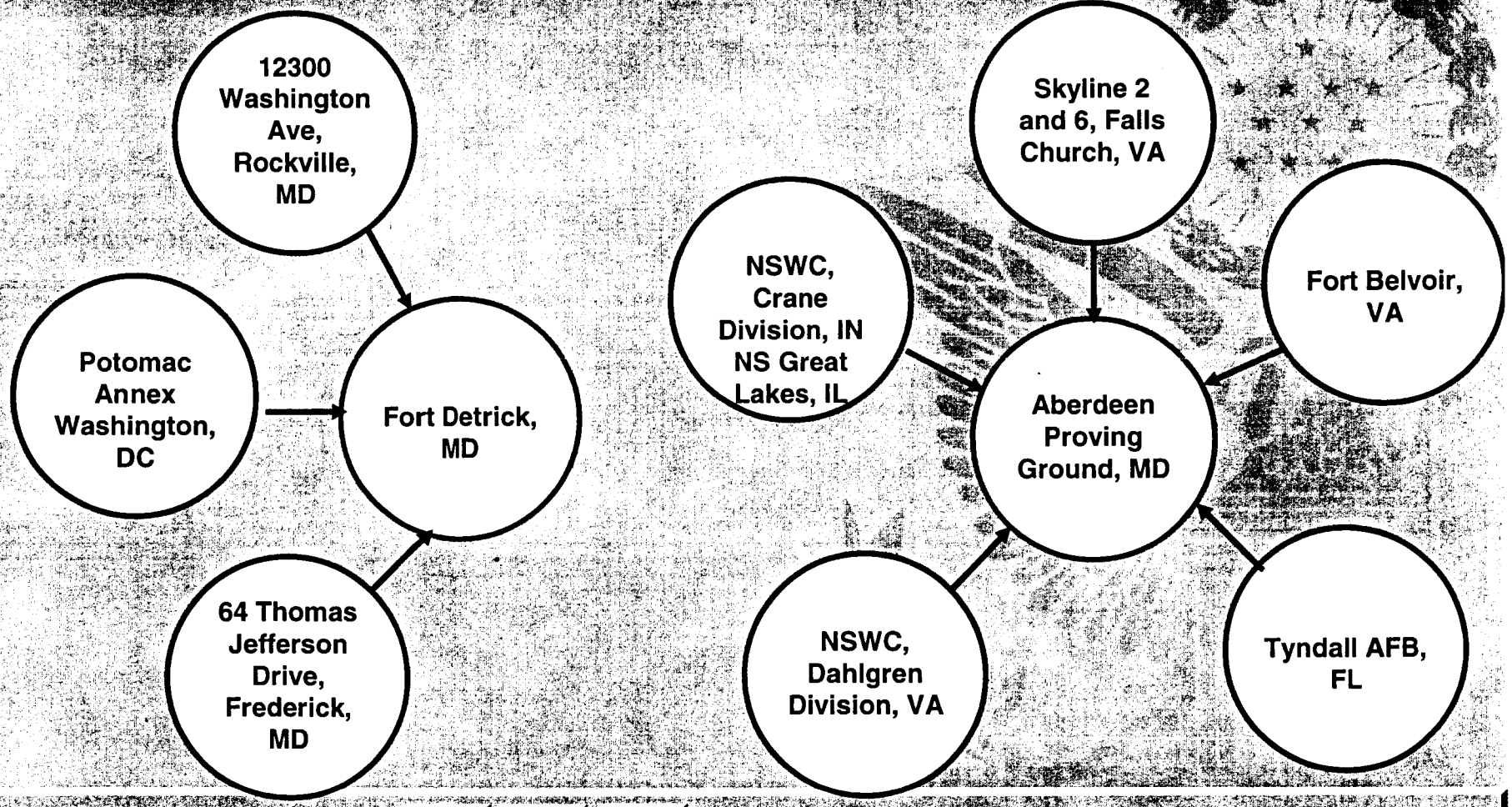
Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
DoD Recommendation

a. Realign Building 42, 8901 Wisconsin Avenue, Bethesda, MD
b. Realign Naval Station Great Lakes, IL
c. Realign 13 Taft Court and 1600 E. Gude Drive, Rockville, MD
d. Naval Air Station, Pensacola, FL
e. Realign 12300 Washington Ave, Rockville, MD
f. Realign Potomac Annex, Washington, DC
g. Realign 64 Thomas Jefferson Drive, Frederick, MD
h. Realign Fort Belvoir, VA
i. Realign Tyndall AFB, FL
j. Realign Naval Surface Warfare Center, Dahlgren, VA
k. Realign Naval Surface Warfare Center, Crane, IN
l. Realign Skyline 2 and 6, Falls Church, VA

Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
Affected Installations



Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
Affected Installations



Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
DoD Justification

- Optimize use of limited pools of critical personnel with unique expertise
- Reduce the number of DoD animal facilities
- Increased opportunities to share scientific and management information across Services and reduce costs
- Develop common practices for DoD regulatory interactions with the U.S. FDA
- Complete earlier consolidations of Service Chem-Bio defense (CBD) into a joint, consolidated CBD program

Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
DoD Justification

<u>COBRA:</u>

- $55.2 M One-time cost
- 6 Year Payback
- $39.5 M 20-year Net Present Value savings
- 123 military and 141 civilians

Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
Issues Raised

C1.

- Functions at Naval Surface Warfare Center, Crane IN, Naval Surface Warfare Center, Dahlgren, VA, and Tyndall Air Force Base, FL are not compatible with R&D functions being realigned to Edgewood, MD

Sec 174: Joint Centers of Excellence for Chemical, Biological, and Medical Research and Development and Acquisition
DoD Recommendation

a. Realign Building 42, 8901 Wisconsin Avenue, Bethesda, MD
b. Realign Naval Station Great Lakes, IL
c. Realign 13 Taft Court and 1600 E. Gude Drive, Rockville, MD
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h. Realign Fort Belvoir, VA
i. Realign Tyndall AFB, FL
j. Realign Naval Surface Warfare Center, Dahlgren, VA
k. Realign Naval Surface Warfare Center, Crane, IN
l. Realign Skyline 2 and 6, Falls Church, VA

Technical

- Sec. 178: Co-Locate Extramural Research Program Managers
- Sec. 179: Consolidate Air and Space C4ISR R, D&A, T&E
- Sec. 181: Consolidate Maritime C4ISR R, D&A, T&E
- Sec. 182: Consolidate Navy Strategic T&E
- Sec. 184: Create a Naval integrated Weapons & Armaments R, D&A, T&E
- Sec. 186: Create an Integrated Weapons and Armaments Specialty Site
- Sec. 187: Defense Research Service led Laboratories
- Sec. 188 Establish Centers for Fixed Wing Air Platform R, D&A, T&E
- Sec. 190: Navy Sensors , Electronic Warfare, and Electronics R, D&A, T&E

