

The Honorable James V. Hansen
Commissioner

**BASE CLOSURE AND
REALIGNMENT COMMISSION**



HEARING

MAY 17, 2005

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Tuesday, May 17, 2005

9:30 a.m.

G-50 Dirksen Senate Office Building

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Chairman, 2005 Defense Base Closure and Realignment Commission

Hearing of the Commission

May 17th, 2005, 9:30 AM

G50 Dirksen Senate Office Building, Washington D.C.

DCN 11554

Good Morning,

I'm Anthony J. Principi, Chairman of the 2005 Base Closure and Realignment Commission, or BRAC. I'm pleased to welcome Michael L. Dominguez, Acting Secretary of the Air Force, and General John P. Jumper, Chief of Staff of the Air Force. They are joined by Gerald F. "Fred" Pease Jr., Deputy Assistant Secretary for Basing and Infrastructure Analysis, and Maj. Gen. Gary W. Heckman, who is the Assistant Deputy Chief of Staff for Plans and Programs. These two individuals are not delivering formal remarks, but are prepared to comment on the methodology employed by the Air Force.

The Congress entrusts our Armed Forces with vast, but not unlimited, resources. Every dollar consumed in redundant, unnecessary, obsolete, inappropriately designed or located infrastructure is a dollar not available to provide the training or research that could ensure continued dominance of the sea, air and land – the battle space -- in which our service members fight.

Today's hearing will help shed more light on the Air Force recommendations for restructuring our nation's defense installations, and harnessing this process to advance long-term transformation goals.

In support of that objective, we will hear testimony today from several key Air Force infrastructure decision-makers and analysts. I know that the Air Force has poured an enormous amount of time, energy, and brainpower into the final product that is the subject of our hearing. It is only logical and proper that our witnesses be afforded this opportunity to explain to the American public, and to our independent Commission, what they've proposed to do to the active duty and Reserve Component Air Force infrastructure that supports Joint military operations.

As I have previously stated publicly, this Commission takes its responsibility very seriously to provide an objective and independent analysis of these recommendations. We will carefully study each Air Force and Department of Defense recommendation in a transparent manner, steadily seeking input from affected communities, to make sure they fully meet the Congressionally mandated selection criteria. Those recommendations that substantially deviate from the criteria we will either modify or reject as the facts and circumstances warrant.

I now request our witnesses to stand for the administration of the oath required by the Base Closure and Realignment statute. The oath will be administered by Mr. Dan Cowhig.

Mr. Cowhig. [witnesses swear required oath]

Presentation of Recommendations
and Methodology-Air Force
OPEN SESSION

Tuesday, May 17, 2005
9:30 a.m.
G-50 Dirksen Senate Office Building

WITNESS LIST

Panel I

The Honorable Michael L. Dominguez
Acting Secretary of the Air Force

General John P. Jumper, USAF
Chief of Staff of the Air Force

Mr. Gerald F. Pease, Jr.
Deputy Assistant Secretary
for Basing and Infrastructure Analysis

Major General Gary W. Heckman
Assistant Deputy Chief of Staff
for plans and Programs

SWEARING IN OATH

Do you swear or affirm that the testimony you are about to give, and any other evidence that you may provide, are accurate and complete to the best of your knowledge and belief, so help you God?



Michael L. Dominguez is the acting Secretary of the Air Force, Washington, D.C. In this role, he is responsible for the affairs of the Department of the Air Force, including the organizing, training, equipping and providing for the welfare of its more than 360,000 men and women on active duty, 180,000 members of the Air National Guard and the Air Force Reserve, 160,000 civilians, and their families. Mr. Dominguez also serves as Assistant Secretary of the Air Force for Manpower and Reserve Affairs, Washington, D.C. A political appointee confirmed by the Senate, Mr. Dominguez heads a four-division department that deals at the policy level with Air Force manpower and Reserve affairs issues. His areas of responsibility include force management and personnel, equal opportunity and diversity, Reserve affairs and Air Force review boards.



As an Air Force dependent, Mr. Dominguez grew up on bases around the world. After graduating in 1975 from the U.S. Military Academy at West Point, N.Y., he was commissioned a second lieutenant in the U.S. Army, reported to Vicenza, Italy, then worked varied assignments with the 1st Battalion, 509th Infantry (Airborne) and the Southern European Task Force. After leaving the military in 1980, Mr. Dominguez went into private business and attended Stanford University's Graduate School of Business. In 1983 he joined the Office of the Secretary of Defense as an analyst for Program Analysis and Evaluation.

