JOINT CROSS-SERVICE GROUPS (JCSGS):

TECHNICAL

CO-LOCATE EXTRAMURAL RESEARCH PROGRAM MANAGERS

RECOMMENDATION # 178 (TECH 5)

ONE-TIME COST:	N/A
ANNUAL RECURRING COSTS/(SAVINGS):	N/A
20-YEAR NET PRESENT VALUE:	N/A
PAYBACK PERIOD:	N/A

SECRETARY OF DEFENSE RECOMMENDATION

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 Agency facility, Arlington, VA. Relocate all functions to the National Naval Medical Center, Bethesda, MD. Realign Fort Belvoir, VA, by relocating the Army Research Office to the National Naval Medical Center, Bethesda, MD. Realign the Defense Threat Reduction Agency Telegraph Road facility, Alexandria, VA, by relocating the Extramural Research Program Management function (except conventional armaments and chemical biological defense research) to the National Naval Medical Center, Bethesda, MD.

SECRETARY OF DEFENSE JUSTIFICATION

This recommendation co-locates the managers of externally funded research in one campus. Currently, these program managers are at seven separate locations. The relocation allows technical synergy by bringing research managers from disparate locations together to one place. The end state will be co-location of the named organizations at a single location in a single facility, or a cluster of facilities. This "Co-Located Center of Excellence" will foster additional coordination among the extramural research activities of OSD and the Military Departments. Further it will enhance the Force Protection posture of the organizations by relocating them from leased space onto a traditional military installation.

COMMUNITY CONCERNS

The Virginia community argued a "Co-Located Center of Excellence" already exists in Northern Virginia, promoting interagency synergy and providing mission-critical access to their civilian counterparts. DoD's proposal would isolate defense researchers and impede mission essential exchanges. They asked the Commission to preserve the flexibility to find the best environment for the "Center of Excellence." However, the community developed alternatives for consideration, which they contended would preserve vital synergistic relationships in the research community, meet AT/FP requirements, and cost less than DoD's proposal.

The North Carolina community argued existing coordination between Army Research Office (ARO) researchers and adjacent academic institutions and high-tech commercial entities is superior to the so-called "synergy" that might be gained through consolidation with other service research agencies. They stated relocating the facility would not be cost-effective and, existing NCR ARO liaison offices can facilitate interagency synergy requirements. They counter-proposed relocating to federally-owned land or leased space meeting AT/FP requirements available inside Research Triangle Park. They also suggested ARO liaison offices in Fort Belvoir and Arlington, VA should relocate and expand to enhance interoperability between the service organizations.

Commission Findings

The Commission found DoD's recommendation to collocate Extramural Research Program Managers at the National Naval Medical Center, Bethesda, MD would have a detrimental effect on the research managers' ability to successfully perform their missions. Placing the organizations onto a military installation would restrict their key partners' access to them, and the Commission found that visibility and public accessibility is mission critical in the performance of their functions. The Commission also had concerns about the availability of space at the Bethesda Campus. Additionally, the Commission found that a "Co-located Center of Excellence" currently exists in Northern Virginia, which already promotes interagency synergy.

Commission Recommendations

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1 and 2, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary.

Consolidate Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation

Recommendation # 179 (Tech 6)

One-time Cost:	N/A
Annual Recurring Costs/(Savings):	N/A
20-Year Net Present Value:	N/A
Payback Period:	N/A

Secretary of Defense Recommendation

Realign Wright-Patterson Air Force Base, OH, Maxwell Air Force Base, AL, and Lackland Air Force Base, TX, by relocating Air & Space Information Systems Research and Development & Acquisition to Hanscom Air Force Base, MA. Realign Eglin Air Force Base, FL, by relocating Air & Space Sensors, Electronic Warfare & Electronics and Information Systems Test & Evaluation to Edwards Air Force Base, CA.

Secretary of Defense Justification

This recommendation will reduce the number of technical facilities engaged in Air & Space Sensors, Electronic Warfare, and Electronics and Information Systems RDAT&E from 6 to 2. Through this consolidation, the Department will increase efficiency of RDAT&E operations resulting, in a multi-functional center of excellence in the rapidly changing technology area of C4ISR.

Community Concerns

The Maxwell-Gunter Air Force Base community argued that the movement of the Operations and Sustainment Systems Group (OSSG) from Maxwell-Gunter to Hanscom Air Force Base as part of the research and development Center of Excellence ran counter to the basic premise of this initiative. They stated OSSG is not a research and development organization but rather an operations and sustainment organization ensuring the day-to-day running and upkeep of information technology combat support systems. The community asserted that operations and sustainment are more closely aligned to the warfighter than to research and development. Moving OSSG to Hanscom Air Force Base would atrophy invaluable synergies at Maxwell-Gunter's on-site Defense Information Systems Agency reducing support for the warfighter. The community also believed the entire OSSG workforce was not properly captured in the DoD's cost-analysis, which incorrectly lowered the return on investment and increased annual savings.

The community claimed the DoD recommendation did not: (1) fit the concept of establishing a "Center of Excellence," (2) increase military value or decrease risk for the warfighter, (3) increase the ability to operate jointly, and (4) save money.

Accordingly, the Maxwell-Gunter community believes the Secretary of Defense's recommendation should be amended to move only Research, Development, Acquisition Test & Evaluation functions and personnel to Hanscom Air Force Base and retain Operations and Sustainment activities at Maxwell-Gunter Air Force Base.

The Dayton community recommended that the Development and Fielding Systems Group (DFSG) and other OSSG elements be retained at Wright-Patterson Air Force Base. The community argued there would be a clear risk of failure in DFSG operations supporting acquisition programs, thereby jeopardizing logistics support for warfighting commanders. Specifically, they maintained that military value would be critically degraded, with a potential cost in dollars, performance and schedule delays due to the realignment of DFSG and OSSG elements to Hanscom Air Force Base. The Dayton community contended that when development contractors affected by the realignment were considered, projected savings would become a loss. The community further contended that creation of Hanscom Air Force Base as a "Center of Excellence" for potential "Joint" growth in the future is not feasible due to high costs in the Boston area and the lack of available land to expand. Further the community asserted that many civilians in DFSG are retired military, and will not move with the position.

The Dayton community observed that most of the work conducted at Hanscom Air Force Base relates to developing and acquiring C4ISR weapons systems and subsystems for rapid use by the warfighter. DFSG acquires commercial off-the-shelf software, assists customers with business process engineering, evaluates business management solutions and manages the acquisition and fielding of operational support systems for DoD.

The Eglin Air Force Base community asserted that the realignment of certain Eglin Air Force Base functions to Edwards Air Force Base is illogical. The community contended that Eglin's military value for Information Systems test and evaluation is almost double that of Edwards Air Force Base, and DoD made a significant error in methodology by lumping military value data of dissimilar functions together (Air & Space Sensors, Electronic Warfare & Electronics; and Information Systems). The community also argued that DoD significantly understated military construction cost and manpower necessary to support test and evaluation functions. The community further contended there will be no savings if Electronic Warfare & Electronics testing is consolidated at Edwards Air Force Base. The community believes that high operations tempo, limited availability of aircraft and the distance to Edwards' ranges would deny Special Forces located at Eglin the opportunity to train and test, significantly degrading operational readiness.

