

Congress of the United States

Washington, DC 20510

July 15, 2005

Secretary Anthony Principi
Chairman, Defense Base Realignment and Closure Commission
2521 S. Clark Street, Suite 600
Arlington, VA 22202

Dear Mr. Chairman,

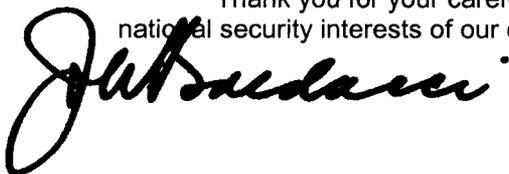
As you continue your evaluation of base closure recommendations put forth by the Department of Defense (DoD), we respectfully submit the attached white paper entitled "Bangor Air National Guard Base: Host to the Northeast Tanker Task Force – Supporting the Transatlantic Air Bridge" for your consideration.

We developed this information to assist you and your staff in the consideration of the Department's recommendations regarding the Air National Guard. As is pointed out in the paper, we believe the Department correctly recommended the realignment of additional tankers and supporting personnel to the 101st Air Refueling Wing at Bangor given the continuing pace of operations in support of Operation Iraqi Freedom, Operation Enduring Freedom, Operation Noble Eagle and the Global War on Terror.

However, we also call your attention to flaws in the calculations of the overall Military Capabilities Index for Bangor, primarily as a result of using the distance to Air Refueling Tracks from training manuals rather than using operational refueling tracks. As the Commission and staff evaluate the military value of the various Air National Guard units, we urge you to examine the underlying assumptions and rationale used in the calculation of such military value scores.

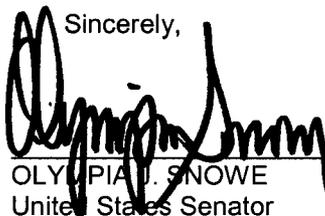
We hope you will find this to be a helpful resource in your independent evaluation of the Air National Guard bases. We will supplement this white paper with additional information in response to any questions you or your staff may have.

Thank you for your careful consideration of this matter which is so vitally important to the national security interests of our country.

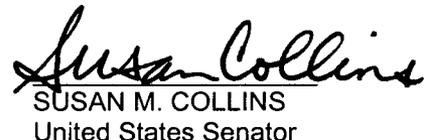


JOHN E. BALDACCI
Governor of Maine

Sincerely,



OLYMPIA J. SNOWE
United States Senator



SUSAN M. COLLINS
United States Senator



THOMAS H. ALLEN
United States Representative



MICHAEL H. MICHAUD
United States Representative

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cc: Hon. James Bilbray, Member
Hon. Philip Coyle, Member
ADM Harold Gehman, USN (ret), Member
Hon. James Hansen, Member
Gen. James Hill, USA (ret), Member
Gen. Lloyd Newton, USAF (ret), Member
Hon. Samuel Skinner, Member
Gen. Sue Ellen Turner, USAF (ret), Member

Bangor Air National Guard Base
“Host Base to the Northeast Tanker Task Force -
Supporting the Transatlantic Air Bridge”

The Bangor Air National Guard Base is home to the 101st Air Refueling Wing. The 101st supports the United States Air Force by providing air refueling and airlift capabilities under the Air Mobility Command. Since 1994, the 101st has been operating the Northeast Tanker Task Force together with the New Hampshire Air National Guard. With its strategic location, Bangor has enabled the 101st Air Wing to be a key component in our nation’s Homeland Defense. Since September 11, 2001, the 101st has provided extensive support for the Global War on Terrorism, Operation Iraqi Freedom and Operation Enduring Freedom.

Currently, the 101st Air Wing is home to 8 KC-135E tanker aircraft. Recognizing the strategic location of Bangor, the DOD’s 2005 Base Closure and Realignment Report recommends increasing the size of the 101st Air Refueling Wing (ANG) from 8 to 12 KC-135 aircraft. Under these BRAC recommendations, the 101st Air Wing will receive eight KC-135R’s from the 107th Air Wing at Niagara Falls, NY; two KC-135R’s from the 117th Air Wing at Birmingham, AL; and, two KC-135R’s from the 186th Air Wing at Meridian, MS. The twelve aircraft, in total, will replace the existing eight KC-135E’s at Bangor that are being phased out. DOD’s justifications for these recommendations were due to Bangor’s “critical role in the Northeast Tanker Task Force, as well as its participation in the transatlantic air bridge.”¹ DOD’s report later added that Bangor received additional aircraft because, “Military judgment argued for the increased unit size at Bangor because of its critical role as host for Northeast Tanker Task Force support to the transatlantic air bridge.”² The justification further stated that, “Bangor, McGhee-Tyson, and General Mitchell gain additional KC-135 aircraft to their maximum available

¹ Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 5.

² Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 29.

capacity, increasing both effectiveness and unit capability.”³ Finally, DOD’s report justifies the distribution of eight KC-135R aircraft from Niagara Falls Air Reserve Station, NY, to Bangor to replace Bangor’s older, less capable KC-135E aircraft since Bangor supports the Northeast Tanker Task Force and the Atlantic air bridge.⁴

The relocation of these KC-135 aircraft to Bangor has been questioned by some mainly because the Air Force assigned Bangor a lower military value score than some of the installations losing assets. A close examination of the scoring, however, reveals several flaws and omissions that if corrected will show that the actual military value of Bangor is much higher than is currently awarded.

DISCUSSION:

As illustrated in the background information provided above, the Department of Defense and the United States Air Force recognizes the critical importance of the Bangor Air National Guard Base due to its support to the Northeast Tanker Task Force and the transatlantic air bridge. What is not clear is why Bangor was given such a low Military Capability Index (MCI) score compared to other Tanker air bases. It will become clear, however, that Bangor’s MCI score is actually much higher than the Air Force has allowed when the facts are closely examined.

The Air Force assessed an air base’s military value by stressing an installation’s “characteristics that were either immutable or outside the control of the Air Force or were difficult to replicate elsewhere due to expense or complexity.”⁵ By applying operational capability data to the BRAC Selection Criteria 1-4, the Air Force gave each of its installations a Military Capability Index score in each of eight mission areas. One of these mission areas was for Tankers.⁶

³ Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 29.

⁴ Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 33.

⁵ Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 2.

⁶ Department of Defense, Base Closure and Realignment Report; Vol. I; Part 2 of 2: Detailed Recommendations, May 2005; Section 3: Recommendations – Air Force; Page, Air Force – 2.

A major flaw in the Air Force's rating of Tanker unit MCI is in the calculation of the *Proximity to Airspace Supporting Mission (ASM)* formula (Attachment 1). The ASM for Tanker units was calculated based on distance of the unit from Air Refueling Tracks labeled in various Flight Manuals with an "AR" designation (i.e. ARXXX) (Attachment 2). Most refueling tracks designated with the "AR" designation have been in place for over 40 years and were designed primarily for training (Attachment 3).

The calculation of the ASM for Tanker units did not include operational refueling tracks which are not listed in the selected Flight Manuals (Attachment 4). Specifically, contingency support air refueling tracks being used daily to support Operations Iraqi Freedom and Enduring Freedom were not included. Air Refueling tracks designed to support military transatlantic fighter movements (Coronet Missions), as part of the air bridge, were also not included. Finally, the classified air refueling tracks in OPLAN 8044 (formerly Single Integrated Operational Plan) were not included in the calculation of ASM.

Many of the air refueling tracks used on a daily basis by both the Bangor and Niagara Falls Tanker units were not used in the calculation of ASM. The air refueling track with primary usage during current operations is AR20 (Attachment 5), due to its proximity to military routes from major installations (Attachment 6). Attachment 7 shows the frequency of usage for Tanker units during FY05 while Attachment 8 shows the air time for travel from each tanker base to this primary refueling track.

Accurate calculation of the ASM based on the air refueling tracks primarily used to support on-going military operations and contingency operations will dramatically change the Military Capability Index for Bangor, Maine, and thus, show an increased military value for this air base. Attachment 1 shows the MCI Formula sheet for *Proximity to Airspace Supporting Mission (ASM)* for Bangor IAP AGS. Bangor was awarded only 29.7% of the points available in the MCI formula for this installation characteristic. Yet, clearly if the proper Air Refueling tracks had been used to calculate this MCI score, Bangor would have scored significantly better due to it being so close to

the most used air refueling tracks. Attachment 8 shows that Bangor is closer to these tracks than any Tanker air base in the Northeast. As this formula component (*Proximity to Airspace Supporting Mission*) is 39.1% of the entire Tanker Military Capability Index score, it can be seen that the usage of inaccurate air refueling tracks to calculate the *Proximity to Airspace Supporting Mission* score had a significant effect of lowering Bangor's overall Tanker Military Capability Index.

A second flaw in the calculation of MCI for Bangor that should be reviewed is *Ramp Area and Serviceability*. The ANG standard for a unit with 15 assigned aircraft is 100,000 Square Yards (SY). Units were penalized for not having more ramp space than authorized. Units with less than 850,000 SY of ramp space could not receive maximum points in this category.

Bangor has three ramp areas available and only two were included in the MCI calculation. The heavy-duty ramp at Bangor is 97,182 SY and the light-duty ramp is 68,996 SY. Bangor also has use of a City Owned ramp totaling 111,222 SY used under agreement with the City of Bangor for no cost.