Mr. Dominguez entered the Senior Executive Service in 1991 as PA&E's Director for Planning and Analytical Support. In this position he oversaw production of DOD's long-range planning forecast and its \$12 billion in annual information technology investments. He also directed the PA&E modernization of computing, communications and modeling infrastructure. He joined the Chief of Naval Operations staff in 1994 and assisted in the Navy's development of multi-year programs and annual budgets. Mr. Dominguez left federal government in 1997 to join a technology service organization. In 1999 he began work at the Center for Naval Analyses where he organized and directed studies of complex public policy and program issues. In 2001 he rejoined the staff of the Chief of Naval Operations where he worked until his appointment.

EDUCATION

1975 Bachelor of Science degree, U.S. Military Academy, West Point, N.Y.

1983 Master's degree in business administration, Stanford University, Stanford, Calif.

1989 Program for Senior Officials in National Security, Harvard University

ior Program Analysis and Evaluation, Washington, D.C.

3. October 1991 - September 1994, Director for Planning and Analytical Support, Office of the Assistant Secretary of Defense for Program Analysis and Evaluation, Washington D.C.

4. October 1994 - April 1997, Associate Director for Programming, Office of the Chief of Naval Operations, Washington, D.C.

5. April 1997 - September 1999, General Manager, Tech 2000 Inc., Herndon, Va.

6. September 1999 - January 2001, Research Project Director, Center for Naval Analyses, Alexandria, Va.

7. January 2001 - August 2001, Assistant Director for Space, Information Warfare, and Command and Control, Office of the Chief of Naval Operations, Washington, D.C.

8. August 2001 - March 2005, Assistant Secretary of the Air Force for Manpower and Reserve Affairs, Washington, D.C.

9. March 2005 - present, acting Secretary of the Air Force and Assistant Secretary of the Air Force for Manpower and Reserve Affairs, Washington, D.C.

AWARDS AND HONORS

1980 Army Commendation Medal

1988 and 1994 Defense Meritorious Civilian Service Medal

1993 Defense Medal for Civilian Service

1997 Medal for Superior Civilian Service, Department of the Navy

1998 Meritorious Executive Presidential Rank Award



Gen. John P. Jumper is Chief of Staff of the U.S. Air Force, Washington, D.C. As Chief, he serves as the senior uniformed Air Force officer responsible for the organization, training and equipage of 710,000 active-duty, Guard, Reserve and civilian forces serving in the United States and overseas. As a member of the Joint Chiefs of Staff, the general and other service chiefs function as military advisers to the Secretary of Defense, National Security Council and the President.



General Jumper was born in Paris, Texas. He earned his commission as a distinguished graduate of Virginia Military Institute's ROTC program in 1966. He has commanded a fighter squadron, two fighter wings, a numbered Air Force, and U.S. Air Forces in Europe and Allied Air Forces Central Europe. Prior to assuming his current position, the general served as Commander of Air Combat Command at Langley Air Force Base, Va.

General Jumper has also served at the Pentagon as Deputy Chief of Staff for Air and Space Operations, as the Senior Military Assistant to two secretaries of defense, and as Special Assistant to the Chief of Staff for Roles and Missions. A command pilot with 4,000 flying hours, principally in fighter aircraft, General Jumper served two tours in Southeast Asia, accumulating more than 1,400 combat hours.

EDUCATION

- 1966 Bachelor of science degree in electrical engineering, Virginia Military Institute, Lexington
- 1975 Squadron Officer School, Maxwell AFB, Ala.
- 1978 Air Command and Staff College, Maxwell AFB, Ala.
- 1979 Master of business administration degree, Golden Gate University, San Francisco, Calif.
- 1982 National War College, Fort Lesley J. McNair, Washington, D.C.

ASSIGNMENTS

1. June 1966 - July 1967, student pilot, 3550th Student Squadron, Moody AFB, Ga.
2. July 1967 - September 1967, C-7 upgrade training, Sewart AFB, Tenn.
3. October 1967 - October 1968, C-7 pilot, 459th Tactical Airlift Squadron, Phu Cat Air Base, South Vietnam
4. November 1968 - July 1969, F-4 upgrade training, 431st Tactical Fighter Squadron, George AFB, Calif.
5. July 1969 - May 1970, instructor pilot, weapons officer and fast forward air controller, 555th Tactical Fighter Squadron, Udorn Royal Thai AFB, Thailand