The Lackland AFB community argued realignment of the Cryptologic Systems Group to Hanscom AFB would negate the effectiveness from the consolidation and collocation of complementary intelligence functions. They claimed DoD evaluated the military value of the individual functions of the Cryptologic Systems Group rather than conducting a combined value assessment of its missions. The community also noted that splitting up the Systems Group into five separate locations is not cost effective, and identified a number of understated costs associated with the individual recommendations. Additionally, they claimed DoD's mission analysis is flawed because it omitted significant mission requirements such as support to the National Security Agency, the Air Intelligence Agency, and the special projects and space missions performed by the Group.

Commission Findings

The Commission found that DoD's recommendation to relocate activities to Hanscom Air Force Base would combine facilities with dissimilar functions and limit gains in efficiency, with the risk of reduced readiness. For example, Maxwell-Gunter Air Force Base is primarily engaged in the operation and sustainment of information technology for legacy combat support systems, not the research, development and acquisition function. Wright-Patterson Air Force Base's Defense and Fielding Systems Group acquires commercial off-the-shelf software, assists customers with business process engineering, and evaluates business management solutions for fielded operational support systems. Last, Lackland Air Force Base's Cryptologic Systems Group provides a "one-stop-shop" for cryptologic systems, and breaking up the capabilities within this group is likely to decrease its efficiency and adversely impact the warfighter. Overall, the Commission found these organizations do not perform the C4ISR research, development and acquisition mission that is intended to be consolidated at Hanscom Air Force Base.

The Commission also found that issues associated with the loss of intellectual capital, the higher cost of living in the New England area, and the economic impact to the Maxwell-Gunter Air Force Base area, also contributed to the need to keep the operational functions in place and not realign them to Hanscom Air Force Base.

The Commission also found that relocation of Air and Space Sensors, Electronic Warfare and Electronics and Information Systems test and evaluation personnel from Eglin to Edwards Air Force Base would reduce synergy that currently exists at Eglin Air Force Base between test organizations and users. Further, the Commission found that Eglin is ranked higher than Edwards in military value for this category. The Commission also found that a new $17 million facility was recently constructed at Eglin to support command and control, test and evaluation.

Commission Recommendations

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1 and 4, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary.

Consolidate Ground Vehicle Development & Acquisition in a Joint Center

Recommendation # 180 (Tech 7)

One-time Cost:	$3.8M
Annual Recurring Costs/(Savings):	($1.9M)
20-Year Net Present Value:	($17.1M)
Payback Period:	2 Years

Secretary of Defense Recommendation

Realign Redstone Arsenal, Huntsville, AL, by relocating the joint robotics program development and acquisition activities to Detroit Arsenal, Warren, MI, and consolidating them with the Program Executive Office Ground Combat Systems, Program Executive Office Combat Support and Combat Service Support and Tank Automotive Research Development Engineering Center. Realign the USMC Direct Reporting Program Manager Advanced Amphibious Assault (DRPM AAA) facilities in Woodbridge, VA, by relocating the Ground Forces initiative D&A activities to Detroit Arsenal, Warren, MI.

Secretary of Defense Justification

This recommendation consolidates those USMC and Army facilities that are primarily focused on ground vehicle activities in development and acquisition (D&A) at Detroit Arsenal in Warren, MI, to increase joint activity in ground vehicle development & acquisition. The D&A being consolidated is centered on manned and unmanned ground vehicle program management. In Operation Enduring Freedom (OEF) and Operation Iraqi Freedom (OIF), effectiveness in combat depends heavily on "jointness," or how well the different branches of our military can communicate and coordinate their efforts on the battlefield. This collection of D&A expertise will not only foster a healthy mix of ideas, but will increase the ground vehicle community's ability to develop the kinds of capabilities that can position us for the future as well as adapt quickly to new challenges and to unexpected circumstances. The ability to adapt is critical where surprise and uncertainty are the defining characteristics of the new threats.

The Joint Center for Ground Vehicle D&A located at Detroit Arsenal will be the Department of Defense's premier facility for ground vehicle D&A. Detroit Arsenal is located in southeastern Michigan where the Research and Development headquarters reside for General Motors, Ford, Chrysler, General Dynamics Land Systems, Toyota-North America, Nissan-North America, Hino, Hyundai, Suzuki, Visteon, Delphi, Johnson Controls, Dana, and many others. The synergies gained from having a critical mass located in southeastern Michigan, and being able to leverage the world's intellectual capital for automotive/ground vehicle Research and Development & Acquisition, will ensure the Department is prepared to meet the future demands.

The end state of this recommendation is to consolidate Department of Defense expertise in Ground Vehicle D&A activities at Detroit Arsenal. It promotes jointness, enables technical synergy, and positions the Department of Defense to exploit a center-of-mass of scientific, technical, and acquisition expertise with the personnel involved in ground vehicle Research, Development & Acquisition that currently resides at Detroit Arsenal.

Community Concerns

The Redstone Arsenal community stated that program management, development and acquisition functions for unmanned robotics systems are currently assigned to Redstone Arsenal, and assigning responsibility for unmanned components for ground combat vehicles to Detroit Arsenal would destroy existing collaborative working relationships. Robotics systems require three major components (vehicle, payload and controls) for an unmanned system to perform its mission. Ground vehicle development work should be retained because Redstone is the recognized leader in the integration of unmanned systems. They noted that several unmanned systems companies are established in the Redstone community and that moving

vehicle work to Detroit would significantly harm the synergies gained from established working relationships. The community questioned how the relocation would increase military value, and believed moving robotics-related vehicle development and acquisition work to Detroit would produce a negative return on investment.

Commission Findings

The Commission carefully examined community concerns with regard to the possible break-up of the existing center of excellence for developing and acquiring robotics components to be installed in combat vehicles. While the Commission recognizes the synergies that exist between developers of these components and private sector vendors located within the Redstone community, the Commission found merit in the underlying purpose of the recommendation, which is to consolidate programmatic decision-makers for ground combat vehicles with the Program Executive Office for Ground Combat Systems and the Tank Automotive Research and Development Center, both of which are located at Detroit Arsenal. The Commission expects that details concerning the exact number and type of personnel positions to be relocated will be determined during the post-BRAC implementation process. In making these final determinations, the Department may want to consider the overall impact the moves may have on the existing technically oriented robotics center of excellence at Redstone. Also, the Commission recognized that DoD's initial COBRA estimate improperly claimed savings for lease cost-avoidance at the Marine Corps' Woodbridge, VA facility. At the Commission's request, the Department provided a corrected cost and savings analysis which showed an 11-year return on investment, rather than the 2-year payback period originally reported. The Commission found that while adjusted savings are less than DoD's initial estimates, the recommendation provided for an overall enhancement of military value by collocating three geographically separated facilities into one location.

Commission Recommendations

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.

Consolidate Maritime C4ISR Research, Development & Acquisition, Test & Evaluation

Recommendation # 181 (Tech 9)

One-time Cost:	$86.6M
Annual Recurring Costs/(Savings):	($34.8M)
20-Year Net Present Value:	($420.9M)
Payback Period:	1 Year

Secretary of Defense Recommendation

Realign Washington Navy Yard, DC, by disestablishing the Space Warfare Systems Center Charleston, SC, detachment Washington Navy Yard and assign functions to the new Space Warfare Systems Command Atlantic Naval Amphibious Base, Little Creek, VA.