The no cost agreement and extensive usage by Air Force assets resulted in the Active Duty Air Force 100% funding the repair and resurfacing of this ramp (\$4.7 Million) in FY03. The entire ramp space available should have been included in the MCI calculation since the Air Force funded the resurfacing and the City has agreed to a no-cost usage agreement.

Strengths of Bangor ANG Base

Combat Experience and Homeland Defense:

The 101st Air Refueling Wing (ANG) at Bangor has deployed aircraft overseas four times in the past three years to support current military operations. In addition, over 600 personnel from Bangor have deployed worldwide in the past three years to support military operations including a medical team and civil engineering team on the ground in

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Northern Iraq and transportation personnel to conduct very hazardous convoy operations in Iraq. Members of Bangor's Security Force have deployed 99 times to conduct 244 detainee transports from Afghanistan to Cuba.

Maine has significant Homeland Defense/Security concerns that National Guard members help mitigate. The 611 mile Canadian Border with numerous logging routes and sparse population, along with the 5,300 mile coastline present numerous opportunities for illegal entry into our country. According to the US Coast Guard, "Last year, Portland (Maine) maintained its status as the nation's leading port, measured in tons, for foreign goods continuing to other destinations. Most of the cargo was crude oil from the North Sea" transferred into the second largest fuel storage tank area on the East Coast. (*Portland (Maine) Herald Press, February 15, 2005, page A8*)

Bangor also executes a homeland security mission that Niagara Falls is unable to accomplish due to strategic location. Bangor maintains a tanker on alert for immediate launch 24-7. The alert mission is classified and it has launched several times in the past few months when directed. Niagara Falls, located over an hour from the North East Coast, makes it unsuitable to perform this alert mission. Of note, on September 11, 2001, the first tanker over New York City was from Bangor, Maine, and a second tanker launched from Bangor was the first tanker over Washington, D.C. on that same day.

Recruiting and Retention:

Attachment 9 shows the current recruiting statistics for Maine and New York. As shown, the number of recruits for each recruiter each month is 2.0 in New York and 3.1 in Maine, over 55% better. Additionally, Attachment 10 shows the National Guard Bureau statistics for retention with New York and Maine both at 95.0%.

Infrastructure, Weather, Air Space Restrictions

The 101st Air Refueling Wing (ANG) at Bangor took possession this year of a 34,551 sq foot building on the base from Air Combat Command. This increased facility space is being renovated and will allow expansion of Operations, Maintenance and Support functions. Additionally, the airfield's entire 11,439 foot runway with 850 foot overruns on both ends, all taxiways, and much of the ramp area was completely repaired and resurfaced in 2002. Ramp space currently exists for up to 21 KC-135 aircraft and the base hosts a Base Exchange, Commissary, Gymnasium, as well as a dining hall and billeting. A new main gate with state-of-the-art force protection was completed in early 2005. At the start of Operation Enduring Freedom, six tankers and over 200 active duty Air Force members came to Bangor and were seamlessly integrated into the flying operations using the existing infrastructure.

The 101st Air Refueling Wing (ANG) at Bangor has maintained three alert lines, 24-7, since November 2001 for all but 4 days due to severe weather. The Niagara Falls winter weather and shorter runway (9,829 feet) require planners to launch tankers with 15,000 lbs less fuel load than other times of the year. The Niagara Falls runway at 9,829 feet does not meet the minimum standard of 10,000 feet specified in the draft ANG Handbook 32-1084. Average annual snowfall in Niagara Falls is 180 inches and in Bangor 80 inches and Bangor averages zero tornadoes each year. Further, there are no restrictions to airspace in, around or near Bangor.

In 2004, Bangor recorded 1,848 transient aircraft stopping at the base. Typical comments from the crews indicate the availability of Customs and Agriculture 24-7 as well as the service and accommodations provided by the base and city bring the crews back to Bangor repeatedly.

Fuel Storage Capability, Excess Tanker Capability:

The Defense Fuels Agency has the mission to ensure each base has the fuel needed to support flying operations regardless of on-site storage capability. Bangor

processes more jet fuel than any other Air National Guard base in the country and has never run out of fuel even with a record setting pace on January 13, 2003 when Bangor processed 255,879 gallons of jet fuel in one day.

The 101st Air Refueling Wing (ANG) at Bangor does not have enough tankers to complete most contingency missions. During initial contingency operations, additional tankers are sent to Bangor to augment the tankers already present. During the initial stages of Enduring Freedom, six tankers came to Bangor from McConnell AFB. They were followed by tankers from Phoenix and Salt Lake City to ensure all missions were accomplished. Bangor continues to have more aircrew volunteers available than they have available aircraft to perform three alert missions daily, as well as fly daily operational missions.