6. August 1977 - June 1978, student, Air Command and Staff College, Maxwell AFB, Ala.
9. June 1978 - August 1981, Staff Officer for Operations and Readiness, Tactical Division, Headquarters U.S. Air Force, Washington, D.C.
10. August 1981 - July 1982, student, National War College, Fort Lesley J. McNair, Washington, D.C.
11. July 1982 - February 1983, Chief of Safety, 474th Tactical Fighter Wing, Nellis AFB, Nev.
12. March 1983 - July 1983, Commander, 430th Tactical Fighter Squadron, Nellis AFB, Nev.
13. July 1983 - August 1986, Special Assistant and Executive Officer to the Commander, Headquarters Tactical Air Command, Langley AFB, Va.
14. August 1986 - February 1988, Vice Commander, later, Commander, 33rd Tactical Fighter Wing, Eglin AFB, Fla.
15. February 1988 - May 1990, Commander, 57th Fighter Weapons Wing, Nellis AFB, Nev.
16. June 1990 - April 1992, Deputy Director for Politico-Military Affairs, Strategic Plans and Policy Directorate, the Joint Staff, Washington, D.C.
17. May 1992 - February 1994, Senior Military Assistant to the Secretary of Defense, Washington, D.C.
18. February 1994 - July 1994, Special Assistant to the Air Force Chief of Staff for Roles and Missions, Washington, D.C.
19. August 1994 - June 1996, Commander, 9th Air Force and U.S. Central Command Air Forces, Shaw AFB, S.C.
20. June 1996 - November 1997, Deputy Chief of Staff for Air and Space Operations, Headquarters U.S. Air Force, Washington, D.C.
21. December 1997 - February 2000, Commander, U.S. Air Forces in Europe, and Commander, Allied Air Forces Central Europe, Ramstein AB, Germany
22. February 2000 - September 2001, Commander, Headquarters ACC, Langley AFB, Va.
23. September 2001 - present, Chief of Staff, Headquarters U.S. Air Force, Washington, D.C.

FLIGHT INFORMATION

Rating: Command pilot

Flight hours: 4,000

Aircraft flown: C-7, C-20, T-37, T-38, F-4, F-15 and F-16

MAJOR AWARDS AND DECORATIONS

Defense Distinguished Service Medal with oak leaf cluster

Distinguished Service Medal

Defense Superior Service Medal

Legion of Merit with oak leaf cluster

Distinguished Flying Cross with two oak leaf clusters

Meritorious Service Medal with two oak leaf clusters

Air Medal with 17 oak leaf clusters

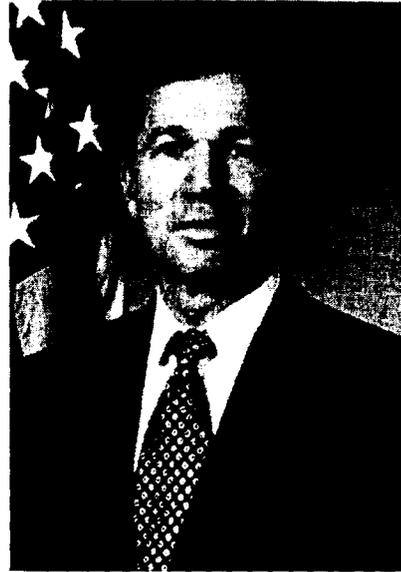
Vietnam Service Medal with five service stars

1st Lieutenant Dec 12, 1967
Captain Jun 12, 1969
Major Jan 1, 1978
Lieutenant Colonel Oct 1, 1980
Colonel Oct 1, 1985
Brigadier General Aug 1, 1989
Major General Feb 1, 1992
Lieutenant General Sep 1, 1994
General Nov 17, 1997

DCN 11554



Gerald F. "Fred" Pease Jr., a member of the Senior Executive Service, is Deputy Assistant Secretary for Basing and Infrastructure Analysis, Office of the Assistant Secretary for Installations, Environment and Logistics, Headquarters U.S. Air Force, Washington, D.C. Mr. Pease plans, directs and coordinates the Secretary of the Air Force's fiscal 2005 base realignment and closure process. He is responsible for conducting infrastructure analysis supporting the Air Force's BRAC effort and co-leads the Air Force Base Closure Executive Group.



Mr. Pease entered the Air Force in 1972. While on active duty, he served as an F-15 squadron commander and flew more than 2,900 hours in the F-4C/E and F-15A/C, including 31 combat missions during Operation Desert Storm. Mr. Pease also held several key staff positions, including assignments to the U.S. Embassy in Paris; the Joint Chiefs of Staff delegation to the NATO Military Committee in Brussels, Belgium; Headquarters 7th Air Force, South Korea; and the Air Staff. Following his appointment to the Senior Executive Service in 2000, Mr. Pease was Associate Director for Ranges and Airspace, Office of the Deputy Chief of Staff for Air and Space Operations, Headquarters U.S. Air Force.

EDUCATION

- 1971 Bachelor of arts degree in French, San Diego State University, San Diego, Calif.
- 1976 Master of science degree in international relations, Troy State University, Troy, Ala.
- 1977 Squadron Officer School
- 1984 Air Command and Staff College
- 1993 Air War College, Maxwell Air Force Base, Ala.
- 2001 Leadership for a Democratic Society, Federal Executive Institute, Charlottesville, Va.