Realign Naval Station, Norfolk, VA, by disestablishing the Space Warfare Systems Center Norfolk, VA, and the Space Warfare Systems Center Charleston, SC, detachment Norfolk, VA, and assign functions to the new Space Warfare Systems Command Atlantic Naval Amphibious Base, Little Creek, VA.

Realign Naval Weapons Station Charleston, SC, as follows: relocate Surface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Surface Warfare Center Division, Dahlgren, VA; relocate Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Station Newport, RI; and relocate the Command Structure of the Space Warfare Center to Naval Amphibious Base, Little Creek, VA, and consolidate it with billets from Space Warfare Systems Command San Diego to create the Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek, VA. The remaining Maritime Information Systems Research, Development & Acquisition, and Test & Evaluation functions at Naval Weapons Station Charleston, SC, are assigned to Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek, VA.

Realign Naval Base Ventura County, CA, Naval Surface Warfare Center Division, Dahlgren, VA, and Naval Station Newport, RI, by relocating Maritime Information Systems Research, Development & Acquisition, and Test & Evaluation to Naval Submarine Base Point Loma, San Diego, CA, and consolidating with the Space Warfare Center to create the new Space Warfare Systems Command Pacific, Naval Submarine Base Point Loma, San Diego, CA.

Realign Naval Submarine Base Point Loma, San Diego, CA, as follows: relocate Surface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Surface Warfare Center Division, Dahlgren, VA; relocate Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Station Newport, RI; disestablish Space Warfare Systems Center Norfolk, VA, detachment San Diego, CA, and assign functions to the new Space Warfare Systems Command Pacific, Naval Submarine Base Point Loma, San Diego, CA; disestablish Naval Center for Tactical Systems Interoperability, San Diego, CA, and assign functions to the new Space Warfare Systems Command Pacific, Naval Submarine Base Point Loma, San Diego, CA; and disestablish Space Warfare Systems Command San Diego, CA, detachment Norfolk, VA, and assign functions to the new Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek , VA.

Realign Naval Air Station Patuxent River, MD, by relocating Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Naval Air Warfare Center, Aircraft Division to Naval Station Newport, RI.

Realign Naval Air Station Jacksonville, FL, by disestablishing the Space Warfare Systems Center Charleston, SC, detachment Jacksonville, FL.

Realign Naval Air Station Pensacola, FL, by relocating the Space Warfare Systems Center Charleston, SC, detachment Pensacola, FL, to Naval Weapons Station Charleston, SC.

Realign Naval Weapons Station Yorktown, VA, by relocating the Space Warfare Systems Center Charleston, SC, detachment Yorktown, VA, to Naval Station Norfolk, VA, and consolidating it into the new Space Warfare Systems Command Atlantic detachment, Naval Station Norfolk, VA.

Secretary of Defense Justification

These recommended realignments and consolidations provide for multifunctional and multidisciplinary Centers of Excellence in Maritime C4ISR. This recommendation will also reduce the number of technical facilities engaged in Maritime Sensors, Electronic Warfare, & Electronics and Information Systems RDAT&E from twelve to five. This, in turn, will reduce overlapping infrastructure increase the efficiency of operations and support an integrated approach to RDAT&E for maritime C4ISR. Another result would also be reduced cycle time for fielding systems to the warfighter.

Community Concerns

Except for the Naval Undersea Warfare Center (NUWC) Newport's observation that they would gain more people than expected, none of the gaining communities commented on recommendations to consolidate Maritime C4ISR Research, Development, Acquisition, Test & Evaluation. However, the Commission heard numerous comments from communities that could experience job losses under DoD's recommendation.

The Charleston, SC, community argued it should remain the East Coast center for maritime Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance (C4ISR) research. They argued that the Space Warfare System Center has the highest military value on the East Coast of all Navy Information Systems Technology (IST) Development and Acquisition activities. It ranked higher than San Diego, CA for IST Test and Evaluation (T&E). Charleston, SC has the most efficient Navy C4ISR organization, lower labor rates, lower costs of living, and significantly fewer electronic emission issues than San Diego. They argued there are currently twice as many Space Warfare Command (SPAWAR) personnel in Charleston as Norfolk, VA and questioned the wisdom of separating Space Warfare Systems Command Atlantic headquarters from the location where most of the work is performed. SPAWAR Charleston embodies a joint command, with nearly one-half of its work being non-Navy. According to the community, this recommendation would override the decision of BRAC 1993 to make Charleston the East Coast center of C4ISR with a new world class facility, far removed from the electronic encroachment problems which have plagued Norfolk.

The Dahlgren, VA, community said the Navy would give up, under DoD's plan, inextricably linked mission capabilities because ship-borne warfare systems are specifically designed to be fully embedded within a ship's hull design, interoperable with the ship's own systems, as well as those of other ships in the battle group. Systems are functionally integrated and not

separable as independent components. Furthermore, based on BRAC 1995 experiences, only 20 percent to 25 percent of Dahlgren area personnel are likely to move to high-priced San Diego, CA, creating program disruption risks.

The Naval Undersea Warfare Center, Newport, RI community believed realignment of submarine communications work from Newport, RI to San Diego, CA would generate no net savings, add significant costs, and damage existing critical Navy capability resident only in Newport. They believe a historical transfer rate of about 15 percent will result in the loss of thousands of years of unique submarine communications experience. The proposed move would severely degrade end-to-end testing of submarine combat system infrastructure. Security and data latency issues would severely degrade the capability of the "virtual submarine" located in Newport if the land-based submarine radio rooms were extracted from the remaining submarine combat subsystems.

The Naval Base Ventura County (NBVC) community claimed the realignment would result in significant losses of intellectual capital, would adversely affect war fighting capabilities, and would waste hundreds of millions of dollars of taxpayer money. Citing a preliminary survey showing that 18 percent will relocate, they estimated that only 20—25 percent of current staff will move if the C4ISR work is moved from NBVC to China Lake, CA. They also questioned the business case for the realignment asserting the TJCSG did an extremely poor job analyzing and managing data, judging military value and considering jointness.

Commission Findings

The Commission determined that the proposed movement of these components would seriously fracture the "system of systems work" performed at the affected installations. In particular, there was a high likelihood that the synchronization of the "virtual radio room," which was proposed to be moved to San Diego, would not be successfully coordinated with the remainder of the "virtual submarine" that would be left in Newport. The Commission found similar concerns for the weapon systems integration work conducted at Dahlgren. In addition, but subordinate to the technological issues, were concerns about the likely loss of intellectual capital with these moves for which the COBRA data reflects a need to move all personnel associated with their projects. While the Commission notes that intellectual capital losses can and have been successfully managed in the past, the amended recommendation has a higher ratio of savings-to-investment than the original DoD recommendation, and eliminates a strong likelihood that several key projects would prove extremely expensive to replicate, if not technologically impossible to implement as originally proposed.

Commission Recommendations

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

Realign Washington Navy Yard, DC, by disestablishing the Space Warfare Systems Center Charleston, SC, detachment Washington Navy Yard and assign functions to the new Space Warfare Systems Command Atlantic Naval Amphibious Base, Little Creek, VA.