SUMMARY: The Proximity to Airspace Supporting Mission calculation and therefore the Military Capability Index for Bangor is flawed. The ASM did not take into account many operational air refueling tracks currently used or the frequency these tracks were used. In summary, Bangor is closer to primary refueling tracks, has a longer runway, processes more jet fuel, executes more operational missions, processes more transient aircraft and only averages one day per year of weather severe enough to impact operations.

RECOMMENDATION: The BRAC Commission should examine the flaws in calculating the Tanker Military Capability Index scores for Bangor and review the available data on Bangor's superior capabilities, performance, and strategic location

Attachments:

1. Bangor, Proximity to Airspace Supporting Mission (ASM) Formula 1245.00
2. FLIP AP/1B Cover
3. AR Designated Refueling Tracks Included in ASM Calculation
4. Refueling Tracks NOT included in ASM Calculation
5. Refueling Track Frequency of Usage SM Calculation
6. Military Routes to/from Europe from Major East Coast Installations

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7. Unit Use of AR20/AR204 in FY05
8. Air Time to Travel from Each Refueling Base to AR20
9. Recruiting Statistics Maine and NY
10. Retention Statistics

Attachment 1: ASM Worksheet Bangor

Formula Sheet for Bangor IAP AGS

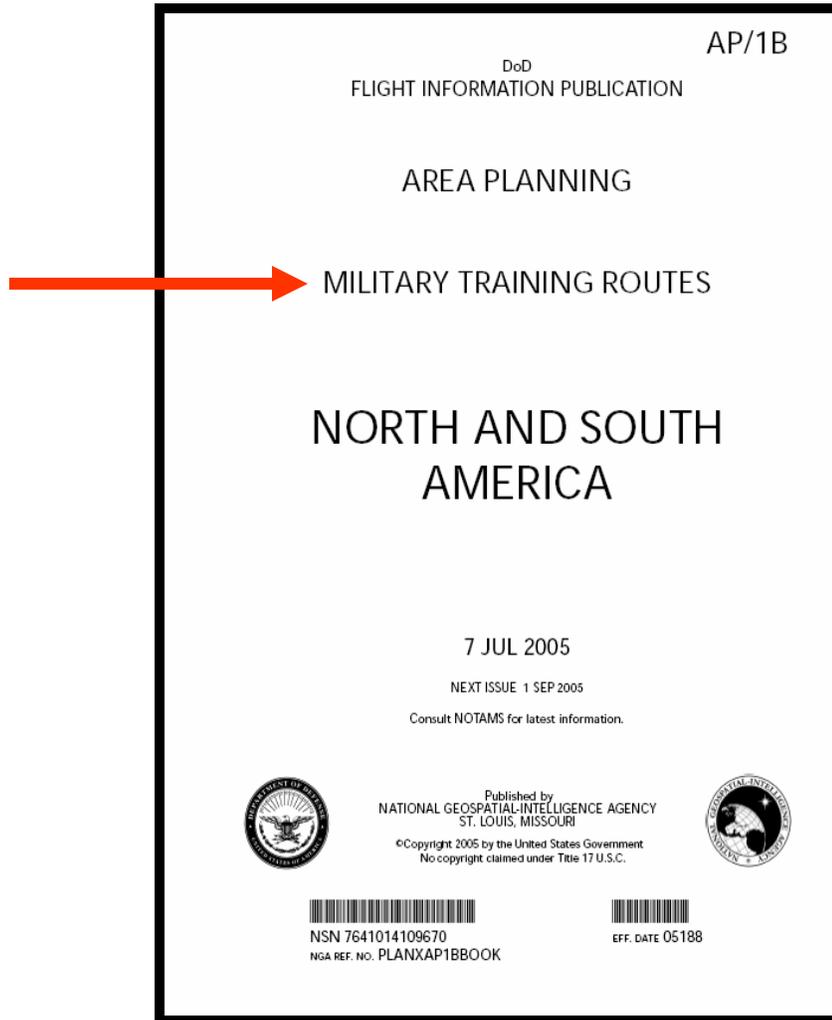
MCI: Tanker

Formula	1245.00
Title	Proximity to Airspace Supporting Mission (ASM)
Criterion	Current / Future Mission
Attribute	Geo-locational Factors
Formula	<p>If installation has no runway or no active runway, or no serviceable, suitable runway then score 0 pts.</p> <p>For each airspace: If the Airspace/Route Designator does not start with AR, get 0 points. See OSD # 1245, column 1 for this data. Otherwise, if the distance to the airspace is > 850 miles, get 0 points. See OSD # 1245, column 2. (N/A means more than 850 NM.) Otherwise, if the distance to the airspace = 850 miles, get 10 points. Otherwise, if the distance to the airspace = 250 miles, get 100 points. Otherwise, pro-rate the distance to the airspace from 250 miles to 850 miles on a 100 to 10 point scale. This is the base raw total.</p> <p>Once you have a base raw total, find the highest, and the lowest, non-zero raw total across all bases. If the raw total = 0, the score = 0. Else, if the raw total = the highest raw total, the score = 100. Else, if the raw total = the lowest, non-zero raw total, the score = 10. Else, pro-rate the raw total between the lowest non-zero raw total and the highest raw total on a 10 to 100 scale.</p>
Source	FLIP AP-1A; FLIP AP-1B; IFR Supp; Falcon View or other certified flight planning software
Formula Score	29.71 This is the unweighted formula's score for this base on a 0 to 100 scale. A score of 100 equals the Max Points once the weighting for this formula is applied.
Max Points	39.10 This is the maximum number of points this formula can contribute to the overall MCI score.
Earned Points	11.62 This is the number of points this formula did contribute to the overall MCI score for this base.
Lost Points	27.48 The difference between Max Points and Earned Points.

