PENNSYLVANIA MILITARY INSTALLATIONS // IMPACTS

DEFENSE DISTRIBUTION CENTER SUSQUEHANNA

NEW CUMBERLAND, YORK COUNTY / DEFENSE LOGISTICS AGENCY
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June 2018
This report is part of the Pennsylvania Military Community Enhancement Commission-sponsored study of the economic impacts of Pennsylvania’s military and defense installations. The aim of the project is to aid the Commission and the Commonwealth of Pennsylvania in understanding the economic and strategic value of its major military installations regionally and nationally, as well as their ties to surrounding communities and Pennsylvania industry.

INTRODUCTION

The Defense Logistics Agency (DLA) Distribution is the primary distribution provider for the Department of Defense (DoD) in the continental U.S. and internationally. It distributes DoD mission critical commodities, such as food, medical supplies, and military and commercial repair parts, to all branches of the armed forces and other federal agencies throughout the world.

DLA Distribution Headquarters is collocated with DLA Susquehanna in Fairview Township, York County, next to New Cumberland borough. The installation lies along the west bank of the Susquehanna River, near Harrisburg and next to the Capital City Airport.

DLA Susquehanna is one of three strategic distribution platforms in DLA’s global network. DLA Susquehanna is the central distributor for the eastern seaboard and principal support of the U.S. European Command and the U.S. Central Command. DLA Susquehanna also operates an additional facility at Mechanicsburg, Pennsylvania.

With 10.1 million square feet of covered storage, DLA Susquehanna annually handles 2.4 million different items, valued at over $105 billion in 2016 and destined to more than 243,000 distinct customers around the globe. The installation covers 848 acres and is a federal enclave, responsible for its own public services and public safety. It effectively operates as a small city, with a number of amenities for active duty personnel, their families, and civilian employees, including a golf course, childcare facility, fitness center, and other recreational activities.
In 2017, more than 3,500 employees worked at DLA Susquehanna in New Cumberland, including contractors and major tenants, with additional DLA employees at Naval Support Activity (NSA) Mechanicsburg. DLA Susquehanna is the largest tenant at NSA Mechanicsburg, with 5.8 million square feet of covered storage and 233 DLA employees. DLA Susquehanna also manages Contingency of Operations Planning at Fort Indiantown Gap. At New Cumberland, DLA Susquehanna’s largest tenant is the United States Army Security Assistance Command; other tenants include regional recruiting offices and the Army Reserve.

As is common across Pennsylvania’s military installations, most of DLA Susquehanna’s workforce are permanent civilian employees, with only 17 active duty military on the installation. However, many of the civilian employees are former military or current National Guard members or reservists. In addition, common across the state’s installations are low levels of turnover among these civilian employees.

As in other DLA facilities, the volume of activity is tied to military operations tempo. With a recent slowdown, the installation’s leadership has focused on enhancing operations, improving efficiencies by reducing turnaround times, and finding new ways to deliver value-added components to various global military operations. Yet the facilities retain capacity to surge if and when needed. The ability to be ready for wartime expansion remains fundamental to the operation, its mission, and its future.

The DLA Distribution Susquehanna’s mission is to provide world-class distribution services to enhance the readiness of the DoD and other customers, through effective and efficient receipt, storage, control, shipment, and disposal of materiel. It strives to be a values-based team known for workforce excellence and providing superior distribution services on time, every time.
LA Susquehanna’s origins began a century ago, with what became the New Cumberland Army Depot, when its location next to the Pennsylvania Railroad and near the Enola rail yard made it attractive for the federal government to purchase the land for a reserve distribution center, along with a second reserve depot in Schenectady, New York. It began as the Marsh Run Storage Depot, officially the U.S. Quartermaster Interior Storage Depot, with the Army raising its first flag on May 14, 1918.

While it served as a site for receiving overseas supplies during World War I, little activity occurred again on the site until World War II, when volume increased with packing, distribution, and storage activity. It also served as an induction center for inductees from Central Pennsylvania and later, a site for German and Italian prisoners of war. Construction accelerated during the Korean War, with four new buildings comprising the “Golden Mile” that forms the heart of the current base facilities. The installation continues to house one World War I 1918 warehouse.