Sec. 178: Co-Locate Extramural Research Program Managers

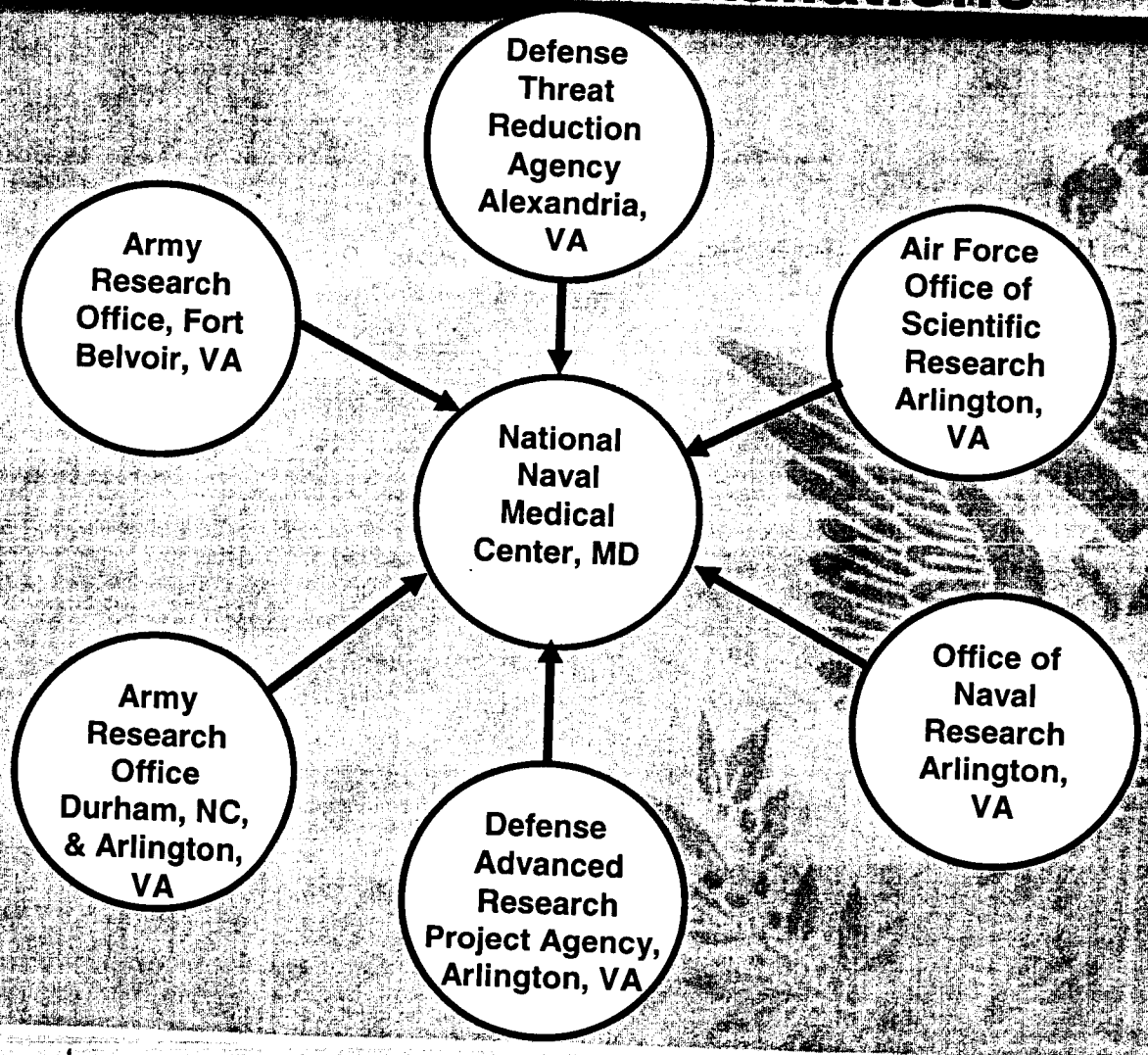
DoD Recommendation

a. Close the Office of Naval Research Facility, Arlington, VA; the Air Force Office of Scientific Research Facility, Arlington, VA; the Army Research Office facilities, Durham, NC, and Arlington, VA; and the Defense Advanced Research Project Facility, Arlington, VA.

b. Realign Fort Belvoir, VA.

c. Realign the Defense Threat Reduction Agency Telegraph Road Facility, Alexandria, VA.

Sec. 178: Co-Locate Extramural Research Program Managers Affected Installations



Sec. 178: Co-Locate Extramural Research Program Managers DoD Justification

- "Co-Located Center of Excellence" promotes technical research synergy
- Enhances Force Protection posture and vacates leased space

COBRA:

- $153.4M – one time costs
- $572.7M – 20-Year Net Present Value Savings
- Payback – 2 Years
- Relocates 143 Military and 805 Civilians

Sec. 178: Co-Locate Extramural Research Program Managers Issues Raised

C1.

- Impact on Mission Capability
- Co-Located center of Excellence currently exists
- Bias toward lease space

C2.

- Availability of Space at Bethesda Campus

C5.

- Inaccurate assessment of costs and savings

Sec. 178: Co-Locate Extramural Research Program Managers

DoD Recommendation

a. Close the Office of Naval Research Facility, Arlington, VA; the Air Force Office of Scientific Research Facility, Arlington, VA; the Army Research Office facilities, Durham, NC, and Arlington, VA; and the Defense Advanced Research Project Facility, Arlington, VA.

b. Realign Fort Belvoir, VA.

c. Realign the Defense Threat Reduction Agency Telegraph Road Facility, Alexandria, VA.

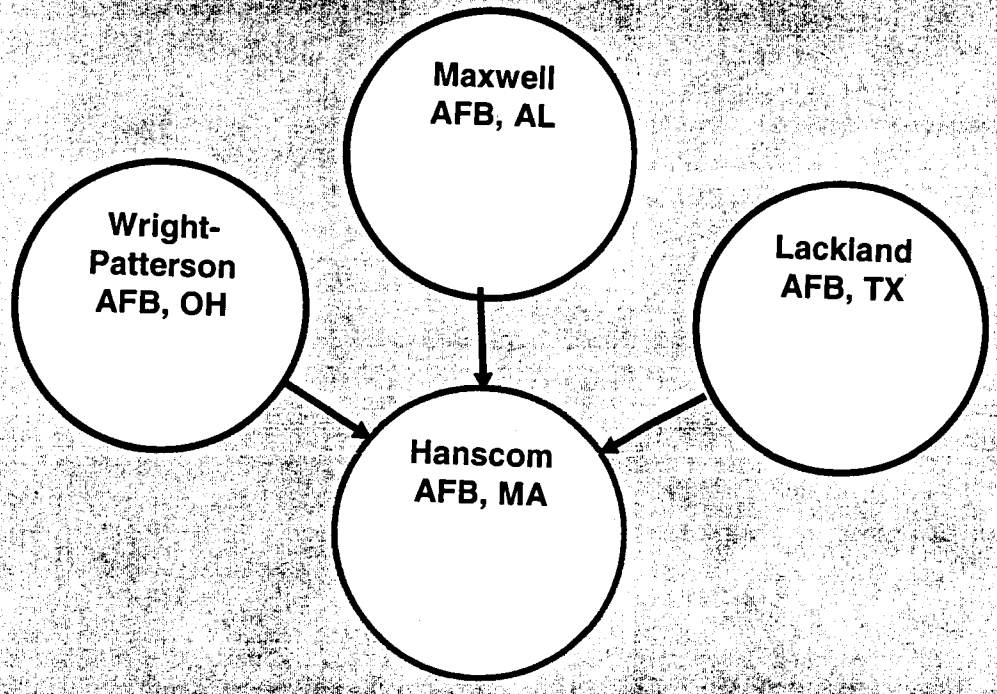
Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation

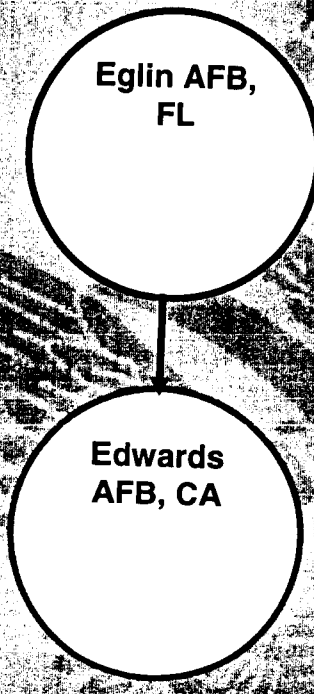
DoD Recommendation

a. Realign Wright-Patterson Air Force Base, OH, Maxwell Air Force Base, AL, and Lackland Air Force Base, TX.

b. Realign Eglin Air Force Base FL.

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test &Evaluation Affected Installations





Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation DoD Justification

- Reduces number of technical facilities engaged in Air and Space Sensors, Electronic Warfare, and Electronics and Information Systems RDAT&E from 6 to 2
- Increases efficiency by creating multi-functional centers

<u>COBRA:</u>

- $254.4 M one time costs
- $238 M 20-year Net Present Value Savings
- 8 Year Payback
- Relocates 541 Military and 805 Civilians
- Eliminates 285 Military and 378 Civilians

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation

Issues

Recommended Relocations to Hanscom

C1

- Combines facilities with dissimilar functions limiting gains in efficiency and military readiness

C4

- Loss of intellectual capital and higher cost of living in the Boston area

Recommended Relocations to Edwards

C1

- Eglin rated higher in military value when compared to Edwards for Information Systems development and testing
- Reduction in synergy and use of existing infrastructure

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation

DoD Recommendation

a. Realign Wright-Patterson Air Force Base, OH, Maxwell Air Force Base, AL, and Lackland Air Force Base, TX.

b. Realign Eglin Air Force Base FL.

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation
C1, C4. Consolidates dissimilar missions at Hanscom

DoD Position:

- Creates multi-functional center of excellence to increase efficiency and enhance operational readiness

Community Position:

- No efficiencies or synergies can be gained from consolidating dissimilar operational entities at a single center
- Concern about loss of intellectual capital, and higher cost of living
- Economic impact to Maxwell-Gunter AFB area would be devastating if mission essential contractors have to move

Commission Staff Assessment:

- Organizations recommended for consolidation at Hanscom are focused on support, sustainment and other functions, not research and development of C4ISR systems.

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation
C1. Relocating Eglin work may not enhance mission readiness

DoD Position:

- Creation of one multi-functional center of excellence for C4ISR will increase efficiency and enhance operational readiness.

Community Position:

- Disagree with relocation of testing resources from Eglin to Edwards
- Question absence of military construction cost estimates and manpower needed to support test and evaluation
- Distance to Edwards and limited schedule capacity at Edwards may deny special forces the opportunity to train and test

Commission Staff Assessment:

- Staff believes this recommendation may not result in a more efficient use of existing infrastructure. Although management oversight would be consolidated at one location, testing will continue to be conducted at two locations, which could result in higher overall operating costs.