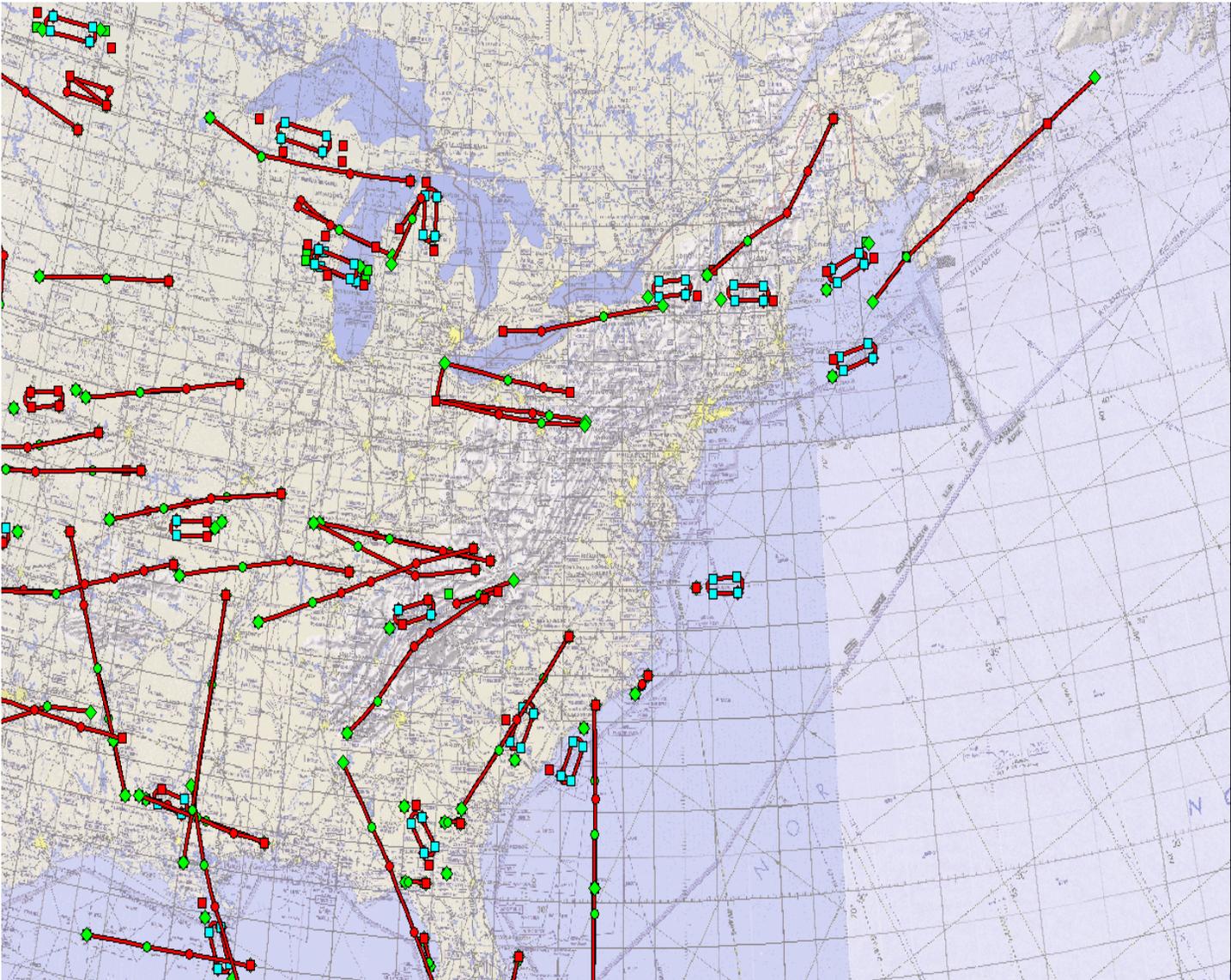
Supporting Data

<u>Section</u>	<u>Question.Field</u>
1 Air/Space Operations	9 . Runways
1 Air/Space Operations	9 .7 Length
1 Air/Space Operations	9 .8 Width
1 Air/Space Operations	9 .15 Serviceable (5)
1 Air/Space Operations	1245 . Airspace - Distance to Airspace