The installation supported an air maintenance mission from 1958–83. It took on a greater role in logistics and distribution upon creation of its Eastern Distribution Center beginning in 1985.

The installation’s mission was formally unified to operate solely as a distribution center in the 1980s. This included demolition of older structures and construction of new “state-of-the-art” storage and distribution facilities.

Unlike many other facility changes in recent years, DLA Susquehanna’s new missions were not dictated by the Base Realignment and Closure (BRAC) process, but rather by the Defense Management Review (DMR). The 1989 DMR under President George H.W. Bush aimed to improve cost effectiveness, efficiencies, and economies of scale so that the DoD could generate savings to offset the end of the Cold War budget cuts. The DMR contained 38 Defense Management Review Decisions (DMRD), including DMRD 902, Consolidation of Defense Supply Depots. Under DMRD 902, DLA was directed to consolidate and streamline defense materiel distribution functions and undertook a major
consolidation of service depot activities. DLA initially had six installation sites and later assumed management of 24 total. These changes had major impacts in Pennsylvania, affecting many of the state’s largest military installations, including sites in Tobyhanna, New Cumberland, Letterkenny, and Mechanicsburg.

In 1991, the Army Depot New Cumberland and the Defense Depot Mechanicsburg merged to form the new Defense Distribution Depot Susquehanna. The Defense Distribution Region East was established as the regional headquarters operation. DLA’s own internal consolidation efforts were further supplemented by various BRAC Commission actions that shifted depot and distribution functions from the military services to DLA. DLA Distribution benefitted from BRACs, with greater portions of military supply chains transferred to the DLA, which ultimately operates all the military’s Defense Depots.

ECONOMIC IMPACT

DLA Susquehanna makes up York County’s second largest employer and forms a critical component of the regional economy. The IMPLAN model was used to estimate the total economic impact of operations at DLA Susquehanna within a local area consisting of York and Cumberland Counties and for the state of Pennsylvania. The IMPLAN model estimates the direct, indirect, and induced impacts that accrue within Pennsylvania because of operations at DLA Susquehanna including the DLA Distribution Headquarters and major tenant organizations located at New Cumberland. Direct impacts represent employment and economic activity at the installation, while indirect impacts, sometimes called intermediate impacts, are generated by the supply chain requirements and purchases of the organizations being analyzed. Induced economic impacts derive from the spending patterns of service members and employees whose jobs are generated by direct or indirect economic activity.

This economic impact analysis quantifies the cumulative impact on employment and economic output of DLA Susquehanna at New Cumberland. This could
be interpreted as the result if DLA Susquehanna were either to be disestablished, or relocated outside of Pennsylvania. Staff of DLA Susquehanna provided economic data for the 2015-16 federal fiscal year; results reflect economic impact over that period.

The majority of DLA employees at New Cumberland are full-time civilians who are a mix of permanent federal employees and contractors. More than 98% of full-time staff at DLA Susquehanna are federal civilian workers or contractors, with active duty service members comprising less than 2%. In addition, nearly all DLA employees are Pennsylvania residents. Fewer than 2% of all employees were residents of other states.

The specialized nature of DLA as a center for distribution and warehousing is reflected in the IMPLAN inputs for this analysis. While most workers at the installation were federal civilian employees, most workers were categorized as being employed in one of several civilian industry sectors including the warehousing and storage industry, management of companies and enterprises, and business support services.

Table 1 is a summary of economic impacts for DLA Susquehanna broken down by direct, indirect, and induced sources.