Sec. 179: Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation (Savings) / Cost

COBRA DATA	
	DoD COBRA Run
One Time Cost	$254.4 M
Net Implementation	115.3 M
Annual Recurring	($36.2 M)
Payback Period	8 Years
Net Present Value at 2025	($238.0 M)

Sec. 181: Consolidate Maritime C4ISR
DoD Recommendation

a. Realign Washington Navy Yard

b. Realign Naval Station, Norfolk, VA

c. Realign Naval Weapons Station, Charleston

d. Realign Naval Base Ventura County, CA, Naval Surface Warfare Center Division, Dahlgren, VA, and Naval Station Newport, RI

e. Realign Naval Submarine Base Point Loma, San Diego, CA

Sec. 181: Consolidate Maritime C4ISR DoD Recommendation

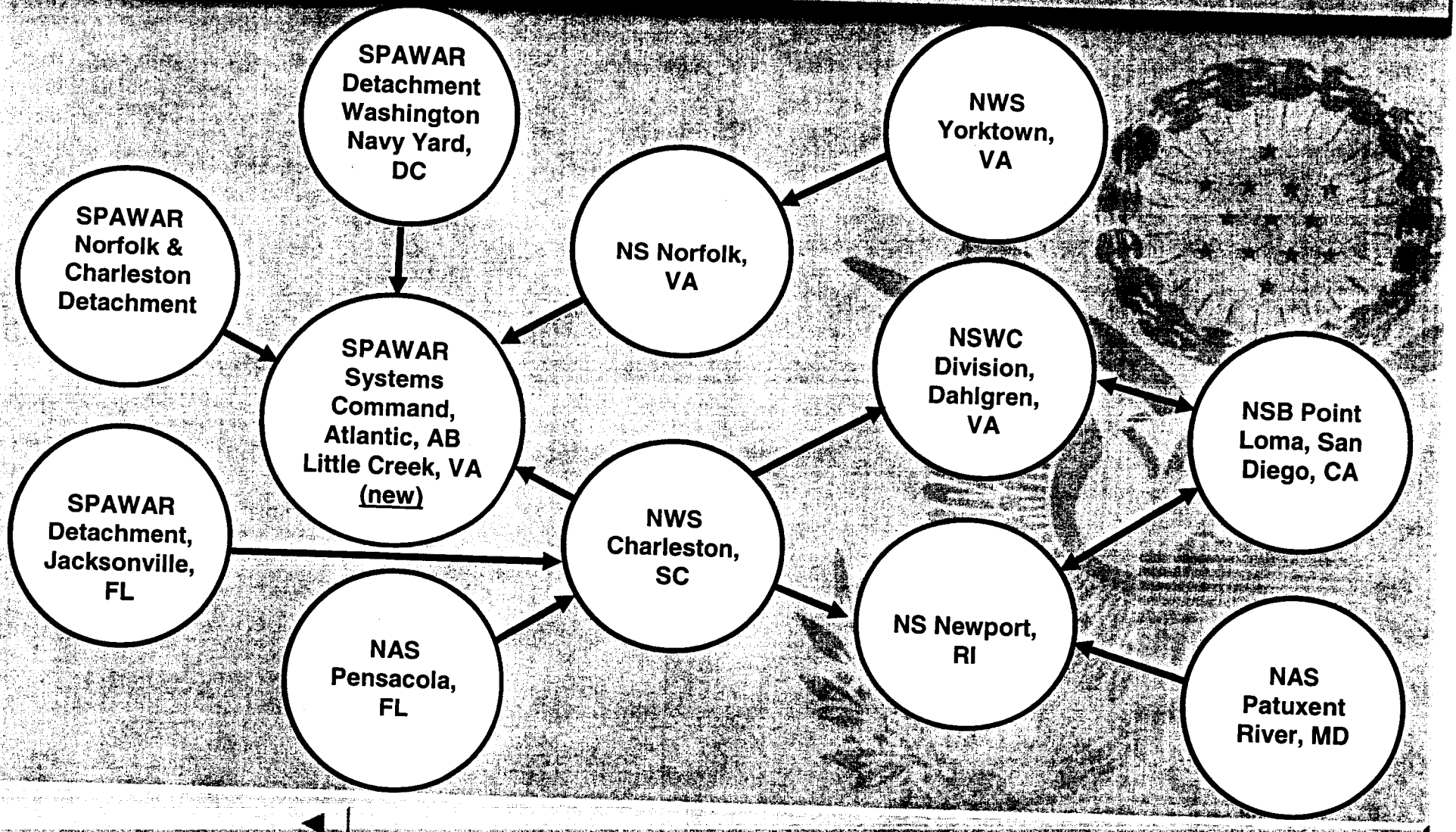
f. Realign Naval Air Station Patuxent River, MD

g. Realign Naval Air Station, Jacksonville, FL

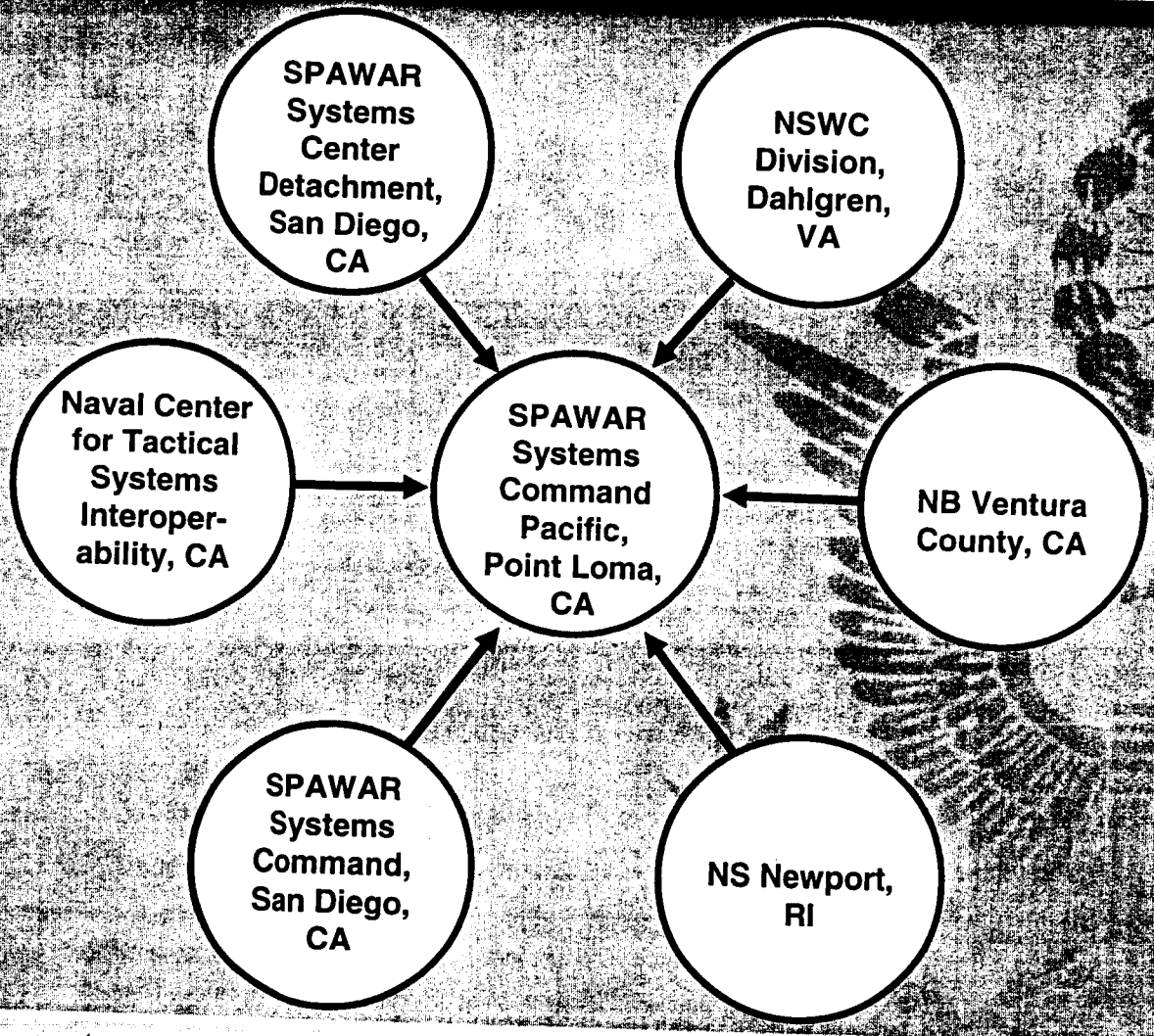
h. Realign Naval Air Station, Pensacola, FL

i. Realign Naval Weapons Station, Yorktown, VA

Sec. 181: Consolidate Maritime C4ISR Affected Installations



Sec. 181: Consolidate Maritime C4ISR Affected Installations



Sec. 181: Consolidate Maritime C4ISR
DoD Justification

- Reduces number of technical facilities engaged in maritime sensors, electronic warfare and electronic systems RD&A and T&E
- Increases efficiency and eliminates overlapping infrastructure
- Creates multi-functional, multi-disciplinary centers of excellence

<u>COBRA:</u>

- $106 M One-time costs
- 1 Year Payback
- $455.1 M 20-year Net Present Value Savings
- Relocates 13 Military and 668 Civilians
- Eliminates 4 Military and 514 Civilians

Sec. 181: Consolidate Maritime C4ISR Research, Development & Acquisition, Test & Evaluation Issues Raised

C1.