1 Air/Space Operations	1245 .1 Airspace/Route Designator
1 Air/Space Operations	1245 .2 Distance to Airspace/Route

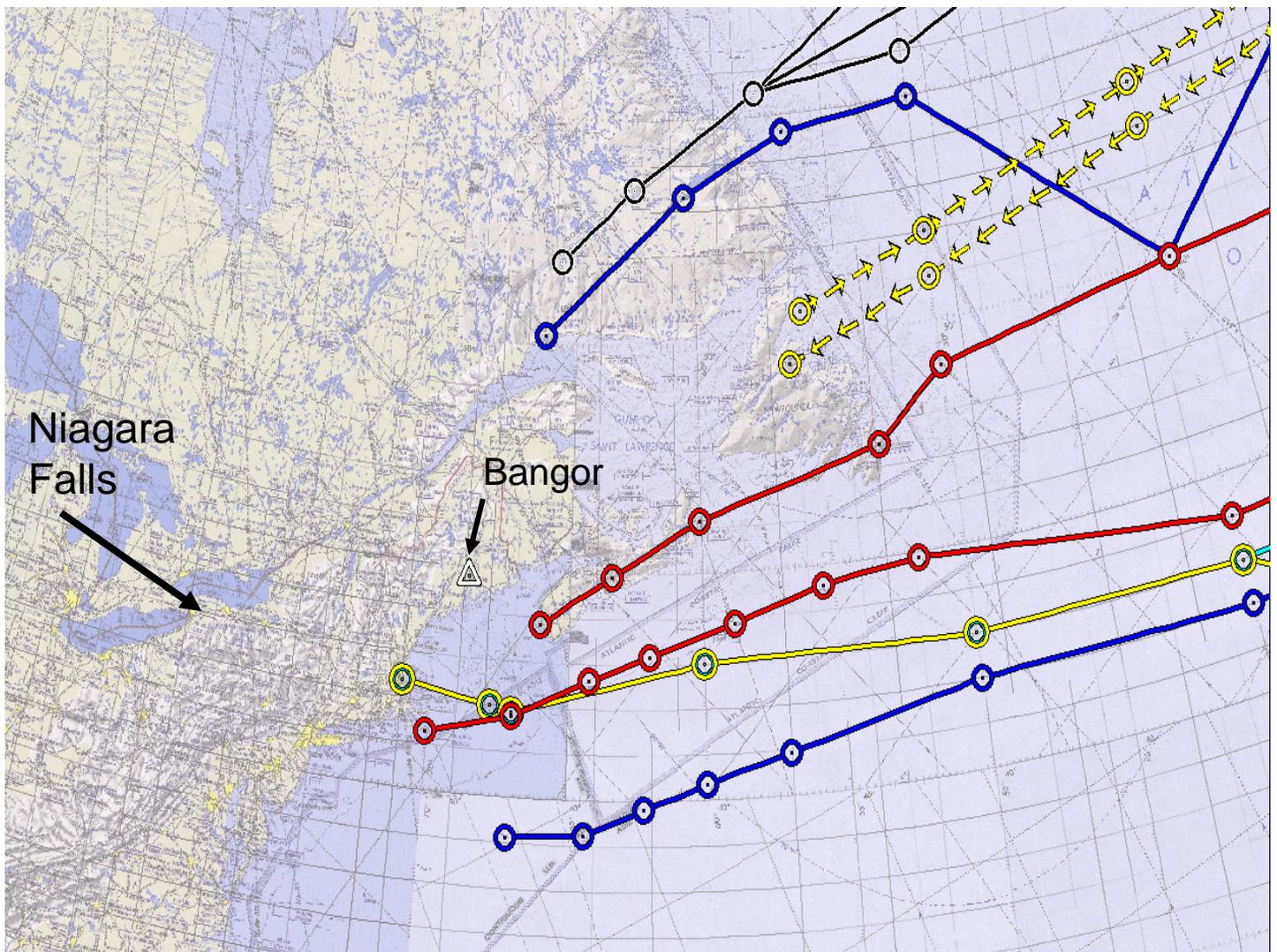
Attachment 2: FLIP AP/1B



Attachment 3: AR Routes Included in ASM



Attachment 4: AR Routes NOT Included in ASM



DOES NOT INCLUDE NOBLE EAGLE ORBITS (HOMELAND DEFENSE)