CAREER CHRONOLOGY

1. November 1972 - November 1973, student, Undergraduate Pilot Training, Columbus AFB, Miss.
2. January 1974 - August 1974, F-4C training, Luke AFB, Ariz.
3. August 1974 - July 1979, F4E/F-15A pilot, 22nd Tactical Fighter Squadron, Bitburg Air Base, West Germany
4. July 1979 - December 1982, F-15A instructor pilot, and standardization and evaluation flight examiner, 71st and 94th tactical fighter squadrons, Langley AFB, Va.
5. January 1983 - August 1985, assistant air attaché, U.S. Embassy, Paris, France
6. August 1985 - December 1986, aide-de-camp to the U.S. military representative to NATO Headquarters, Brussels, Belgium
7. January 1987 - January 1989, F-15C assistant operations officer and chief of staff

Langley AFB, Va.

10. June 1992 - June 1993, student, Air War College, Maxwell AFB, Ala.

11. July 1993 - September 2000, Chief, Ranges and Airspace Division, Headquarters U.S. Air Force, Washington, D.C.

12. September 2000 - June 2004, Associate Director for Ranges and Airspace, Directorate of Operations and Training, Office of the Deputy Chief of Staff for Air and Space Operations, Headquarters U.S. Air Force, Washington, D.C.

13. June 2004 - present, Deputy Assistant Secretary for Basing and Infrastructure Analysis, Office of the Assistant Secretary for Installations, Environment and Logistics, Headquarters U.S. Air Force, Washington, D.C.

AWARDS AND HONORS

Legion of Merit with oak leaf cluster

Defense Meritorious Service Medal with oak leaf cluster

Meritorious Service Medal with four oak leaf clusters

Air Medal with two oak leaf clusters

Aerial Achievement Medal with three oak leaf clusters

Army Commendation Medal



Retiring effective Oct. 1, 2005.

Maj. Gen. Gary W. Heckman is Assistant Deputy Chief of Staff for Plans and Programs, Headquarters U.S. Air Force, Washington, D.C. He is responsible to the Secretary of the Air Force and the Chief of Staff for planning and programming, and for manpower activities within the corporate Air Force. He develops, integrates, and analyzes long-range and strategic plans, the more than \$520 billion Future Year Defense Program, manpower and organizational requirements, and management innovation to support national security objectives and military strategy. His primary areas of focus are Air Force play in the Base Realignment and Closure process and the Quadrennial Defense Review.



The general received his commission from Officer Training School in 1973. His flying tours in both special operations and air mobility weapon systems include command of the 16th Special Operations Group, consisting of 10 squadrons at Hurlburt Field, Fla. A charter joint specialty officer, he has extensive special operations and air mobility staff experience in plans, programming, operational requirements, and policy and strategy at the unit, numbered air force, major command, Air Staff and unified command levels.

EDUCATION

- 1972 Bachelor of Arts degree in education, University of Northern Iowa
- 1978 Squadron Officer School
- 1981 Master of Public Administration degree, Troy State University
- 1981 Air Command and Staff College, by seminar
- 1984 Armed Forces Staff College, Norfolk, Va.
- 1989 Air War College, by correspondence
- 1992 Master of Arts degree in national security and strategic studies, Naval War College, Newport, R.I.
- 1995 Program for Senior Officials in National Security, Harvard University, Cambridge, Mass.
- 1999 Program for Senior Managers in Government, Harvard University, Cambridge, Mass.
- 2003 National Security Studies Leadership Course, Maxwell School, Syracuse University, N.Y.

ASSIGNMENTS

1. February 1973 - February 1974, student, undergraduate navigator training, Mather Air Force Base, Calif., later, student, C-130 upgrade training, Little Rock AFB, Ark.
2. March 1974 - September 1976, C-130E navigator and instructor navigator, 21st Tactical Airlift Squadron, later, assistant chief for tactics and techniques, 374th Tactical Airlift Wing, Clark Air Base, Philippines
3. September 1976 - September 1979, AC-130H gunship navigator, instructor navigator and flight examiner, 16th Special Operations Squadron, Hurlburt Field, Fla.
4. October 1979 - October 1980, readiness initiatives officer, Air Staff Training Program, Reading, Pa.