- Impact on Mission Capability
  - Separation of radio room from virtual submarine
  - Segregation of weapon systems integration work
  - Retain full capability for maritime information systems RDAT&E at NSWC Port Hueneme
- Communication Latency

C4.

- Understated Cost

Sec. 181: Consolidate Maritime C4ISR
DoD Recommendation

a. Realign Washington Navy Yard

b. Realign Naval Station, Norfolk, VA

c. Realign Naval Weapons Station, Charleston

d. Realign Naval Base Ventura County, CA, Naval Surface Warfare Center Division, Dahlgren, VA, and Naval Station Newport, RI

e. Realign Naval Submarine Base Point Loma, San Diego, CA

Sec. 181: Consolidate Maritime C4ISR
DoD Recommendation

f. Realign Naval Air Station Patuxent River, MD

g. Realign Naval Air Station, Jacksonville, FL

h. Realign Naval Air Station, Pensacola, FL

i. Realign Naval Weapons Station, Yorktown, VA

Sec. 181: Consolidate Maritime C4ISR
C1. Mission/Personnel Retention

DoD Position:

- None offered

Community Position:

- Realignment of submarine communications work from Newport to San Diego would likely result in undesired personnel separations and slippages in programs
- Impact on littoral combat system
- In case of Newport and Dahlgren, removing this work fractures a valued asset inextricably linked to their missions
- Port Hueneme performs in-service engineering including test & evaluation and life cycle support of systems used in the detect-control-engage process that is integrated within the Surface Ship Combat and Weapon Systems that could be loosely considered part of Maritime Information Systems even though it is inextricable from their weapon system integration mission

Commission Staff Assessment:

- Moving designated work from Newport and Dahlgren to San Diego appears particularly risky -- national security may be threatened and payoff is uncertain
- There may be substantial risk in splitting virtual submarine at NUWC Newport, May introduce computer security issues, fracture Newport's "System of Systems", and risk latency errors in "communicating" with GPS satellites
- Similar risks may be present in moving Dahlgren's Ship Integration Project and NSWC Port Hueneme work to San Diego

Sec. 181: Consolidate Maritime C4ISR
C4. Cost

DoD Position:

- None offered

Community Position:

- Realignment of submarine communications work from Newport to San Diego would generate no net savings and add significant costs
- High speed, secure lines would cost more than $6 M per year just for Newport
- The employees of NBVC stated that the realignment would waste hundreds of millions of dollars of taxpayer money

Commission Staff Assessment:

- COBRA Savings appear inflated; alternative scenario no less attractive from financial perspective
- Moving designated work from Newport and Dahlgren appears particularly risky and payoff may be far in the future
- High speed, secure lines could be costly

Sec. 181: Consolidate Maritime C4ISR C5. (Savings)/Cost

COBRA DATA		
	DoD COBRA Run	Alternative COBRA Run
One Time Cost	$106.1 M	$ 73.0M
Net Implementation Savings	($88.6 M)	($116.9 M)
Annual Recurring (Savings)	($38.7 M)	($ 37.8 M)
Payback Period	1 Year	Immediate
Net Present Value at 2025 (Savings)/Cost	($455.1 M)	($ 473.7M)

Staff Assessment

Deviation from Final Selection Criteria

	Military Value				Other			
Criterion	C1	C2	C3	C4	C5	C6	C7	C8
Deviation	X			X				

X=Deviation

Sec. 181: Consolidate Maritime C4ISR Activity Missions (1)

- SPAWARSYSCEN CHARLESTON, SC detachment Washington DC - Provides support to joint information systems for Homeland Security, DoD unique software systems engineering functions and business and LAN IT support

- SPAWARSYSCEN NORFOLK, VA - Supply/Logistics information systems, development and support.

- SPAWARSYSCEN CHARLESTON, SC - Engineering center that performs engineering, rapid acquisition, integration and deployment of interoperable C4ISR solutions for DoD, HLS and other federal agencies.

- NSWC DAHLGREN, VA - Principally performs RDAT&E on advanced radars, Electro Optic/Infrared, Electronic Warfare Sensor Systems and Maritime Info Systems tied directly to the integration of the ship and ship systems.

- NUWC NEWPORT, RI - Center for undersea warfare RDAT&E to include responsibility for the full life cycle of submarine and undersea warfare systems, including associated C4ISR systems.

Sec. 181: Consolidate Maritime C4ISR Activity Missions (2)

- NAVBASE VENTURA CTY (PORT HUENEME), CA - Provide Test and Evaluation, In-Service Engineering, Life cycle support, and Integrated Logistics Support for Surface Warfare Combat Systems and Subsystems, including certain C4ISR systems.
- SPAWARSYSCEN SAN DIEGO, CA - Navy's RDAT&E engineering and fleet support center for C4ISR.
- SPAWARSYSCOM SAN DIEGO, CA - Echelon II command, systems command for providing (C4ISR) and Space Systems.
- SPAWARSYSCEN NORFOLK, VA detachment San Diego, CA - Global cradle to grave software support and engineering for fleet standard automated information systems afloat and ashore.
- NCTSI SAN DIEGO, CA - Interoperability certification testing and development of interoperability criteria for Navy C4I and data link systems.

Sec. 181: Consolidate Maritime C4ISR Activity Missions (3)

- NAS PATUXENT RIVER, MD - Provide sonobuoy RDAT&E, engineering and life cycle support relative to subsurface sensors.
- SPAWARSYSCEN CHARLESTON, SC detachment NAS Jacksonville, FL - Perform non-core IT work that is mostly non-Navy since implementation of NMCI
- SPAWARSYSCEN CHARLESTON, SC detachment NAS Pensacola, FL - joint information systems functions and network analysis support for DISA and commercial SATCOM support for the Navy.
- SPAWARSYSCEN CHARLESTON, SC detachment WPNSTA Yorktown, VA - Perform non-core IT work that is mostly non-Navy since implementation of NMCI. Engineering, acquisition and life cycle support for Navy shipboard interior communication systems.

Sec. 182: Consolidate Navy Strategic Test & Evaluation

DoD Recommendation

A. Realign Patrick Air Force Base, Cape Canaveral, FL.

Sec.182: Consolidate Navy Strategic Test & Evaluation Associated Installations

Naval Ordnance Test Unit, Patrick AFB, FL

→

Strategic Weapons Facility Annex, Kings Bay, GA

Sec. 182: Consolidate Navy Strategic Test & Evaluation DoD Justification

- Synergy from changes in anti-terrorism force protection requirements
- Recent establishment of the Western Test Range
- Decision to no longer require land-based (pad) launches at Cape Canaveral
- Synergy from moving a small remote facility to a larger facility

COBRA

- $86.4M One time cost
- 7 year payback
- $61.4 20-Year Net Present Value Savings
- Relocates 100 military and 22 civilians
- Eliminates 36 military and 37 civilians

Sec. 182: Consolidate Navy Strategic Test & Evaluation ISSUES

C1:

- Synergy lost rather than gained

C1, C4:

- Testing mission significantly impacted

C4, C5:

- Savings from personnel eliminations overstated

Sec. 182: Consolidate Navy Strategic Test & Evaluation

DoD Recommendation

A. Realign Patrick Air Force Base, Cape Canaveral, FL.

Sec. 182: Consolidate Navy Strategic Test & Evaluation Staff Assessment

Deviation from Final Selection Criteria

	Military Value					Other		
Criterion	C1	C2	C3	C4	C5	C6	C7	C8
Deviation	X			X	X			

Sec. 182: Consolidate Navy Strategic Test and Evaluation
C1: Synergy Lost Rather Than Gained

DoD Position

- DoD's recommended consolidation realigns a stand-alone test facility at Cape Canaveral to a Navy operational site at Kings Bay to gain synergies

Community Position

- Joint cooperation and cost sharing arrangements at Cape Canaveral Air Force Station to support T&E would be lost
- Support given by the 45th Space Wing on the Eastern Test Range would be lost
- Joint service interaction to accomplish the testing mission would be absent

Commission Staff Assessment

- Loss of existing synergy could significantly impact mission performance and military value

Sec. 182: Consolidate Navy Strategic Test & Evaluation
C1, C4 Testing mission impacted

DoD Position

- Movement of a smaller activity at a remote site into a larger facility realizes significant benefits in support functions and costs while maintaining mission capability
- Creates a fully supported nuclear operational site at Kings Bay

Community Position

- Realignment undermines existing joint interaction necessary to accomplish the testing mission
- "Brain drain" problem of losing flight test engineers
- Test and evaluation mission not performed at Kings Bay. Training necessary will significantly impact missile testing schedules

Commission Staff Assessment

- Test and evaluation expertise is essential to evaluating missile performance. Kings Bay deals with missile assembly and not test and evaluation.
- Test and evaluation function degraded by lack of available expertise

Sec. 182: Consolidate Navy Strategic Test & Evaluation

C5: (Savings) / Cost

COBRA DATA

	DoD COBRA Run	Staff Excursion
One Time Cost	$ 86.4M	$ 86.2M
Net Implementation	Cost of $76.7	Cost of $77.8M
Annual Recurring	($13.4M)	($10M)
Payback Period	7 years	10 years
Net Present Value at 2025	($61.4M)	($ 26.8M)

Note: Commission staff applied the standard 15% personnel elimination savings factor (military and civilian) vs. 37% applied by DoD. Application of the 15% personnel reduction factor is conservative because the mission at NOTU is not performed at Kings Bay.