<table>
<thead>
<tr>
<th>IMPACT TYPE</th>
<th>EMPLOYMENT</th>
<th>LABOR INCOME</th>
<th>VALUE ADDED</th>
<th>OUTPUT</th>
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<tbody>
<tr>
<td>CUMBERLAND &amp; YORK COUNTIES</td>
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<td></td>
<td></td>
<td></td>
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<tr>
<td>Direct Effect</td>
<td>3,539</td>
<td>$378,803,817</td>
<td>$485,197,309</td>
<td>$601,288,373</td>
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<tr>
<td>Indirect Effect</td>
<td>1,285</td>
<td>$63,017,752</td>
<td>$99,384,378</td>
<td>$180,989,484</td>
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<td>Induced Effect</td>
<td>2,395</td>
<td>$102,576,136</td>
<td>$175,761,974</td>
<td>$302,944,169</td>
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<tr>
<td>Total Effect</td>
<td>7,219</td>
<td>$544,397,705</td>
<td>$760,343,661</td>
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<table>
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<tr>
<th>IMPACT TYPE</th>
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<tr>
<td>PENNSYLVANIA TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Direct Effect</td>
<td>3,539</td>
<td>$378,803,817</td>
<td>$485,197,309</td>
<td>$601,288,373</td>
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<tr>
<td>Indirect Effect</td>
<td>1,456</td>
<td>$75,039,129</td>
<td>$119,379,587</td>
<td>$217,797,680</td>
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<td>Induced Effect</td>
<td>2,632</td>
<td>$116,855,739</td>
<td>$199,014,197</td>
<td>$345,757,122</td>
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<td>Total Effect</td>
<td>7,626</td>
<td>$570,698,685</td>
<td>$803,591,093</td>
<td>$1,164,843,175</td>
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</table>

Source: University of Pittsburgh Center for Social and Urban Research, 2018

- **Overall, DLA Susquehanna generates 7,626 jobs and over $570 million in labor income annually within Pennsylvania. Over 7,200 jobs and $544 million in annual labor income are estimated to accrue within York and Cumberland counties.**

- **Operations at DLA Susquehanna represent over $1.1 billion in annual economic output, which generates an estimated $803 million in Gross Regional Product (GRP), or value added production, annually to the Pennsylvania economy.**
Table 2 highlights the top 10 industries impacted by DLA Susquehanna as estimated by the IMPLAN model. DLA Susquehanna has economic impacts across industries, including and most importantly other firms in the transportation, distribution, and logistics cluster, where the upstream and downstream impacts are greatest. Warehousing and storage and nonmilitary federal government are among the most important industry sectors affected by DLA Susquehanna, with $240 million generated in total output for warehousing and storage and $163 million in total output for the nonmilitary federal government. Following these sectors, the direct, indirect and induced economic impacts from DLA Susquehanna are concentrated in many locally serving industries, including real estate, restaurants, employment services, retail, and hospitals.

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### TABLE 2

**TOP 10 INDUSTRIES AFFECTED – DLA SUSQUEHANNA, NEW CUMBERLAND, PA**

<table>
<thead>
<tr>
<th>SECTOR</th>
<th>DESCRIPTION</th>
<th>EMPLOYMENT</th>
<th>LABOR INCOME</th>
<th>VALUE ADDED</th>
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<tr>
<td>416</td>
<td>Warehousing and storage</td>
<td>1,372</td>
<td>$117,501,535</td>
<td>$139,643,184</td>
<td>$240,749,563</td>
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<tr>
<td>535</td>
<td>Employment and payroll of federal government, non military</td>
<td>941</td>
<td>$109,528,639</td>
<td>$163,274,566</td>
<td>$163,274,577</td>
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<tr>
<td>461</td>
<td>Management of companies and enterprises</td>
<td>709</td>
<td>$86,241,363</td>
<td>$104,583,654</td>
<td>$156,712,745</td>
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<tr>
<td>465</td>
<td>Business support services</td>
<td>590</td>
<td>$68,665,621</td>
<td>$66,932,164</td>
<td>$36,557,693</td>
</tr>
<tr>
<td>62</td>
<td>Maintenance and repair construction of nonresidential structures</td>
<td>246</td>
<td>$14,957,102</td>
<td>$18,603,935</td>
<td>$40,059,377</td>
</tr>
<tr>
<td>440</td>
<td>Real estate</td>
<td>216</td>
<td>$5,959,188</td>
<td>$41,458,622</td>
<td>$52,897,349</td>
</tr>
<tr>
<td>482</td>
<td>Hospitals</td>
<td>166</td>
<td>$13,183,037</td>
<td>$14,589,157</td>
<td>$25,439,343</td>
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<tr>
<td>501</td>
<td>Full-service restaurants</td>
<td>157</td>
<td>$3,398,859</td>
<td>$3,819,066</td>
<td>$7,378,676</td>
</tr>
<tr>
<td>464</td>
<td>Employment services</td>
<td>127</td>
<td>$5,009,437</td>
<td>$6,976,211</td>
<td>$8,969,254</td>
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<td>502</td>
<td>Limited-service restaurants</td>
<td>123</td>
<td>$2,339,279</td>
<td>$5,770,551</td>
<td>$10,025,314</td>
</tr>
</tbody>
</table>