7. February 1984 - August 1987, force plans staff officer, Directorate of Plans and Policy, Headquarters U.S. European Command, Stuttgart-Vaihingen, West Germany
8. August 1987 - October 1989, Director, Directorate of Plans and Policy, Headquarters 23rd Air Force and Air Force Special Operations Command, Hurlburt Field, Fla.
9. October 1989 - July 1991, Deputy Director of Programming and Policy, Headquarters Military Airlift Command, Scott AFB, Ill.
10. August 1991 - June 1992, student, Naval War College, Newport, R.I.
11. July 1991 - August 1994, Chief, Mobility, Training and Special Operations Requirements Division, Directorate of Operational Requirements, Deputy Chief of Staff for Operations and Readiness, Headquarters U.S. Air Force, Washington, D.C.
12. September 1994 - June 1996, Commander, 16th Special Operations Group, Hurlburt Field, Fla.
13. June 1996 - December 1997, Assessment Director, Directorate of Plans, Programs and Strategic Assessments, later, Director of Resources, Headquarters U.S. Special Operations Command, MacDill AFB, Fla.
14. December 1997 - August 1998, Chief of Staff and Director, Center for Command Support, Headquarters U.S. Special Operations Command, MacDill AFB, Fla.
15. August 1998 - October 2001, Director, Center for Force Structure, Resources and Strategic Assessments, Headquarters U.S. Special Operations Command, MacDill AFB, Fla.
16. October 2001 - present, Assistant Deputy Chief of Staff for Plans and Programs, Headquarters U.S. Air Force, Washington, D.C.

FLIGHT INFORMATION

Rating: Master navigator

Flight hours: More than 3,000

Aircraft flown: AC-130H/U, C-9A, C-130B/E, E-3A, EC-135, MC-130E/H/P and various civilian aircraft

MAJOR AWARDS AND DECORATIONS

Defense Superior Service Medal

Legion of Merit with oak leaf cluster

Defense Meritorious Service Medal

Meritorious Service Medal with three oak leaf clusters

Air Medal

Joint Service Commendation Medal

Air Force Commendation Medal

Air Force Achievement Medal

EFFECTIVE DATES OF PROMOTION

Second Lieutenant Jan. 17, 1973

First Lieutenant Jan. 17, 1975

Captain Jan. 17, 1979

Major Nov. 1, 1982

Lieutenant Colonel March 1, 1985

Colonel Feb. 1, 1991

Brigadier General Sept. 1, 1997

Base Closure and Realignment Commission

Hearing on Air Force Recommendations and Methodology

Witnesses:

The Honorable Michael L. Dominguez, Secretary of the Air Force
and
General John P. Jumper, Air Force Chief of Staff
May 17, 2005

DCN 11554

General

1. The Air Force has recommended closure of 3 major bases in its Active component. Many of your BRAC recommendations are either in the Reserve Component or results in only minor closures and realignments, below threshold for actions required by BRAC. This is particularly surprising considering earlier projections of excess capacity.
 - a. Are you satisfied with the consideration of active component bases for this BRAC round?
 - b. What percent of the active component excess capacity is being reduced?
 - c. More so than in prior BRAC rounds, this year's round appears to shift various organizations and bodies of work from one base to another without closing many active component bases. How does emptying space on a base that remains open create savings in overall costs of maintaining those facilities?
2. Historically, the Air Force has been known for maintaining a higher standard of living, services, etc. on its bases than the other military services. Obviously the other services might not agree. That aside, will the joint service bases use the standards of the service that has the lead in managing the facilities of the other military services and will this result in the quality and standards being upgraded or possibly degraded for everyone? If so, what are the impacts on savings?

3. According to your summary of the selection processes, the Air Force's rebasing strategy among other things "retained those Air Force bases that, by virtue of location or other difficult to reconstitute attributes, had the highest military value" Can you please provide some examples of these attributes which would lead to a high military value, e.g. ranges, airspace, etc.?
4. Your summary of the selection process also indicated that the Air Force's rebasing strategy "supported joint basing initiatives where feasible".
 - a. Can you please describe your joint basing initiatives?
 - b. What types of specific Air Force activities will be integrated with another Service, e.g. installation management, operations, etc.?
 - c. Please provide specific examples where this was accomplished.
5. According to the Air Force summary, the concept of joint operational basing will be advanced by the reassignment of the Army's Seventh Special Forces Group to Eglin AFB, where it will collocate with the center of Air Force Special Operations. Initial graduate-level pilot training on the Joint Strike Fighter for the Navy, Marines, and Air Force will be conducted jointly at the same base.
 - a. Can you please expand on your rationale and implementation of this "joint operational basing" concept?
 - b. How much does it cost to implement?
 - c. What are the projected savings?

6. Your summary of the selection process also indicated that the Air Force's rebasing strategy included actions that would generate savings within a reasonable period.
 - a. Please describe "included actions."
 - b. What constitutes a reasonable period?
 - c. If savings were not achieved, would an action be made for another reason? Please provide some examples?