Realign Naval Station, Norfolk, VA, by disestablishing the Space Warfare Systems Center Norfolk, VA, and the Space Warfare Systems Center Charleston, SC, detachment Norfolk, VA, and assign functions to the new Space Warfare Systems Command Atlantic Naval Amphibious Base, Little Creek, VA.

Realign Naval Weapons Station Charleston, SC, as follows: relocate Surface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Surface Warfare Center Division, Dahlgren, VA; relocate Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Station Newport, RI; and relocate the Command Structure of the Space Warfare Center to Naval Amphibious Base, Little Creek, VA, and consolidate it with billets from Space Warfare Systems Command San Diego to create the Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek, VA. The remaining Maritime Information Systems Research, Development & Acquisition, and Test & Evaluation functions at Naval Weapons Station Charleston, SC, are assigned to Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek, VA.

Realign Naval Submarine Base Point Loma, San Diego, CA, as follows: relocate Surface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Surface Warfare Center Division, Dahlgren, VA; relocate Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Space Warfare Center to Naval Station Newport, RI; disestablish Space Warfare Systems Center Norfolk, VA, detachment San Diego, CA, and assign functions to

the new Space Warfare Systems Command Pacific, Naval Submarine Base Point Loma, San Diego, CA; disestablish Naval Center for Tactical Systems Interoperability, San Diego, CA, and assign functions to the new Space Warfare Systems Command Pacific, Naval Submarine Base Point Loma, San Diego, CA; and disestablish Space Warfare Systems Command San Diego, CA, detachment Norfolk, VA, and assign functions to the new Space Warfare Systems Command Atlantic, Naval Amphibious Base, Little Creek , VA.

Realign Naval Air Station Patuxent River, MD, by relocating Subsurface Maritime Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, and Test & Evaluation of the Naval Air Warfare Center, Aircraft Division to Naval Station Newport, RI.

Realign Naval Air Station Jacksonville, FL, by disestablishing the Space Warfare Systems Center Charleston, SC, detachment Jacksonville, FL.

Realign Naval Air Station Pensacola, FL, by relocating the Space Warfare Systems Center Charleston, SC, detachment Pensacola, FL, to Naval Weapons Station Charleston, SC.

Realign Naval Weapons Station Yorktown, VA, by relocating the Space Warfare Systems Center Charleston, SC, detachment Yorktown, VA, to Naval Station Norfolk, VA, and consolidating it into the new Space Warfare Systems Command Atlantic detachment, Naval Station Norfolk, 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.

Consolidate Navy Strategic Test & Evaluation

Recommendation # 182 (Tech 12)

One-time Cost:	N/A
Annual Recurring Costs/(Savings):	N/A
20-Year Net Present Value:	N/A
Payback Period:	N/A

Secretary of Defense Recommendation

Realign Patrick Air Force Base, Cape Canaveral, FL, by relocating Nuclear Test and Evaluation at the Naval Ordnance Test Unit to Strategic Weapons Facility Atlantic, Kings Bay, GA.

Secretary of Defense Justification

This recommendation realigns the stand-alone East Coast facility working in full-scale Nuclear Test & Evaluation at Cape Canaveral into a fully supported Navy nuclear operational site at Kings Bay to gain synergy in security Anti-terrorism Force Protection (AT/FP), Fleet operational support and mission support infrastructure. Since 1956, the Fleet Ballistic Missile (FBM) Program, in support of the TRIDENT (D-Series) Missile, has executed land-based (pad) as well as sea-based (SSBN) test launches supported by the Naval Ordnance Test Unit (NOTU) at Cape Canaveral, FL. This facility provided both the launch support infrastructure as well as docking for sea-based pre- and post-launch events. Recent changes in ATFP requirements, the recent establishment of the Western Test Range in the Pacific, and the programmatic decision to no longer require land based (pad) launches at Cape Canaveral all lead to the realignment/relocation of this function to Kings Bay. This action aligns nicely with the overall Weapons and Armaments strategy to move smaller activities at remote sites into larger facilities to realize a significant synergy in support functions and costs while maintaining mission capability.

Community Concerns

The community contended that the proposed realignment of Naval Ordnance Test Unit (NOTU), Cape Canaveral, FL to Kings Bay, GA would reduce military value, degrade Anti-terrorism Force Protection (AT/FP), and eliminate jointness. The community stated that NOTU provides a full spectrum of submarine launched ballistic missile test and evaluation capabilities and that uprooting this operation at extensive cost in infrastructure, personnel relocations, contractor changes, and mission disruption, would reduce military value and degrade the mission. The community also contended that of equal

importance, test missions will experience greater exposure to the potential of terrorist attack, Further, the current joint cooperation and cost sharing arrangement in place to support NOTU operations at Cape Canaveral Air Force Station would be lost along with the synergistic benefits of NOTU personnel working on a day-to-day basis with the Air Force's 45th Space Wing and personnel on the Eastern Test Range. The community believed the realignment undermines an active, essential Joint Service interaction that is necessary to accomplish the test mission, thus violating DoD's basic premise of promoting transformation through close Joint Service interaction.

The community further contended that the port facility on Cape Canaveral enjoys immediate access to open water whereas Kings Bay is located on an inland waterway requiring lengthy surface transit to open water and the test launch point. The community believed this to be a disadvantage and clearly reduces military value. Lengthy and restricted transits render submarines vulnerable to terrorist operations.

According to the community, the NOTU labor force consists of missile flight test engineers, found at Cape Canaveral but not Kings Bay. The community stated that its statewide analysis shows that fewer than 30 percent of personnel are expected to relocate from Florida to Kings Bay.

The community stated their analysis showed that DoD failed to account for the cost and availability of mission essential contractor personnel at the receiving site who are critical to day-to-day operations, training and preparation for submarine systems checks and test firings.

Commission Findings

The Commission found that Kings Bay Submarine Base, GA, does not perform the test and evaluation mission that is performed by the Naval Ordnance Test Unit, Patrick Air Force Base, Cape Canaveral, FL. The Commission determined that Kings Bay performs a strategic operational mission, and the addition of the test and evaluation mission would represent a significant added responsibility.

The Commission found that implementation of DoD's recommendation would impair (1) existing day-to-day working relationships and synergy between Naval Ordnance Test Unit testing personnel and several organizations on Cape Canaveral, FL such as the Air Force's 45th Space Wing, and (2) the test and evaluation mission and testing schedule, due to the loss of intellectual capital, especially flight test engineers, increasing missile test workload, and the need for training at Kings Bay, GA; and that adjusted savings and cost estimates would increase the payback period from 7 to 10 years.

Commission Recommendations

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 4 and 5, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary.

Consolidate Sea Vehicle Development & Acquisition

Recommendation # 183 (Tech 13)

One-time Cost:	$1.5M
Annual Recurring Costs/(Savings):	($0.22M)
20-Year Net Present Value:	($2.0M)
Payback Period:	7 Years

Secretary of Defense Recommendation

Realign Detroit Arsenal, MI, by relocating Sea Vehicle Development and Acquisition to Naval Surface Warfare Center Carderock Division, Bethesda, MD, and Program Management and Direction of Sea Vehicle Development and Acquisition to Naval Sea Systems Command, Washington Navy Yard, DC.