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Recommendation

a. Realign Naval Surface Warfare Center Crane, IN

b. Realign Naval Surface Warfare Center Indian Head, MD

c. Realign Naval Air Station Patuxent River, MD

d. Realign Naval Base Ventura County, Point Mugu, CA

e. Realign Naval Weapons Station Seal Beach, CA

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Recommendation

f. Realign Naval Surface Warfare Center, Yorktown, VA

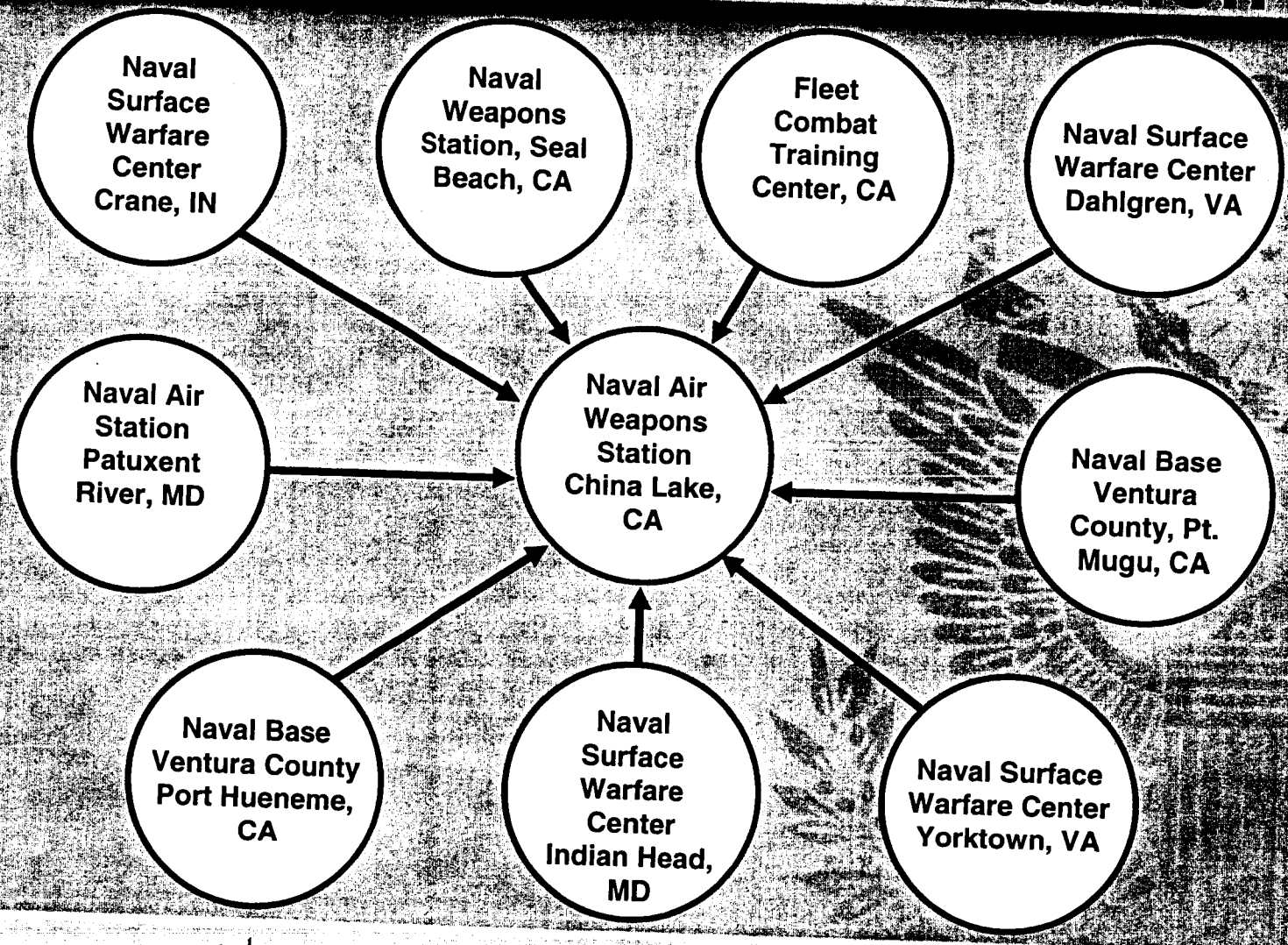
g. Realign Naval Base Ventura County, Port Hueneme, CA

h. Realign Fleet Combat Training Center, CA (Port Hueneme Detachment, San Diego, CA)

i. Realign Naval Surface Warfare Center Dahlgren, VA

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Recommendation



Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Justification

- Reduces number of technical facilities engaged in Weapons and Armaments RD&A and T&E
- Increases efficiency and eliminates overlapping infrastructure
- Creates integrated W&A center in China Lake, energetics center at Indian Head, and consolidates Navy surface weapons system integration at Dahlgren
- Creates multi-functional, multi-disciplinary centers of excellence into a Naval Integrated RD&A and T&E center at China Lake
- Integrated RDAT&E Center at China Lake provides a diverse set of open-air range and test environments (desert, mountain, forest) for W&A RDAT&E functions. Synergy will be realized in air-to-air, air-to-ground, and surface launched mission areas

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Justification

- Recommendation enables technical synergy, and positions Department of Defense to exploit center-of-mass scientific, technical and acquisition expertise with W&A RD&A that currently resides at 10 locations into one integrated RDAT&E site, one specialty site, and an energetics site

<u>COBRA:</u>

- $343.3 M One-time costs
- 7 Year Payback
- $349.5 M 20-year Net Present Value Savings
- Relocates 187 Military and 1,741 Civilians
- Eliminates 33 Military and 307 Civilians

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

Issues Raised

C1.

- Loss of Intellectual Capital

C4.

- Understated Cost

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Recommendation

a. Realign Naval Surface Warfare Center Crane, IN

b. Realign Naval Surface Warfare Center Indian Head, MD

c. Realign Naval Air Station Patuxent River, MD

d. Realign Naval Base Ventura County, Point Mugu, CA

e. Realign Naval Weapons Station Seal Beach, CA

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

DoD Recommendation

f. Realign Naval Surface Warfare Center, Yorktown, VA

g. Realign Naval Base Ventura County, Port Hueneme, CA

h. Realign Fleet Combat Training Center, CA (Port Hueneme Detachment, San Diego, CA).

i. Realign Naval Surface Warfare Center Dahlgren, VA

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

C1. Mission Capability

DoD Position:

- Eliminates duplication, establishes center(s) of excellence

Community Position:

- Employees will not move

Commission Staff Assessment:

- Many employees will not move to China Lake
- Savings will decrease with loss of intellectual capital and project delays

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

C4. Understated Cost

DoD Position:

- Savings as specified in COBRA

Community Position:

- Brain drain will require substantially more training, projects will be delayed, and turnover will be high.

Commission Staff Assessment:

- If there are so many unneeded personnel and duplication, why hasn't Naval Air Systems Command solved part of the problem by restraining funding
- Savings will decrease with brain drain and project delays

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center Issues – NBVC Pt. Mugu and Port Hueneme

- Recommendations involving NBVC were developed by the Technical Joint Cross Service Group but address realignment solely within a unified command, of a single systems command, of a single services. They propose creating a Center of Excellence for weapons and armaments at China Lake and relocating all missions from Pt. Mugu to China Lake. TJCSG would eliminate the Center of Excellence for Electronic Warfare currently at Pt. Mugu and recreate it at China Lake. They propose moving all sea range operations, including aircraft operated on the range and targets utilized on the range, to China Lake.
  - The analysis was misguided and fatally flawed, including the altering or omission of data.
  - The Navy supplied certified data for the scenarios that was ignored or altered by the TJCSG.
  - The Navy position that certain functions and personnel were inextricably linked to the mission was ignored by the TJCSG.
  - The Navy position that costs of moving those operations, the Base Operating Support personnel costs, the recurring annual operating costs and the required MILCONs should be included in the COBRA, but were ignored by the TJCSG.
  - The Navy certified response to the Commission's request for data was altered prior to transmittal by the TJCSG.
  - The TJCSG violated the military value criteria by ignoring the Navy military value matrix that ranked Pt. Mugu with higher military value in electronic warfare development and acquisition.
- The TJCSG violated the cost saving criteria:
  - TJCSG included an arbitrary percentage of savings in each scenario that is not explained or supported by data, especially given the previously recognized elimination of duplication.
  - CNI concluded that the TJCSG underestimated the required mil cons by as much as 150%.
  - Navy and CNI recommended cost inclusions result in a 20 year loss for each scenario and a 90-100 year payback period, not savings.