*Sector reflects IMPLAN industry category*

*Source: University of Pittsburgh Center for Social and Urban Research, 2018*
The sections that follow originate from an analysis of strengths, weaknesses, opportunities, and threats (SWOT) at DLA Susquehanna. Strengths and weaknesses include attributes, assets, or factors that are internal to the installation. Threats are external factors that are harmful to, or create vulnerabilities for, the installation. Opportunities offer ways to mitigate threats and weaknesses and/or reinforce and expand on the installation’s strengths. The SWOT analysis is summarized in Table 3 and aspects of the analysis are described throughout the following sections.

A major strength of DLA Susquehanna is its capabilities in the distribution arena, in particular its specialization in defense logistics. DLA Susquehanna is unique among distribution organizations for its deep understanding of military service requirements. DLA Susquehanna is designated as a combat support activity and has received numerous awards for its service over the years.

Moreover, its deployable capability is a critical asset that has been used both domestically and internationally. For example, in 2017, DLA Susquehanna provided shipping support to the Federal Emergency Management Agency in response to Hurricanes Harvey and Irma, and deployed employees to Texas and Alabama to manage receipt and delivery of items. DLA was created to increase the efficiency of DoD distribution across all military services. Consolidation of distribution and logistics functions has created significant economies of scale across the supply chain. The efficiencies introduced into the system continue to reduce the burden on the military services, leading to improved readiness. DLA Susquehanna leadership is focused on cost savings and has advanced its performance improvements in recent years.

DLA Susquehanna operates materiel consolidation for both the Army and Air Force and is in the center of major highway networks, with proximity to final destinations. Output is shipped by truck to air hubs at Dover, Delaware, and Maguire Air Force Base, New Jersey, along with commercial shipments that provide an “airbridge” to overseas locations. Some shipments travel to Norfolk, Virginia, for water transport, and ports in Baltimore and Jacksonville are also reached from DLA Susquehanna. An internal fleet of 75 vehicles is responsible for on-base transport of materiel, with commercial carriers moving shipments onward to

Entrance gate to DLA Susquehanna.
Photo courtesy of DLA Susquehanna
port destinations. There are 85 scheduled truck routes from the installation, which deliver materiel directly to the end user and reduce the need for redistribution at intermediate points. The installation moved away from rail shipment 20 years ago. The installation handles 14 million maintenance lines, and in 2016, 21.6 million tons of shipment were transported by air and 544.5 million tons by surface transport. The volume has dropped in recent years with less activity for troop support in the Middle East, but operations are scalable for surge during wartime.

This also points to what can be a potential threat for DLA — greater privatization of DoD distribution functions. In accordance with the Office of Management and Budget’s Circular No. A-76, which established federal policy for competition surrounding commercial activities, DLA privatized a number of wholesale stock areas. Privatization of military activities is expected to continue. As greater aspects of the supply chain are privatized, scalability for surge is threatened. Unlike private sector firms, DLA Susquehanna’s mission is to support readiness across the DoD. A recurring notion that greater parts of the military’s supply chain can be directly privatized overlooks the fundamental requirement to be ready to surge capacity on short-notice. Commercial firms have historically found it inefficient to maintain standing defense supply capacity when underutilized — as is often the case in periods between major conflicts. Yet, when needed most, there is insufficient time to rebuild or expand a private sector system for the most critical supplies. DLA understands the unique military service requirements, whether how to store, handle, or ship materiel and, most importantly, how to support combatant commanders worldwide during both peacetime and during conflicts. DLA also faces potential competition from within the DoD, to include possible consolidation with U.S. Transportation Command (TRANSCOM).