Secretary of Defense Justification

This recommendation positions technical sites for jointness through co-location with functions at the receiving locations. It also increases efficiency by consolidating program management of Sea Vehicle Development and Acquisition (D&A) from three sites to two principal sites; the Naval Sea Systems Command (NAVSEASYSCOM) at the Washington Navy Yard (WNY), DC, and the Naval Surface Warfare Center (NSWC) Carderock Division, Bethesda, MD.

The consolidation and co-location leverages existing concentration of research, design and development, and acquisition support capabilities residing within the US Navy Headquarters and Warfare Center RD&A infrastructure. Program management for D&A will be at the Naval Sea Systems Command, Washington Navy Yard. In support of joint and transformational initiatives, this recommendation relocates management and direction of Theater Support Vessels (TSV) and other Sea Vehicle/Watercraft programs for US Army to the Naval Sea Systems Command, Washington Navy Yard. Consolidation of all program management of Sea Vehicle Programs at the Naval Sea Systems Command, Washington Navy Yard co-locates these functions and aligns with related program offices supporting Sea Vehicle Weapons and Combat systems, Hull Mechanical and Electrical, C4I integration and related sea vehicle equipment and support functions. This also places it near the principal technical direction and development agent for sea vehicles located at Naval Surface Warfare Center Carderock Division in Bethesda, MD. This recommendation is consistent with the existing partnership collaboration between the USA and the USN on Theater Support Vessels as reflected in a Memorandum of Understanding between the US Army Program Executive Office (PEO) for Combat Support and Combat Service Support (PEO CS & CSS) and the US Navy PEO for Ships Systems.

The recommendation will enhance synergy by consolidating Sea Vehicle functions to major sites, preserve healthy competition, leverage existing infrastructure, minimize environmental impact, and effect reasonable homeland security risk dispersal. The recommendation will increase efficiency by making a robust acquisition organization available to all DoD Sea Vehicle and watercraft program requirements and will increase efficiency by reducing overall manpower requirements.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found no reason to disagree with the recommendation of the Secretary of Defense.

Commission Recommendations

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.

Create a Naval Integrated Weapons & Armaments Research, Development & Acquisition, Test & Evaluation Center

Recommendation # 184 (Tech 15)

One-time Cost:	$343.3M
Annual Recurring Costs/(Savings):	($52.1M)
20-Year Net Present Value:	($349.5M)
Payback Period:	7 Years

Secretary of Defense Recommendation

Realign Naval Surface Warfare Center Crane, IN, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation, except gun/ammo, combat system security, and energetic materials to Naval Air Weapons Station China Lake, CA.

Realign Naval Surface Warfare Center Indian Head, MD, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation, except gun/ammo, underwater weapons, and energetic materials, to Naval Air Weapons Station China Lake, CA.

Realign Naval Air Station Patuxent River, MD, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation, except the Program Executive Office and Program Management Offices in Naval Air Systems Command, to Naval Air Weapons Station China Lake, CA.

Realign Naval Base Ventura County, Point Mugu, CA, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation to Naval Air Weapons Station China Lake, CA.

Realign Naval Weapons Station Seal Beach, CA, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation, except underwater weapons and energetic materials, to Naval Air Weapons Station China Lake, CA.

Realign Naval Surface Warfare Center, Yorktown, VA, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation to Naval Surface Warfare Center Indian Head, MD.

Realign Naval Base Ventura County, Port Hueneme, CA, by relocating all Weapons and Armaments Research, Development & Acquisition, and Test & Evaluation, except weapon system integration, to Naval Air Weapons Station China Lake, CA.

Realign Fleet Combat Training Center, CA (Port Hueneme Detachment, San Diego, CA), by relocating all Weapons and Armaments weapon system integration Research, Development & Acquisition, and Test & Evaluation to Naval Surface Warfare Center Dahlgren, VA.

Realign Naval Surface Warfare Center Dahlgren, VA, by relocating all Weapons & Armaments Research, Development & Acquisition, and Test & Evaluation, except guns/ammo and weapon systems integration to Naval Air Weapons Station China Lake, CA.

Secretary of Defense Justification

This recommendation realigns and consolidates those facilities working in Weapons & Armaments (W&A) Research, Development & Acquisition, and Test and Evaluation (RDAT&E) into a Naval Integrated RDAT&E center at the Naval Air Warfare Center, China Lake, CA. Additional synergistic realignments for W&A was achieved at two receiver sites for specific focus. The Naval Surface Warfare Center, Dahlgren, VA, is a receiver specialty site for Naval surface weapons systems integration and receives a west coast site for consolidation. This construct creates an integrated W&A RDAT&E center in China Lake, CA, energetics center at Indian Head, MD, and consolidates Navy surface weapons system integration at Dahlgren, VA.

All actions relocate technical facilities with lower overall quantitative Military Value (across Research, Development & Acquisition and Test & Evaluation) into the Integrated RDAT&E center and other receiver sites with greater quantitative Military Value.

Consolidating the Navy's air-to-air, air-to-ground, and surface launched missile RD&A, and T&E activities at China Lake, CA, would create an efficient integrated RDAT&E center. China Lake is able to accommodate with minor modification/addition both mission and lifecycle/sustainment functions to create synergies between these traditionally independent communities.

During the other large scale movements of W&A capabilities noted above, Weapon System Integration was specifically addressed to preserve the synergies between large highly integrated control system developments (Weapon Systems Integration) and the weapon system developments themselves. A specialty site for Naval Surface Warfare was identified at Dahlgren, VA, that was unique to the services and a centroid for Navy surface ship developments. A satellite unit from the Naval Surface Warfare Center, Port Hueneme, San Diego Detachment will be relocated to Dahlgren.

The 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.

This recommendation enables technical synergy, and positions the Department of Defense to exploit center-of-mass scientific, technical and acquisition expertise with weapons and armament Research, Development & Acquisition that currently resides at 10 locations into the one Integrated RDAT&E site, one specialty site, and an energetics site.

The Naval Surface Warfare Center Crane, IN, community believed initial placement on DoD's closure list precluded its consideration as a gainer. Their joint customer base and Army Ammunition plant tenant were not recognized as a joint transformation asset, and that separate evaluation as a technical and industrial facility unfairly disadvantaged them in comparison to large Research Development & Acquisition (RD&A) facilities. They argued their highly experienced work force helped them grow 20 percent per year since 2001, on one of the largest bases in the US with no encroachment problems. The combined recommendations for NSWC Crane would cost Martin County more than one-ninth of its jobs.

The Indian Head, MD community claimed initial placement on DoD's closure list precluded consideration as a "gainer," and that the recommendation would be reasonable if energetics work from other commands, including China Lake and Picatinny, were brought to Indian Head. The Indian Head community concurred with DoD's recommendations sending work to them, and strongly opposed proposed losses of workload.

The Ventura County, Point Mugu, CA community claimed DoD's data analysis and judgment of military value were poor and the recommendations would not enhance transformation and jointness. Most of the affected positions are not synergistic with the armaments and weapons work already at China Lake.