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center Issues – NBVC Pt. Mugu

- DoD proposes eliminating the Center of Excellence for Electronic Warfare currently at Pt. Mugu and recreating it at China Lake.
- DoD recommended that all Naval Base Ventura County (NBVC), Point Mugu Weapons and Armaments (W&A) Research, Development, Acquisition and Test & Evaluation (RDAT&E) activities be relocated to Naval Air Weapons Station (NAWS) China Lake despite:
  - All three activities support a broad range of test, training and experimentation customers besides weapons and armaments;
  - 92% of aerial target and 80% of RSA operations are performed on the Sea Range;
  - Significant unnecessary up-front and recurring costs would be incurred; and
  - Operational effectiveness and efficiency would be lost by operating Sea Range support functions 150 miles away from the range.

- The TJCSG process was significantly flawed. They entered deliberations with preconceived solutions and worked the process backwards; used faulty military value metrics; disregarded certified data; used incorrect numbers in COBRA analysis; did not enhance jointness; and did not facilitate transformation.

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center Issues – NBVC Port Hueneme

- DoD recommended that all NBVC Port Hueneme W&A RDAT&E activities, except weapon system integration, be relocated to NAWS China Lake.
- The TJCSG recommended realigning Port Hueneme Vertical Launch System (VLS), NATO Sea Sparrow Missile (NSSM) and Rolling Airframe Missile (RAM) launching systems to China Lake despite:
  - These functions are integral parts of the Detect-Control-Engage combat systems remaining under the purview of NSWC Port Hueneme;
  - VLS, NSSM and RAM launching systems are not weapons or armaments; and
  - Realigning these functions to China Lake would degrade the Navy's ability to integrate and deploy fully operational combat systems.
- The TJCSG processes were significantly flawed. As corroborated by inside sources, the TJCSG: (1) Went into their deliberations with preconceived solutions and worked the process backwards; (2) Used faulty military value metrics; (3) Disregarded certified data; (4) Used incorrect numbers in their COBRA analysis; (5) Did not enhance jointness; and (6) Did not facilitate transformation.

Sec. 184: Create a Naval Integrated Weapons & Armaments RD&A, T&E Center

C5. (Savings) / Cost

COBRA DATA	
	DoD COBRA Run
One Time Cost	$343.3 M
Net Implementation Cost	$160.0 M
Annual Recurring	($52.1 M)
Payback Period	7 Years
Net Present Value at 2025	($349.5 M)

Staff Assessment

Deviation from Final Selection Criteria

	Military Value				Other			
Criterion	C1	C2	C3	C4	C5	C6	C7	C8
Deviation	X			X				

X=Deviation

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Recommendation

a. Realign the Adelphi Laboratory Center, MD

b. Realign Naval Surface Warfare Center Division Crane, IN

c. Realign the Fallbrook, CA, detachment of Naval Surface Warfare Center Division Crane, IN

d. Realign Naval Surface Warfare Center Division Dahlgren, VA

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Recommendation

e. Realign the Louisville, KY, detachment of Naval Surface Warfare Center Division Port Hueneme, CA

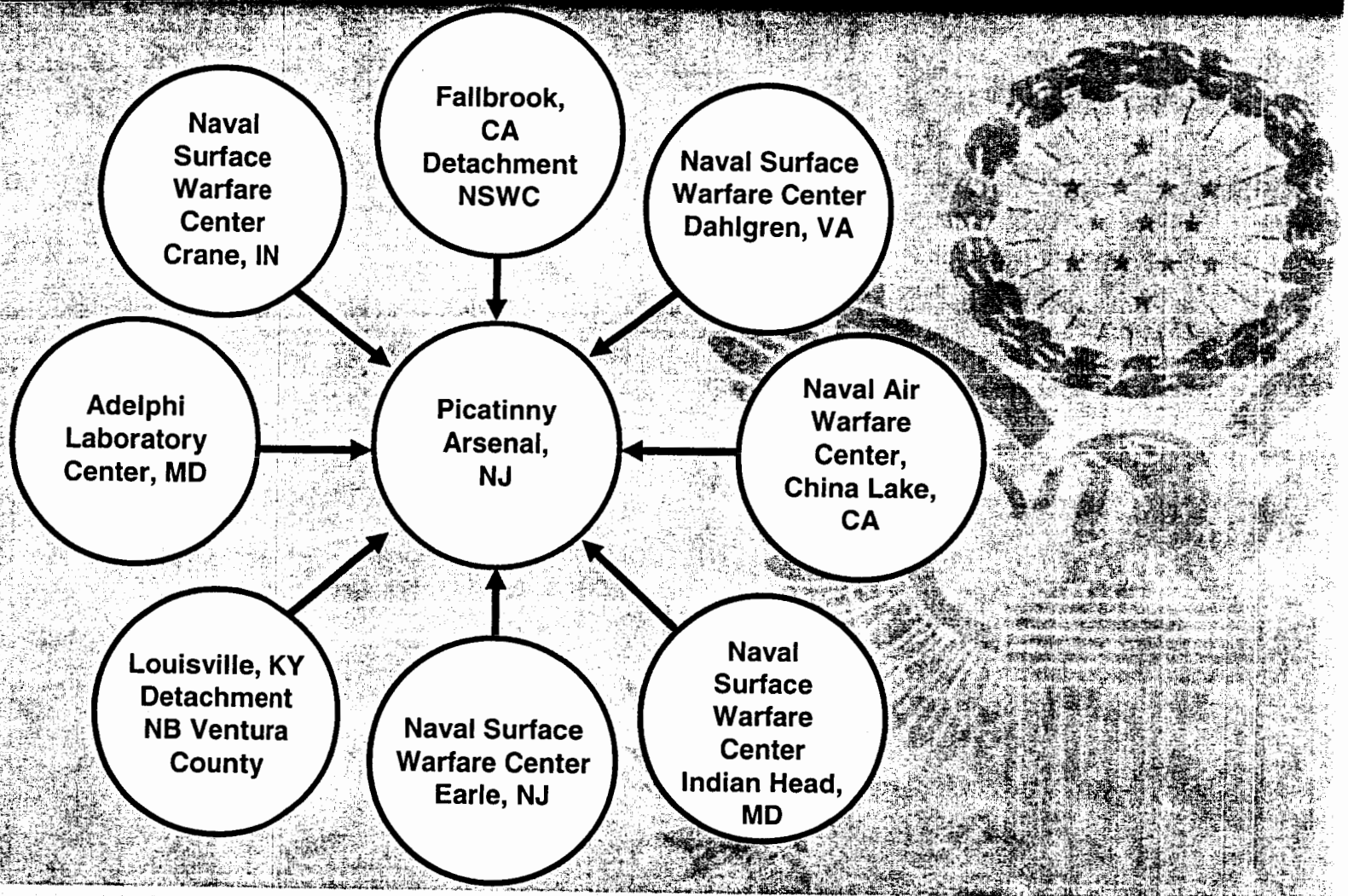
f. Realign Naval Air Warfare Center Weapons Division China Lake, CA

g. Realign Naval Surface Warfare Center Division Indian Head, MD

h. Realign Naval Surface Warfare Center Division Earle, NJ

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Recommendation



Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Justification

- Realigns and consolidates gun and ammunition facilities working in Weapons & Armaments (W&A) RD&A
- Picatinny: Greatest concentration of military value in gun and ammunition W&A RD&A, with a workload more than ten times that of any other DoD facility
- Picatinny is the DoD's Single Manager for Conventional Ammunition
- Includes Army and Navy RD&A activities, which promotes jointness, enables synergy, and positions DoD to exploit scientific, technical, and acquisition expertise within W&A RD&A community currently residing at Picatinny

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Justification

- Movement of all guns and ammunition work to Picatinny will create joint center of excellence and provide synergy in armament development featuring a Joint Packaging, Handling, Shipping and Transportation (PHS&T) Center, particularly important in this current time of high demand for guns and ammunition by all the services

<u>COBRA:</u>

- $116.3 M One-time costs
- 13 Year Payback
- $349.5 M 20-year Net Present Value Savings
- Relocates 5 Military and 688 Civilians
- Eliminates 1 Military and 120 Civilians

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

Issues Raised

C1.

- NSWC Crane's ability to respond to unique requirements of special mission organizations
- NSWC Indian Head: DoD energetics center of excellence

C4.