7. Your summary of the selection process also indicated that "Air Force flying units will be restructured into a smaller number of fully equipped squadrons to increase operational effectiveness and efficiency. In the process, aircraft of like configuration (i.e., block) will be based together. In selected cases, personnel from Reserve Component units will be transferred into blended units similar to the well-proven Reserve Associate concept that has long been common in the strategic airlift mission area."
 - a. Can you please expand on your rationale and provide some examples of these restructurings?
 - b. What analysis was done to examine the most efficient unit size?
 - c. Please explain how effectiveness and efficiencies exist in creating a larger number of smaller squadrons?

8. Your summary of the selection process also indicated that "forces across mission areas will be based to enhance their capability to provide a global response to the needs of combatant commanders around the world".
 - a. Can you please provide some examples?
 - b. How were these decisions coordinated with the combatant commanders?

9. Did your community infrastructure assessments indicate that a base or community was at risk of not being able to adequately receive additional units and personnel?
 - a. Please provide some examples of any "red flags" raised?
 - b. Please explain your process for these assessments?

10. You have indicated that the annual recurring savings of the Air Force recommendations will be approximately \$2.6B, and the net present value of these savings over twenty years will be \$14.5B.

- a. Do these costs include environmental remediation costs?
- b. Do these costs include the costs of rebasing of Air Force units from overseas?
- c. Do these costs include potential costs across the federal government?
- d. Based on GAO reviews, DOD's savings estimates are rough approximations of the likely savings. Please explain what, if anything, DOD has done for this BRAC round to improve the method for determining Air Force savings or Air Force cost avoidances.
- e. The base closure criteria address "the cost of operations and manpower implications" as part of "military value". Roughly, how many of your recommendations will not yield savings in terms of cost of operations and manpower reductions? Why are these recommendations being made?

Air Force Transformation

11. The Air Force's Transformation Flight Plan states that in order to play its part in transformation in support of the Joint Forces Commander, the Air Force will work with other Services, the Joint Staff, other DOD agencies and allies/coalition partners to "enhance joint and coalition war-fighting."

- a. As you prepared your BRAC submissions to DOD, how specifically did you work with other Services, the Joint Staff and other Federal agencies to ensure that your proposed force structure "enhanced joint and coalition war-fighting?"
- b. How does your F/A-22 and Joint Strike Fighter force structure account for, and enhance the Navy's air operations?

12. The legislation authorizing this BRAC round required that DOD develop a 20-year force structure plan to help guide BRAC recommendations. However, there appears to be much uncertainty regarding future force structure requirements.

- a. How do your BRAC recommendations relate to your force structure plan?
- b. How did you deal with the uncertainties of planning your force structure over the next 20 years? How were those uncertainties taken into consideration in developing the BRAC recommendations?
- c. What key assumptions influenced the Air Force's force structure plan? For example, what assumption does the Air Force make regarding replacement of existing aircraft—one for one replacement, or something smaller? What assumption does it make regarding the future of unmanned aircraft (UAVs) relative to replacing other manned aircraft?
- d. Does the force structure plan submitted in March 2005 reflect the December 2004 decision by the Office of Secretary of Defense to reduce the number of F-22s to be bought?
- e. How did F-22 and Joint Strike Fighter basing plans impact your BRAC recommendations?
- f. Given uncertainties regarding future force structure requirements, how can the BRAC Commission be confident that it isn't being asked to approve reductions at installations where future requirements may grow?
- g. To what extent is the force structure likely to change as a result of the QDR and how much flexibility will the Air Force have to accommodate a different and potentially larger force structure under the proposed BRAC closing and realignment plan?

13. As you know, there has been some resistance to BRAC given today's security environment and at a time when the U.S military is involved in two major operations.

- a. How can we ensure that BRAC decisions in CONUS do not negatively affect ongoing operations in Iraq and Afghanistan?
- b. How will these potential risks be mitigated?

Excess/surge capacity

14. Base closure criterion #3 addresses the need to consider surge requirements.

- a. How did this requirement effect your determination for selecting bases for closure and or realignment?
- b. What metrics were used to measure installation surge capabilities?
- c. Are there particular areas where potential surge capacity is needed most?

15. The Overseas Basing Commission has made recommendations concerning the Department's plan to move units from overseas to the Continental United States.

- a. What effect would implementation of the Overseas Basing Commission recommendations have on the capacity of the proposed basing structure after implementation of this round of the BRAC?
- b. To what extent has the Air Force fully calculated the costs of implementing the overseas rebasing initiative, including need for new facilities overseas, new training range requirements, as well as mobility and prepositioning requirements?

16. As we discussed at a previous hearing, the ongoing QDR and BRAC are interrelated. We are concerned that there is a possibility that decisions made as a result of the ongoing QDR may contradict some of your BRAC recommendations to the Commission.

- a. Did you attempt to integrate QDR and BRAC analyses and decisions?
- b. How can we ensure that decisions made in the ongoing QDR do not contradict?