They pointed out their range is a unique national asset, used by Air Force, Navy, Missile Defense Agency, other DoD, Foreign Military Sales, commercial activities and NASA, and that no synergy would be gained by realigning the Sea Range to China Lake. Basing range support aircraft at China Lake would require construction and increase operating costs. Some test facilities would take many millions of dollars to move and/or rebuild. NBVC's intellectual capital took decades to develop. Few employees would move to China Lake, and therefore DoD's proposal would risk major disruptions to mission effectiveness. They also disputed DoD's cost estimates, questioning assumptions on the number of staff likely to relocate, the cost of sea range air support, and savings estimated for civil service personnel. They believe a 12-year payback period is more realistic than six years and that recurring savings will likely be less than half those estimated by DoD.

The community speculated that the Coast Guard and Department of Homeland Security might expand their presence on Point Mugu, CA.

The Naval Weapons Station Seal Beach, CA, community noted that test and calibration equipment need not be purchased for China Lake if Seal Beach employees assist NSA Corona with calibration and other related work using Corona-based equipment.

Some members of the Naval Surface Warfare Center, Yorktown, VA, community said energetics work should be sent to Indian Head, and that a large percentage of Virginia employees would likely make this move. They noted that Indian Head, MD, would have been among the top three in most military value categories if the number of military personnel had been included in the evaluation.

However, others in the Yorktown, VA, community said DoD's recommendation is seriously flawed and should be rejected. They claimed locally generated cost, savings, and other data were changed or distorted at DoD to achieve the results needed to support DoD recommendations. Reported savings depended on staffing reductions unlikely to materialize as well as omitted or reduced implementation costs in COBRA. Correction of obvious errors would result in a net cost of over a million dollars, rather than a savings; and payback would stretch to over 20 years. They also argued DoD's recommendation would cause the Navy to lose capabilities and crucial magazine space, therefore hindering future operations.

The Port Hueneme, CA, community contended DoD overstated savings, and understated costs and the repayment period, including the additional costs incurred from training replacement staff and moving the aviation support unit. They said that savings are exaggerated by assuming 15 percent rather than GAO-recommended 5.7 percent for personnel savings. Most of the recommendations are Service-centric, contrary to DoD requirements for jointness and transformation, and would compromise existing synergies of the base, laboratories, and proximity to the Sea Range. They insisted operation of the Sea Range from China Lake would be less safe and more expensive. The realignment would result in significant losses of intellectual capital, adversely affect war fighting capabilities, and waste hundreds of millions of dollars of taxpayer money. They stated the Navy ignored requests for clarification of issues involving personnel relocations and COBRA computed savings.

The Naval Surface Warfare Center Dahlgren, VA, community said this particular recommendation conflicts with DoD's other recommendation to establish Dahlgren as a specialty site for Naval Surface Warfare, and would reduce military value and impair Navy warfighting capability. Consolidation of "big gun" RD&A and T&E at Picatinny Arsenal, NJ, would reduce the ability to engineer and integrate shipboard combat systems. Single siting violates a TJCSG guiding principal and, since Picatinny has neither big guns nor a test range, its transplanted employees would have to make frequent trips back to

Dahlgren. Less than 20 percent of the educated, trained, and experienced engineering and technical workforce can be expected to move from the region, resulting in a brain drain.

According to the China Lake, CA, community, it was ranked highest in military value for research, acquisition, and T&E and was ranked first in two of three categories for Sensors/EW and Electronics. They argued that China Lake is the best site for synergism and efficiency and it has a record of identifying key problems and creating effective, affordable solutions. Relocation of Point Mugu's electronic warfare capability to China Lake would improve integration of the next generation combat aircraft. They fully support DoD's recommendation to establish a full-spectrum, integrated RDAT&E center at China Lake. The community can and would provide needed utilities, good schools and affordable housing, and they stated the proposal would generate a relatively small increase from Ridgecrest's 1990s-level population. China Lake has a high retention rate and over 80 percent of the NAWC China Lake retirees stay in the community. They agreed that the Sea Range is a critical joint service asset, with the only question being the number of Point Mugu staff needed to efficiently and effectively operate the sea range.

Commission Findings

The Commission found that the issues and concerns raised about the recommendation did not rise to the level of a substantial deviation from the Selection Criteria or Force Structure Plan. For instance, the Commission determined that the potential loss of intellectual capital was not likely to be as serious as feared by the affected communities. Moreover, Commissioners found unconvincing the arguments by the Point Mugu community that after 13 years under the same Commanding Officer as China Lake, all possible duplication had been wrung out, therefore rendering a significant percentage of the anticipated savings unachievable. The Commission found instead that military value would be enhanced over the long run by bringing the teams working on these major armament projects into a single "center of excellence."

However, the Commission was not able to reconcile the large differences between the number of affected personnel as proposed by DoD with the number of personnel identified by the community, primarily the number of people needed to support the Sea Range. The Commission urges the Secretary of the Navy, during the implementation process, to realign the Naval Integrated Weapons and Armaments RDAT&E functions for optimum effectiveness, rather than for narrow compliance with COBRA personnel numbers.

Commission Recommendations

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.

Create an Air Integrated Weapons & Armaments Research, Development & Acquisition, Test & Evaluation Center

Recommendation # 185 (Tech 18)

One-time Cost:	$2.7M
Annual Recurring Costs/(Savings):	($1.4M)
20-Year Net Present Value:	($17.9M)
Payback Period:	2 Years

Secretary of Defense Recommendation

Realign Hill Air Force Base, UT, by relocating Weapons and Armaments In-Service Engineering Research, Development & Acquisition, and Test and Evaluation to Eglin Air Force Base, FL. Realign Fort Belvoir, VA, by relocating Defense Threat Reduction Agency National Command Region conventional armament Research to Eglin Air Force Base, FL.

Secretary of Defense Justification

Eglin is one of three core integrated weapons and armaments RDAT&E centers (with China Lake, CA, and Redstone Arsenal, AL) with high MV and the largest concentration of integrated technical facilities across all three functional areas. Eglin AFB has a full spectrum array of Weapons & Armaments (W&A) Research, Development & Acquisition, and Test &

Evaluation (RDAT&E) capabilities. Accordingly, relocation of Hill AFB and DTRA NCR W&A capabilities will further complement and strengthen Eglin as a full spectrum W&A RDAT&E Center.

The overall impact of this recommendation will be to: increase W&A life cycle and mission related synergies/integration; increase efficiency; reduce operational costs; retain the required diversity of test environments; and facilitate multiple uses of equipment, facilities, ranges, and people. Hill AFB and DTRA NCR technical facilities recommended for relocation have lower quantitative MV than Eglin AFB in all functional areas.

This recommendation includes Research, D&A, and T&E conventional armament capabilities in the Air Force and DTRA NCR. It consolidates armament activities within the Air Force and promotes jointness with DTRA NCR. It also enables technical synergy, and positions the DoD to exploit center-of-mass scientific, technical, and acquisition expertise within the RDAT&E community that currently resides as DoD specialty locations. This recommendation directly supports the Department's strategy for transformation by moving and consolidating smaller W&A efforts into high military value integrated centers, and by leveraging synergy among RD&A, and T&E activities. Capacity and military value data established that Eglin AFB is already a full-service, integrated W&A RDAT&E center. Relocation of W&A D&A In-Service Engineering (ISE) from Hill AFB to Eglin AFB will increase life cycle synergy and integration. ISE encompasses those engineering activities that provide for an "increase in capability" of a system/sub-system/component after Full Operational Capability has been declared. ISE activities mesh directly with on-going RDAT&E at Eglin AFB.