- Manpower Implications
- Higher efficiencies with concentration of energetics work at only one or two activities
- For cost reasons, all aspects of big overwater gun RD&A and T&E should be consolidated at one activity

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Recommendation

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Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

DoD Recommendation

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h. Realign Naval Surface Warfare Center Division Earle, NJ

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

C1 & C4. Operations/Manpower

DoD Position:

- Eliminates duplication between China Lake and smaller W&A facilities, establishes center(s) of excellence*

Community Position:

- Employees will not move
- Two project teams can continue to work together effectively and efficiently

Commission Staff Assessment:

- Many employees will not move to China Lake
- Savings will decrease with brain drain and project delays
- One university-two campus scenario working well
- Duplication eliminated 13 years ago

Sec. 186: Create an Integrated Weapons & Armaments Specialty Site for Guns & Ammunition

C5. (Savings) / Cost

COBRA DATA		
	DoD Baseline	Staff Excursion Without Mil Pers
One Time Cost	$116.3 M	$ 116.3 M
Net Implementation Cost/Savings	$81.2 M	$ 81.6 M
Annual Recurring Cost/Savings	($11.3 M)	($11.2 M)
Payback Period	13 years	13 years
Net Present Value at 2025 Cost/Savings	($32.6 M)	($31.4 M)

Staff Assessment

Deviation from Final Selection Criteria

	Military Value				Other			
Criterion	C1	C2	C3	C4	C5	C6	C7	C8
Deviation	X			X				

X=Deviation

Sec. 187: Defense Research Service Led Laboratories DoD Recommendation

a. Close Air Force Research Lab, Mesa, AZ.

b. Realign Air Force Research Laboratory, Hanscom, MA.

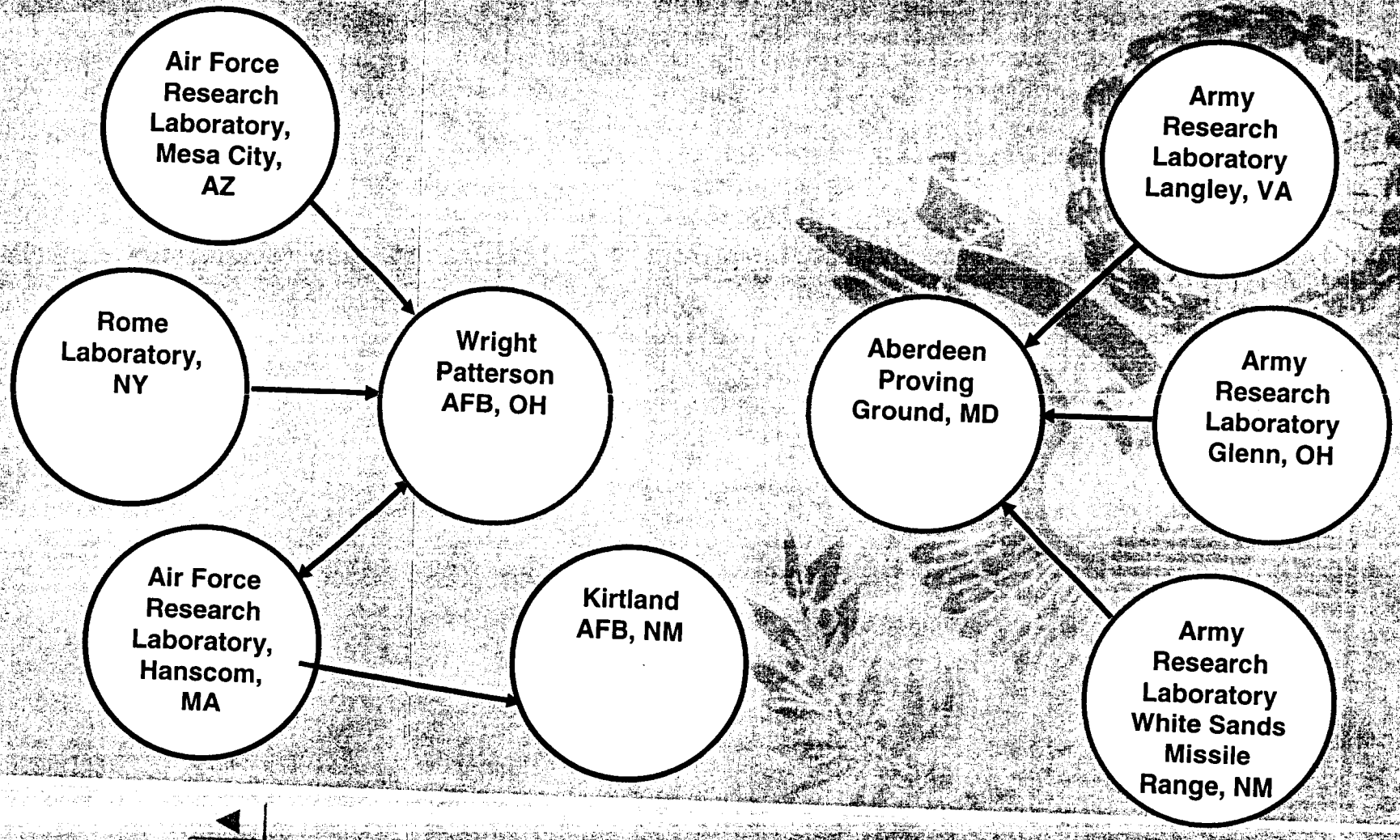
c. Realign Rome Laboratory, NY.

d. Realign Air Force Research Laboratory, Wright Patterson Air Force Base, OH.

e. Realign Army Research Laboratory Langley, VA, and Army Research Laboratory Glenn, OH;

f. Realign the Army Research Laboratory White Sands Missile Range, NM

Sec. 187: Defense Research Service Led Laboratories Affected Installations



Sec. 187: Defense Research Service Led Laboratories DoD Justification

- Realigns and consolidates portions of Air Force and Army research labs to provide synergy across technical disciplines
- Positions DoD to exploit center-of-mass scientific, technical, and acquisition expertise

COBRA

- $164.6 M one time costs
- 4 Year Payback
- $357.3 M 20-year Net Present Value Savings
- Relocates 122 Military and 575 Civilians
- Eliminates 38 Military and 195 Civilians

Sec. 187: Defense Research Service Led Laboratories Issues Raised

C1 (Information Systems Directorate)

- Information technology mission from Wright-Patterson should be relocated to Rome, rather than Hanscom

C1, C4, C5 (Army research, test and evaluation)

- Concerns about loss of personnel needed to support test and evaluation at White sands Missile Range

C1, C5 (Human Factors)

- Alternatives to relocation of AFRL, Mesa, AZ. Including privatization and relocation to operational bases.

C1, C5 (Sensors Research)

- Movement of Rome Research Site sensor mission to Wright-Patterson
  - Cost and savings estimates
  - Synergies from relocating Rome research site sensor research
  - Impact on support provided to Department of Homeland Security

C1 (Army Vehicle Technology Directorate)

- loss of synergy with NASA Glenn by relocating to Aberdeen

Sec. 187: Defense Research Service Led Laboratories DoD Recommendation

a. Close Air Force Research Lab, Mesa, AZ.

b. Realign Air Force Research Laboratory, Hanscom, MA.

c. Realign Rome Laboratory, NY.

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Sec. 187: Defense Research Service Led Laboratories DoD Recommendation

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f. Realign the Army Research Laboratory White Sands Missile Range, NM

Sec. 187: Defense Research Service Led Laboratories

C1--Relocation of Information Systems Directorate

DoD Position:

- Relocation and consolidation of geographically separated information technology laboratories enables technical synergy and creates center of mass in Boston area.

Community Position:

- Wright-Patterson community did not take exception with DoD's recommendation to move information technology research site to Hanscom.
- Rome community stated that information systems work from Wright-Patterson should be transferred to Rome, the headquarters for the Information Directorate, rather than Hanscom.

Commission Staff Assessment:

- Rome initially identified for closure
- Rome is the headquarters for the Information Systems Directorate mission
- Rome is ranked high in military value for information technology research
- Hanscom is ranked high in military value for information technology development and acquisition
- Move to Hanscom would have established 2 sites for information directorate — move to Rome would consolidate at one center, which is the Headquarters for Information Systems
- If sensor mission is consolidated at Wright-Patterson, space would be available at Rome to accommodate Wright-Patterson's Information Directorate, thereby avoiding the need for MILCON cost.

Sec. 187: Defense Research Service Led Laboratories

C1, C4.-- Relocation of White Sands Research Functions

DoD Position:

- Relocation and consolidation of geographically separated Army research laboratories enables technical synergy and creates center-of-mass to enhance Aberdeen's military value
- Recommendation provides flexibility in determining number of personnel to be retained in support of test and evaluation mission

Community Position:

- Concern over the loss of expertise and number of personnel needed to support future testing mission
- Only 43 of the 178 personnel included in DOD's scenario are actually involved in the research mission. All others are needed to support the testing mission.
- Concerns about costs and savings.