DOES NOT INCLUDE OPLAN 8044 TRACKS

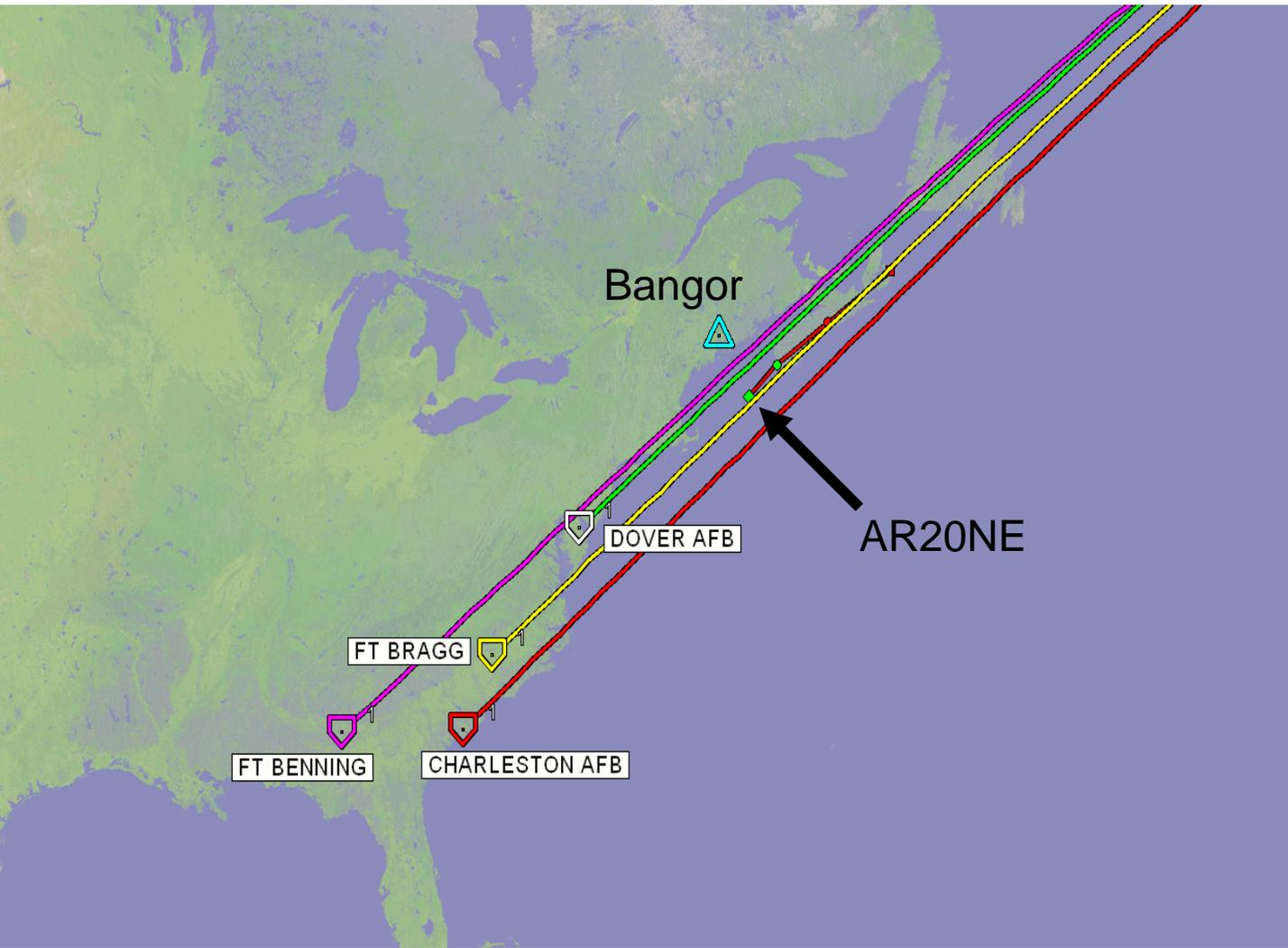
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TRACK ID	TIMES USED	TRACK ID	TIMES USED
	2005/185 TO 2005/195		2005/185 TO 2005/195
9AE	0	217	0
9AW	0	220	0
10SE	2	221	0
10NW	0	222	0
20NE	51	310E	0
101N	1	310W	0
101S	11	318E	0
105E	9	318W	0
105W	6	328	2
106HE	0	602	0
106NW	0	609	5
111E	7	631	4
111W	1	624	0
112E	11	636	19
112W	4	641A	5
204NE	8	641B	0
207NE	1	642E	0
207SW	12	642W	0
208	0	653	0
212NE	14	658	13
		777	23