Relocation of DTRA NCR W&A technical capabilities will increase life cycle synergy and integration at Eglin AFB. Conventional armament capabilities possessed by DTRA NCR directly complement on-going RDAT&E at Eglin AFB. Cost savings from the relocation of DTRA NCR to Eglin AFB will accrue largely through the elimination of the need for leased space, and by virtue of the fact that Eglin AFB can absorb the DTRA NCR (and Hill AFB) functions without the need for MILCON.

Community Concerns

There were no formal expressions from the community.

Commission Findings

The Commission found merit in DoD's proposal to create a full-spectrum capability at Eglin for Weapons and Armaments, and found no reason to disagree with the Secretary's recommendation. The Commission carefully examined the justification for the Secretary's recommendation to transfer in-service engineering responsibilities for research, development and acquisition, test and evaluation from Hill Air Force Base to Eglin Air Force Base, and found it would enhance long-term military value.

Commission Recommendations

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.

Create an Integrated Weapons & Armaments Specialty Site for Guns and Ammunition

Recommendation # 186 (Tech 19)

One-Time Cost:	$66.8M
Annual Recurring Costs/(Savings):	($9.1M)
20-Year Net Present Value:	($51.8M)
Payback Period:	9 Years

Secretary of Defense Recommendation

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

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

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

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

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

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

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

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

Secretary of Defense Justification

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

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

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

Community Concerns

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

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

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

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

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

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

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

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

Commission Findings

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

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

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

Commission Recommendations

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

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

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

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

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

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

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

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

The Commission found that these changes and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

Defense Research Service Led Laboratories

Recommendation # 187 (Tech 22)

One-time Cost:	$136.1M
Annual Recurring Costs/(Savings):	($40.8M)
20-Year Net Present Value:	($380.3M)
Payback Period:	3 Years

Secretary of Defense Recommendation

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

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

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

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

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.

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

Recommendation # 188 (Tech 24)

One-time Cost:	$17.7M
Annual Recurring Costs/(Savings):	($2.7M)
20-Year Net Present Value:	($17.9M)
Payback Period:	9 Years

Secretary of Defense Recommendation

Realign Tinker Air Force Base, OK, Robins Air Force Base, GA, and Hill Air Force Base, UT, by relocating fixed wing related Air Platform Development and Acquisition to Wright-Patterson Air Force Base, OH.

Realign Wright-Patterson Air Force Base, OH, by relocating fixed wing related Live Fire Test and Evaluation to Naval Air Weapons Station China Lake, CA.

Secretary of Defense Justification

This recommendation completes the consolidation of all Fixed Wing Air Platform RDAT&E, begun during the previous BRAC rounds, at two principal sites: Naval Air Station (NAS) Patuxent River, MD, and Wright-Patterson Air Force Base (AFB), OH, while retaining several specialty sites. Research and Development & Acquisition will be performed at NAS Patuxent River and Wright-Patterson AFB. Lakehurst will be retained as a dedicated RDAT&E facility for Navy Aircraft Launch and Recovery Equipment and Aviation Support Equipment.

This recommendation includes Research, Development & Acquisition and Test & Evaluation activities in Fixed Wing Air Platforms across the Navy and Air Force. The planned component moves will enhance synergy by consolidating to major sites, preserve healthy competition, leverage existing infrastructure, minimize environmental impact, and effect reasonable homeland security risk dispersal. The relocation of Fixed Wing Air Platform Research was previously accomplished in response to the S&T Reliance Agreements resulting in the consolidation at Wright-Patterson AFB with the maritime related Fixed Wing Air Platform Research consolidated at NAS Patuxent River.

This recommendation consolidates Air Force Development & Acquisition functions currently resident at Logistic Centers (Hill AFB, Tinker AFB, and Robins AFB) at Wright-Patterson AFB. These moves will increase efficiency by creating RD&A centers with all attendant support activity and a robust acquisition organization available to all Air Force Fixed Wing Air Platform D&A functions.

The consolidation of all Fixed Wing Air Platform Survivability Live Fire T&E at China Lake is driven by the inefficiencies that currently exist between the two sites (Wright-Patterson AFB and China Lake), and the potential savings afforded by establishing a single live fire test range for fixed wing air platforms. China Lake has this capability and has been doing similar work related to weapons lethality for many years. This action will increase efficiency by reducing overall manpower requirements while also reducing redundancies that exist across the Live Fire Testing domain.

Community Concerns

The Robins and Hill Air Force Base communities expressed concern over the number of people potentially affected by DoD's recommendation to establish a research, development, acquisition, and test and evaluation center at Wright-Patterson Air Force Base. Robins' community representatives stated the people potentially impacted by this recommendation provide support for the fixed wing aircraft development and acquisition process as well as supporting operational aircraft. They argued the sustainment mission and applicable personnel should be retained at Robins, and that only development and acquisition personnel should be relocated to Wright-Patterson Air Force Base. Hill community representatives stated that the 18 positions potentially impacted by this recommendation include 9 engineering positions that have already been transferred from Hill to Wright-Patterson Air Force Base.

As a gaining activity, the Dayton community supported the location of additional fixed wing aircraft acquisition personnel at Wright-Patterson. Community representatives believed co-locating additional acquisition resources with the Program Executive Officer for Aeronautical Systems would create synergies. They stated this recommendation could be implemented with minimal disruption to ongoing programs. However, Ohio community officials opposed DoD's recommendation to realign the Air Force's live fire test and evaluation work to Naval Air Weapons Station, China Lake, California. Ohio-based advocates contended this would negatively impact live-fire testing of Air Force-unique weapon systems. As an alternative to DoD's recommendation, they suggested the Commission consider retaining both the Air Force facility at Wright-Patterson and the Navy facility at China Lake to be managed as a composite operation under a memorandum of agreement between the two services.

The Lakehurst Naval Air Engineering Station community argued the DoD recommendation left out the creation of a Center of Excellence for the specialty area of Aircraft Launch and Recovery Equipment, as well as Aviation Support Equipment, and urged the Commission to synchronize the DoD justification explanation with the Final Commission recommendation.

Commission Findings

The Commission found merit in DoD's recommendation to establish two primary centers for fixed wing research, development and acquisition, test and evaluation—one center located at Naval Air Station Patuxent River, MD and established under previous BRAC rounds, and a new second site to be established at Wright-Patterson Air Force Base, OH. In addition, the Commission acknowledges and supports DoD's underlying plan to retain specialty sites, including the specialty site currently established at the Lakehurst Naval Air Engineering Station, NJ to support aircraft launch and recovery systems and aviation support equipment.

With regard to DoD's recommendation to relocate fixed wing live fire testing capability from Wright-Patterson Air Force Base, OH to China Lake, CA, the Commission carefully weighed the benefits of consolidating to a single live fire test facility at China Lake versus retention of two facilities—one for Air Force-unique weapon systems and the other for Navy-unique weapon systems. The Commission found no reason to disagree with the Secretary's proposal to establish a single facility and noted that China Lake's military value score for fixed wing test and evaluation is substantially higher than Wright-Patterson AFB.