Commission Staff Assessment:

- 100 year payback based on DOD' breakout of previously "bundled" costs and savings estimates.
- Need to preserve sufficient personnel at White Sans to support testing mission.

Sec. 187: Defense Research Service Led Laboratories

COBRA DATA		
	DoD COBRA Run	Staff Excursion
One Time Cost	$ 164.6 M	$ 136.1 M
Net Implementation	$ 45 M	$16.6 M
Annual Recurring	($ 41.1 M)	($ 40.8 M)
Payback Period	4 years	3 years
Net Present Value at 2025	($ 357.3M)	$ 380.3 M

Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

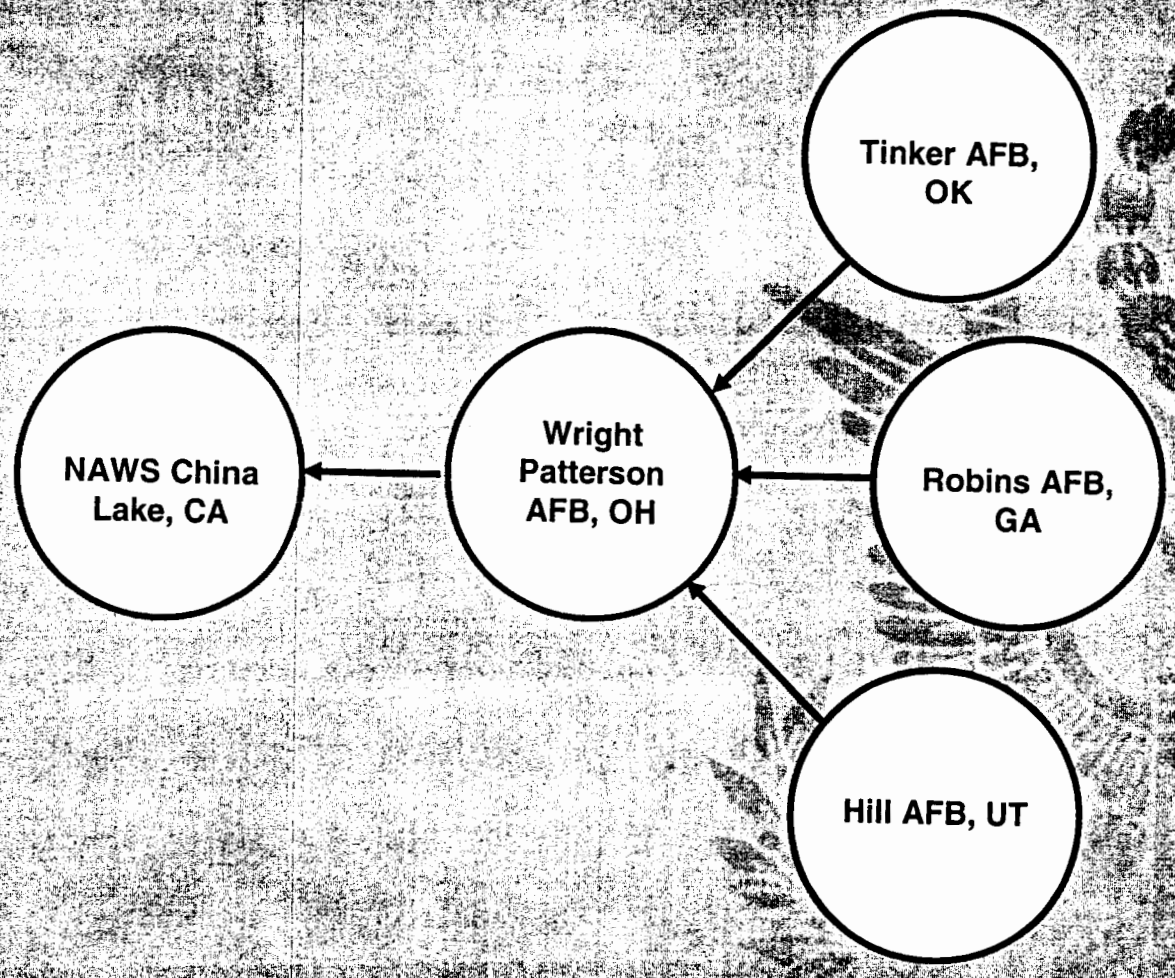
DoD Recommendation

a. Realign Tinker Air Force Base, OK, Robins Air Force Base, GA, and Hill Air Force Base, UT.

b. Realign Wright Patterson Air Force Base, OH.

Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

Affected Installations



Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

DoD Justification

- Completes consolidation of fixed wing RDAT&E activities initiated under prior BRAC rounds.
- Enhances synergy by consolidating fixed wing development and acquisition work at two major sites and leverages existing infrastructure.
- Increases efficiencies by establishing single site for managing and conducting fixed wing live fire test and evaluation.

<u>COBRA:</u>

- $17.7 M one time costs
- Payback in 9 years
- $17.9 M 20-year Net Present Value savings
- Relocates 14 Military and 30 Civilians
- Eliminates 2 Military and 1 Civilian

Sec. 188: Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

Issues

C1

- Live Fire testing capability needs to be retained at Wright-Patterson

C4

- Communities questioned the number of positions to be transferred to Wright-Patterson.

Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

DoD Recommendation

a. Realign Tinker Air Force Base, OK, Robins, Air Force Base, GA, and Hill Air Force Base, UT.

b. Realign Wright Patterson Air Force Base, OH.

Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation
C1. Relocation of Live Fire Test Range

DoD Position

- Establish a single Live Fire test range to eliminate inefficiencies currently existing at two sites (Wright-Patterson and China Lake)

Community Position

- Technical capabilities are tailored to each service's needs
- Closing Air Force's Live Fire test facility will result in loss of significant expertise to support vulnerability testing

Commission Staff Assessment

- Need to maintain the test range at Wright-Patterson to ensure required Live Fire testing is accomplished and readiness is not comprised

Sec. 188 Establish Centers for Fixed Wing Air Platform Research, Development & Acquisition, Test & Evaluation

C5. (Savings) / Cost

COBRA DATA		
	DoD COBRA Run	DoD COBRA Without Live Fire Move
One Time Cost	$ 17.7M	($3.4M)
Net Implementation	($7.9 M)	($1.4)
Annual Recurring	($ 2,7 M)	($1.0)
Payback Period	9 years	4 years
Net Present Value at 2025	($17.9M)	($10.7M)

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation DoD Recommendation

a. Realign Naval Air Warfare Center, Weapons Division, Point Mugu, CA.

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

Associated Installations

NAWC, Weapons Division, Point Mugu, CA → NAWC, Weapons Division, China Lake, CA

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

DoD Justification

- Eliminates redundant infrastructure between Point Mugu and China Lake
- Provides for more efficient use of the remaining assets including the Electronic Combat Range at China Lake

<u>COBRA:</u>

- $72.7M one time cost
- $16.9M 20-Year Net Present Value Savings
- Payback in 12 years
- Relocates 11 Military and 368 Civilians

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

Issues

C1

- Consolidation of electronic warfare functions

C1, C4

- Loss of intellectual capital at Point Mugu

C5

- Long payback/high one time unique cost

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation
DoD Recommendation

a. Realign Naval Air Warfare Center, Weapons Division, Point Mugu, CA.

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation
C1: Consolidates like functions

DoD Position:

- Both activities under one management (NAVAIR)
- Overlap and duplication eliminated in 1992-Personnel reduced by 50%
- One university-two campus operation
- Both activities operate under working capital fund

Community Position:

- Point Mugu—Recognized as the Center of Excellence for EW for 50 years (Works on legacy EA-6B EW aircraft)
- China Lake—Ranked highest in military value in 2 of 3 EW categories. Ranked close second in third category (Works on advanced EF-18)

Commission Staff Assessment:

- Major issue is how long Navy can economically keep the two sites for EW (one for legacy systems and the other for advanced systems)
- DoD/Navy doesn't need BRAC to effect these personnel movements however, political pressures have prevented movements in the past at many DOD installations

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

C4. Loss of Intellectual Capital

DoD Position:

- Intellectual capital loss ("brain drain") is a temporary problem
- Based on previous BRAC rounds, no program has been adversely affected by loss of intellectual capital
- DOD has 6 years to implement BRAC recommendations, providing ample time to mitigate impact of personnel turmoil

Community Position:

- Point Mugu—Significant technical capability will be lost because employees will not move to the desert at China Lake
- Point Mugu—Cost and time of reconstituting labs at China Lake would significantly impact operational readiness
- China Lake—People will move to China Lake and once they move, they remain there, even after retirement (over 80%)

Commission Staff Assessment:

- Many opinions offered but no real solutions.

Sec.190: Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

C5. (Savings) / Cost

COBRA DATA	
	DoD COBRA Run
One Time Cost	$72.7 M
Net Implementation	$50.9 M
Annual Recurring	($6.7 M)
Payback Period	12 Years
Net Present Value at 2025	($16.9 M)