Mobility Capability Study

17. In testimony before the Senate Armed Services Committee on 23 Sep 04, Secretary Rumsfeld noted that “U.S. forces in the next century must be agile...[and] readily deployable...[and] must be able to project our power over long distances, in days or weeks, rather than months.”

- a. Has DOD’s BRAC submission accounted for results of the recent department-wide Mobility Capabilities Study? If so, how?
- b. If not, how can we ensure that our decisions on base closure and realignment do not conflict with these studies findings?
- c. How can the Air Force justify the reduction of airlift and air refueling aircraft before the results of the Mobility Capabilities Study have been released?

18. Are there any specific environmental issues that we should carefully consider? Are there any specific actions/recommendations where environmental issues stand out? Are you aware of significant environmental impacts at receiving bases?

19. The Department of Defense is responsible for remediating contamination on its facilities whether they remain open or closed. However, contaminant remediation at closing bases is likely to be expedited using current dollars versus future dollars. Additionally, uncontaminated parcels of property could conceivably be transferred more rapidly and with greater values than contaminated parcels.

a. Was the differential between present and future remediation costs and rapid versus delayed property transfer considered as an economic factor in deciding what bases to close?

20. Were the costs associated with improving existing infrastructure and support to satisfy environmental requirements at realigned or gaining installations included in estimates of potential savings associated with selecting bases for closure?

... of the Base Closure and Realignment Report is remarkably silent on the general topic of ranges, whether the range be used for firing, bombing, supersonic flight, electronic warfare, strafing, or other military exercises. The usefulness of a range is constrained by airspace use, the ground environment including private development, and transit time to and from the ranges.

- a. Would you please comment on the military value of the Barry M. Goldwater Range (associated with Luke AFB) and Melrose Range (associated with Cannon AFB)? Will the recommended actions improve the use of the range complex in general while continuing to allow good stewardship of the environment?
- b. What impact will continued use of these two ranges have on the management of these protected resources including endanger species?
- c. What impact will the closure of Cannon AFB, NM have on Melrose Range?
- d. What impact will the Joint strike Fighter and Special Forces realignment have on the environment in Florida and the Gulf of Mexico?

Homeland Defense

22. The homeland defense mission has placed additional demands on the military. According to the Air Forces summary of its BRAC selection process, "forces will be rebased to fully support the homeland security-related air sovereignty taskings of the US Northern Command."

- a. Can you please describe how the demands of this mission were factored into your BRAC recommendations?
- b. Can you elaborate on the coordination that occurred with the Department of Homeland Security and/or local governments as part of your BRAC deliberations?
- c. Can you please provide some examples of BRAC decisions that were made to benefit homeland security?

23. Your recommendations include reductions in the number of Air National Guard bases and aircraft and the realignment of others.

- a. What analysis was used to determine the most efficient unit size that is mentioned in the Base Realignment and Closure Report?
- b. Given the assertion that Guard units are often less expensive to operate than active units partly because they often operate at civilian or state-owned facilities, will the consolidation of Guard units achieve enough savings to justify the personnel turmoil associated with consolidating units?
- c. Since some of the recommended closures / realignments fall below the threshold (>300 people), why were the recommendations made via the BRAC process?

24. As you know, a legal issue has been raised over the role of states and their governors in approving the closure or relocations of guard units. Please tell us the extent to which state governors, adjutant generals, or other state officials have been consulted in advance regarding your proposed BRAC recommendations.

Most of the Air Force recommendations address Air National Guard installations. While only 4 of these installations will close, nearly 20 Guard installations will lose aircraft and personnel leaving only an "expeditionary combat support" unit remaining. Many of these aircraft will relocate to other distant locations, which may negatively impact personnel retention. Also, many of these units reside on local airports who will lose Guard firefighter positions when the installation is realigned.

- a. Many of these moves seem to assign defense of the homeland to the Guard units. Do you agree that the reserve component is as equally prepared for expeditionary use as the active component? What homeland defense role do you envision for the active component?
- b. What is the mission of these expeditionary combat support units? How can they support the Homeland Defense mission? What manpower will be associated with them? How can they train without be collocated with aircraft? If the base remains open – but in a limited capacity without a flying mission, how does this reduce excess base infrastructure?
- c. Do you have any concerns that this will impact recruiting and retention if these members (many of whom are traditional, or part-time) are faced with either a decision to move – or who have no decision to relocate at all if their mission goes away? How was retention factored into your decision-making?
- d. Were these decisions coordinated with State Adjutant Generals?
- e. Were the implications with respect with airport firefighting requirements taken into consideration?

26.DOD has made a recommendation to close Cannon Air Force Base and to distribute the 27th Fighter Wing's F-16 aircraft to other bases. The projected economic impact to the Clovis, New Mexico community is substantial with an approximate loss of 20 percent of the jobs in the Clovis community. (A loss of 2,824 direct and 1,956 indirect jobs within an economic area employment of 23,348).