The workforce is a major strength of the installation. The region excels in expertise, education, and training in logistics, warehousing, and shipping; this supply base provides a workforce with the skills needed by the installation. DLA Susquehanna develops those skills further by building employees’ expertise in DoD military service requirements. The installation provides internal mobility for its workers, and, coupled with its location in a large commuter shed and rela-
tively high pay area (Washington, DC), the installation has a strategic advantage for attracting and retaining logistics and warehousing workers. These advantages generate other positive outcomes for the workforce and region. These is little turnover among staff, and veterans make up 11% of personnel on site, including disabled veterans, which is a relatively high figure compared to other DLA installations and of growing importance given federal laws on employing veterans.

The region recognizes the importance of the transportation, distribution, and logistics cluster and DLA Susquehanna is central in importance in that cluster. The competitive advantages of location and workforce work together to generate additional competitive strengths. According to the Central Pennsylvania Works Funders Collaborative, the transportation, distribution, and logistics industry in Central Pennsylvania employs over 1,600 workers in the region, with over $10 billion in annual sales. DLA Susquehanna is collocated with logistics companies that often provide a pool of applicants with warehousing experience when jobs are open to be filled. DLA benefits from the strength of this logistics cluster in the region; workers can be found in the private sector with skills and experience to make the jump to DLA.

Transportation, distribution, and logistics also represents an opportunity for DLA Susquehanna and across installations in Pennsylvania for the state to embrace a Logistics Center of Excellence. DLA Susquehanna is central to that Center of Excellence, with robust transportation networks and infrastructure. [We still need to ADD description here] Greater interconnectedness among installations and state-supported programs of excellence can add to the existing strengths of operation.

DLA Distribution conducts Continuity of Operations Planning (COOP) with annual training visits to alternate sites to strengthen preparedness capabilities. A recent (December 2016) agreement with Fort Indiantown Gap (FTIG) for DLA Distribution to work in the Range Facility Management Support System further reinforces the competitive advantage of location and joint co-operation across installations in the Central Pennsylvania region. The capacity at FTIG represents a strength for DLA Susquehanna under this new agreement to be used in a regional contingency.

The installation has embarked on a number of environmental initiatives to create energy cost savings for the operation. DLA Susquehanna opened its new headquarters building in fall 2016. The new building brought DLA Distribution employees from across the complex together for the first time under one roof in an environmentally advanced, Leadership in Energy and Environment (LEED)-certified Silver building. This investment replaced a number of older buildings, most dating from a half-century ago or more. The building brings green technology and energy savings to DLA and advances its goals to meet more stringent energy standards.

It has also cut energy use and costs through a recent initiative to convert its steam plant to natural gas, resulting in a large savings. It also capped a former landfill area with three feet of soil, and the site will not be redeveloped. DLA Susquehanna conducts its own recycling and handles the recycling from nearby West Shore School District.

Despite the strong positioning of DLA Susquehanna, the installation must remain responsive to threats that can occur. The privatization process and opening the doors to online private firms and retailers means DLA Susquehanna must continue to advance its mission through innovative approaches and expand in new directions. Across Pennsylvania’s military installation, a common weakness is the lack of strong bonds and ties to elected officials, particularly at the state level. Promoting strong ties is critical for stakeholders and the Local Defense Group for DLA Susquehanna.
LA Susquehanna benefits from an active and engaged Cumberland York Area Local Defense Group (CYALDG). The CYALDG was established through the Cumberland Area Economic Development Corporation to promote the military and economic value of DLA Susquehanna, along with the Army War College at Carlisle Barracks and the Naval Support Activity Mechanicsburg.7 The CYALDG is organized through a large advisory board of state and local elected officials, installation personnel, economic development organizations and other nonprofit organizations.