Commission Recommendations

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.

Establish Centers for Rotary Wing Air Platform Development & Acquisition, Test & Evaluation

Recommendation # 189 (tech 26)

One-time Cost:	$49.4M
Annual Recurring Costs/(Savings):	($2.8M)
20-Year Net Present Value:	$11.8M
Payback Period:	26 Years

Secretary of Defense Recommendation

Realign Wright-Patterson Air Force Base, OH, by relocating Air Force Materiel Command V-22 activities in rotary wing air platform development and acquisition to Patuxent River, MD. Realign the Naval Air Engineering Station Lakehurst, NJ, by relocating activities in rotary wing air platform development, acquisition, test and evaluation to Patuxent River, MD. Realign Ft. Rucker, AL, by relocating the Aviation Technical Test Center to Redstone Arsenal, AL, and consolidating it with the Technical Test Center at Redstone Arsenal, AL. Realign Robins Air Force Base, GA, by relocating activities in rotary wing air platform development and acquisition to Redstone Arsenal, AL.

Secretary of Defense Justification

This Air Land Sea & Space (ALSS) recommendation realigns and consolidates those activities that are primarily focused on Rotary Wing Air Platform activities in Development, Acquisition, Test and Evaluation (DAT&E). This action creates the Joint Center for Rotary Wing Air Platform DAT&E at the Redstone Arsenal, Huntsville, AL, and enhances the Joint Center at the Naval Air Warfare Center Aircraft Division (NAWCAD), Patuxent River, MD. The end state of this recommendation builds upon existing rotary wing air platform technical expertise and facilities in place at the two principal sites and provides focused support for future aviation technological advances in rotorcraft development.

The planned component moves enhance synergy by consolidating rotary wing work to major sites, preserving healthy competition, and leveraging climatic/geographic conditions and existing infrastructure, minimize environmental impact. These consolidations co-locate aircraft and aircraft support systems with development and acquisition personnel to enhance efficiency and effectiveness of rotary wing air platform design and development activities.

Community Concerns

The Robins community stated the 50 personnel potentially impacted by this recommendation provide support for the rotary wing development and acquisition process as well as sustaining operational aircraft. They believed the sustainment mission and applicable personnel authorizations should be retained at Robins and that only development and acquisition personnel should be relocated to Redstone Arsenal. The Fort Rucker and Redstone communities expressed support for the recommendation.

There were no formal expressions from the Wright-Patterson, Lakehurst and Patuxent River communities regarding the recommendation to establish a rotary wing aircraft research, development and acquisition, test and evaluation center at Naval Air Station Patuxent River.

Commission Findings

The Commission found that the number of positions to be transferred from the realigning organizations to create or enhance joint centers of excellence for development, acquisition and test and evaluation (DAT&E) of rotary wing aircraft at Naval Air Station Patuxent River, MD, and Redstone Arsenal, AL, are not necessarily tied to the number of positions identified in the Department's COBRA analysis. In some cases, the Commission determined that the COBRA numbers were not based on full-time equivalent position counts, but instead on a tally of personnel whose duties at one time or another address DAT&E functions. The Commission believes DoD should use its discretion in determining what specific skill sets and personnel authorizations are needed to properly staff the new joint centers. The Commission notes that the 26-year payback is driven in large part due to requirements for new aircraft test and evaluation facilities at Redstone. These

issues were found by the Commission to be implementation matters that can be resolved successfully during the six-year implementation period, and did not rise to the level of a substantial deviation.

Commission Recommendations

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.

Navy Sensors, Electronic Warfare, and Electronics Research, Development & Acquisition, Test & Evaluation

Recommendation # 190 (Tech 28)

One-time Cost:	N/A
Annual Recurring Costs/(Savings):	N/A
20-Year Net Present Value:	N/A
Payback Period:	N/A

Secretary of Defense Recommendation

Realign Naval Air Warfare Center, Weapons Division, Point Mugu, CA. Relocate the Sensors, Electronic Warfare (EW), and Electronics Research, Development, Acquisition, Test & Evaluation (RDAT&E) functions to Naval Air Warfare Center, Weapons Division, China Lake, CA.

Secretary of Defense Justification

Consolidating the Sensors, EW, and Electronics RDAT&E functions at China Lake will eliminate redundant infrastructure between Point Mugu and China Lake and provide for the more efficient use of the remaining assets including the Electronic Combat Range and other integration laboratories at China Lake.

Community Concerns

The Naval Base Ventura County (Point Mugu) community opposed the realignment of sensor, electronic warfare and electronics research, development & acquisition, test & evaluation functions to Naval Air Warfare Center Weapons Division, China Lake because the recommendation deviates from BRAC criteria, military value to the warfighter would be decreased, supporting data was absent and expected cost savings would not materialize. The community contended DoD did an extremely poor job analyzing the missions and value of the technical activities of Point Mugu. They cited the negative impact of DoD's recommendations on the warfighter, and the failure by DoD to recognize that all duplication and redundancy between Point Mugu and China Lake had been eliminated long ago, as reasons for the Commission to reject the recommendation. They stated Point Mugu is already recognized as the Joint Center of Excellence for Electronic Warfare. The community contended that human and intellectual capital would be lost because experts would refuse to relocate from the coast to the desert, disrupting mission performance.

The China Lake community supported the BRAC recommendation and cited the high military ranking of the installation. They stated that the consolidation supports transformation. The community further stated that co-locating sensors, electronic warfare and electronics capabilities with the laboratories and expertise at China Lake will further enhance the transformation of aviation systems. The community claimed their infrastructure, including water supply, sewer, schools and roads presented no insurmountable obstacles to receiving the large influx of people envisioned from the DoD recommendation.

Commission Findings

The Commission found that both Naval Base Ventura County (Point Mugu), CA, and Naval Air Warfare Center China Lake, CA, perform electronic warfare research, development, acquisition, and test and evaluation functions. China Lake is rated higher than Point Mugu for military value in 2 of 3 categories. It is rated significantly higher than Point Mugu in test

and evaluation, primarily because of its electronic warfare test range capability. Point Mugu works on the current EA-6B electronic warfare aircraft while China Lake works on the advanced EA-18G electronic warfare aircraft.

The Commission found that any consolidation of electronic functions could be accomplished outside the BRAC process because organizationally, both Point Mugu and China Lake work for Naval Air Systems Command.

The Commission closely examined community concerns about the possible loss of intellectual capital if too many experienced employees living in Santa Barbara opt not to move to China Lake. The Commission found that while careful management of the implementation could mitigate impacts to readiness and mission interruption risks, the cost and savings analysis showed a long 12-year payback with a one-time cost of about $73 million, and no net personnel eliminations, make the recommendation unsupportable.

The Commission found that the current management arrangement seems to be working well and if work needs to be shifted among the two sites, Naval Air Systems Command has the authority to accomplish needed changes without BRAC at an appropriate time based on workload and/or cost considerations.

Commission Recommendations

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, 4, and 5, and the Force Structure Plan. Therefore, the Commission has rejected the recommendation of the Secretary. The Commission found this recommendation is consistent with the Force Structure Plan and final selection criteria.

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