- a. What emphasis was given to economic impact this closure would have on the Clovis community?
- b. How did Cannon AFB compare to other small aircraft bases?
- c. Was the proposed New Mexico Training Range Initiative (NMTRI), which would establish expand airspace for supersonic flight training considered in your decision to close Cannon? If not why not?

27.The Recommendation for Cannon AFB notes that the three F-16 squadrons are currently equipped with three different series (that is "blocks") of F-16 aircraft. The report says that the Block 50 (most current series) is being relegated to a spares role, while the older aircraft are going to other locations with higher military value. Please explain how this fits into the 2025 Force Structure Plan?

28. The Air Force proposes to realign Pope Air Force Base, NC by distributing 25 C-130E aircraft to Little Rock AFB, AR and replacing them with 16 C-130H aircraft: eight from Yeager Airport Air Guard Station (AGS), WV and eight from Pittsburgh International Airport Air Reserve Station (ARS), PA. Additionally, 36 A-10 aircraft will be moved to Moody AFB, GA and not replaced. Finally, the Army intends to increase manpower at Fort Bragg, NC by adding another airborne brigade.

- a. Could you please explain how the Air Force will be able to support a presumed increase in airlift requirement with nine fewer aircraft?
- b. Will the command and control associated with an AFRC provide sufficient joint planning capabilities for integration with rapid deploying forces within XVIII Airborne Corps?
- c. Also, what impact will moving the 36 A-10s to Moody AFB, GA have on joint services training and support?

Eielson AFB, AK

29. The Air Force's realignment of Eielson AFB, Alaska includes leaving an Air National Guard unit in place and keeps the base open in a "warm" status.

- a. Can you explain what you mean by keeping the base open in a "warm status"? How will the base be used?
- b. How much of the base will be maintained in "warm status"?
- c. Does this really present savings or does it pass on additional installation management costs to the Air National Guard?

30. Many of the hardest hit communities as a result of BRAC recommendations are results of Air Force closures. Communities impacted by Air Force BRAC recommendations include the communities of Clovis, NM (20.5% job loss); Rapid City, SD (8.5%); Fairbanks, AK (8.6%); Grand Forks, ND (7.4%); and Mountain Home, ID (6.2). Please explain how the economic impact criteria played in your decisions?

Depot Maintenance

- 31.** As you know, the law requires that no more than 50 percent of the department's depot maintenance workload can be contracted out in order to retain a viable organic base to perform this work.
- a. What assurances can you provide us that implementation of your recommendations will not violate the "50/50" provision?
 - b. How will the Air Force's consolidation of intermediate and depot level maintenance activities affect its ability to accurately account for depot level maintenance under 50/50 reporting requirements?
 - c. What excess capacity will be available if the maintenance requirements increase through increased operations or unplanned maintenance or upgrades?

Technical/contractor base considerations

- 32.** The military often depends on civilian contractors to perform critical and highly specialized functions such as research, engineering development, and technical support.
- a. How did you measure the impacts on mission and workforce when you considered units and installations that are highly dependent on the civilian and contractor employees?
 - b. Are there any installations where these considerations were especially prominent?

Hearing on Air Force Recommendations and Methodology

Witnesses:

The Honorable Michael L. Dominguez, Secretary of the Air Force
and

General John P. Jumper, Air Force Chief of Staff

May 17, 2005

DCN 11554

1. Will the Air Force have excess supply or logistics capacity if the Secretary of Defense's recommendations are accepted by this Commission? Please elaborate.
2. A number of Air Reserve Component bases are being significantly impacted, but not fully closed – such that in some cases the aircraft are being removed and an “Expeditionary Combat Support” (ECS) package remains. (Question with a follow-on...) What does an ECS consist of? If the base remains open – but in a limited capacity without a flying mission, how does this reduce excess base infrastructure?
3. Your proposed actions related to the Air National Guard and Air Force reserve seem to impact units containing seasoned and highly skilled personnel. Even if a base is not closed, in many cases the aircraft are being removed. Do you fear this will impact recruiting and retention if these members (many of whom are traditional, or part-time) are faced with either a decision to move – or who have no decision to relocate at all if their mission goes away?
4. Did you or the Office of the Secretary of Defense remove any installations from the recommendations solely for reasons of environmental or economic impact? Please elaborate.

With reference to Depot maintenance facilities, the Air Force's shift toward a two-level maintenance program has resulted in savings through civilian/military manpower reductions. Yet these net savings have not translated into a commensurate reduction of infrastructure, particularly at the intermediate maintenance level. What further specific steps toward infrastructure reductions can you recommend?

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