In 2016— with the support of the Pennsylvania Military Community Enhancement Commission—CYALDG conducted a survey of Cumberland, York, and Dauphin county residents about their perception of Defense Distribution Center Susquehanna, Naval Support Activity Mechanicsburg, and the Carlisle Barracks/Army War College.8 Following a strategic planning process, the CYALDG will be focusing on three opportunity areas: • Community cooperation — marks a strength in the region with partnerships across key stakeholders in the region • Workforce development and education — this can be an important component of a logistics corridor strategy and a distribution, logistics, and transportation cluster policy • Infrastructure, utilities and services — also tied to the logistics sector and improving transportation options and reducing congestion in the region.9

The LDG also has released reports on the impacts of the installations and their critical importance to the regional economy. Central to this focus is the attention to supply chain management, both as it affects DLA Susquehanna and its relation to other regional companies from the point of origin to the final shipping destination. The logistics component within DLA has been streamlined to meet the needs of maximum supply support for assigned units, with expanding education links for workforce training important for both DLA and the logistics corridor.

DLA Susquehanna has many other important community links. DLA will discontinue its military family housing operations by the end of 2018. Much of the housing dates from the 1950s and early 1960s and all installation personnel will be in market housing by 2018, important for residents in nearby communities. The site also provides services through the Susquehanna Club, a former barn located on the installation site and available for rental for functions and events by the public.
LA Susquehanna continues to expand its local partnerships in the Central Pennsylvania region. The common themes across distribution installations represent areas of opportunity for LA Susquehanna. The transportation advantages of the location will continue to create new opportunities for products, workloads, and functions.

- LA Susquehanna is well positioned — both geographically and organizationally — to work in partnerships to expand the logistics corridor and logistics expertise to advance a Logistics Center of Excellence in Pennsylvania. Such a center would build a common orientation around the state’s concentrated strength in transportation, distribution, and logistics and support new education, training, and business development opportunities. This represents an important opportunity for LA Susquehanna to position itself in a broader cluster of logistics expertise and expansion, with agencies and programs in Pennsylvania government and county economic development supporting expansion. Key here is also the CYALDG that is already critical to the installation’s presence and partnerships.

- The importance of logistics and the supply chain can be enhanced by additional support from Pennsylvania in a number of different ways. LA Susquehanna has the opportunity to work more closely with local schools to make greater strides in technological modernization. This could include ties to higher education institutions to offer supply chain management curriculum that would be a natural fit for LA Susquehanna and building the workforce for its future. There are certainly opportunities for development in these educational endeavors. This fits with Pennsylvania taking a more active and direct role in training and education related to logistics and the future of the workforce.

- The state can take the lead in forming a Logistics Center of Excellence, which can work in partnership with LA Susquehanna, other Pennsylvania military installations, higher education institutions, and business-community partners, organized through Local Defense Groups, to expand the already successful transportation, distribution, and logistics cluster in the state.

- Other opportunities exist for the LDG to promote. LA Susquehanna through the CYALDG and in partnership with other LDGs from other installations can promote a more public view of installations and their assets across Pennsylvania. This common theme represents an opportunity to work with local elected officials and economic development organizations. As in many examples, installation leadership sits on regional and nonprofit boards, and engages in other public-private-nonprofit partnerships. These can be promoted for continued support and success.

DLA Distribution supports a global force from its location in New Cumberland, Pennsylvania. It sources and assembles the materiel needed in peacetime and retains capacity for much larger conflicts and initiatives when needed to surge. It meets its military mission and contributes mightily to the regional and state economies. It generates more than $800 million in value-added output for Pennsylvania and offers strength beyond its numbers to Pennsylvania’s growing transportation, distribution, and logistics corridor.
Notes

1 Walter Grauer, “Predicting Space Requirements at Defense Logistics Agency Warehouses” (Master’s Thesis, Naval Postgraduate School, 1996)

2 York Hospital is York County’s largest employer according to Pennsylvania’s Center for Workforce Information and Analysis


10 “DLA Distribution Command Overview” (PowerPoint Presentation, April 12, 2017)
This report is part of a larger study of the economic and community impacts of Pennsylvania's military and defense installations. Visit the Pennsylvania Military Community Enhancement Commission's website at www.dced.pa.gov/pmcec to see other installation-specific reports and a statewide report.