Depicted is a ten day random sample of frequency of use of the AR track
Yellow highlighted tracks are those located in the Northeast

Attachment 6: Military Routes to/from Europe from Major East Coast Installations

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Attachment 7: FY05 Usage of AR20 and
AR204 (Oct 2004 through Jun 2005)

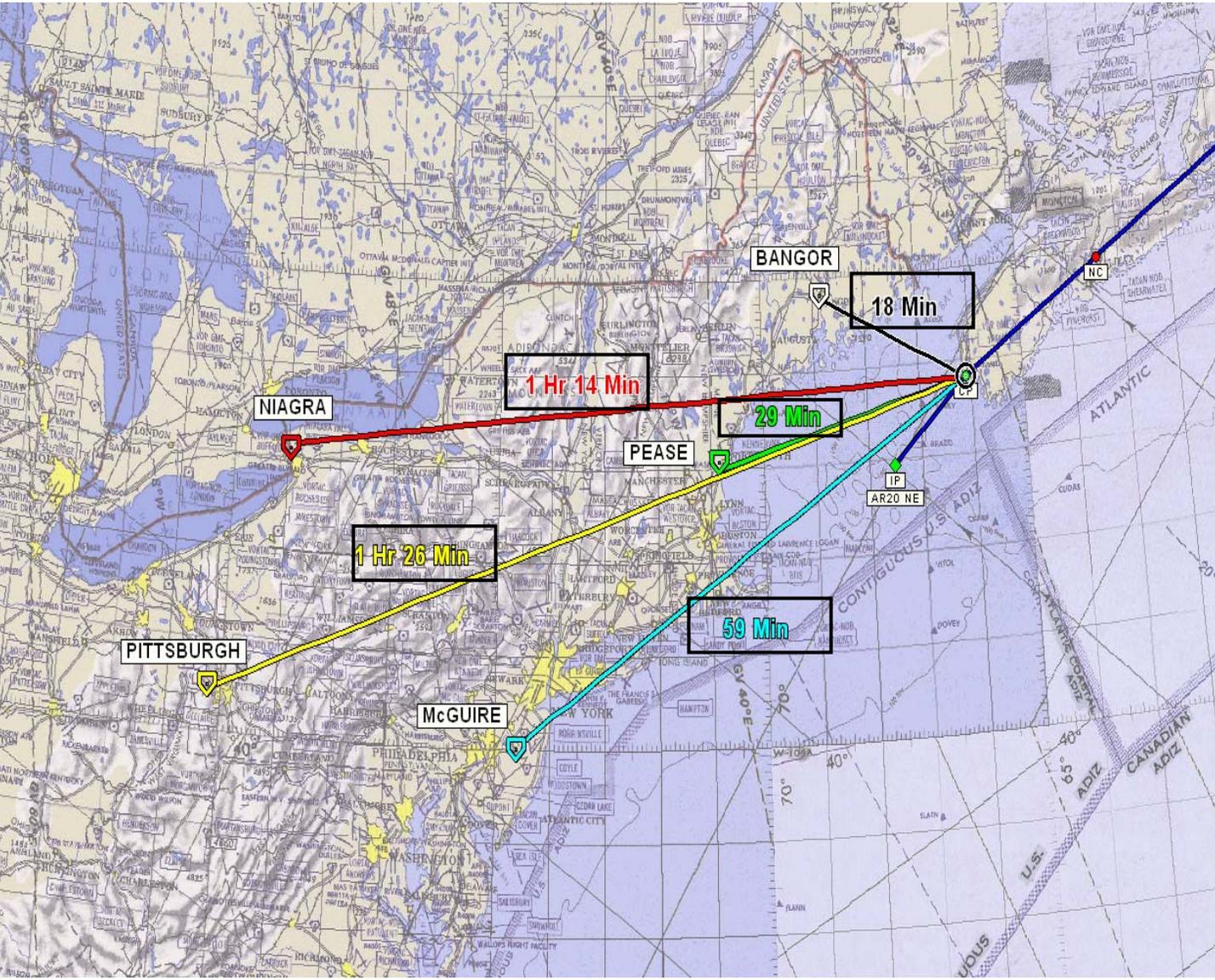
- Total sorties 1167
- 3692 flying hours
- 78,312,000 pounds of fuel off loaded
- Sortie breakdown:

- Bangor	223
- Niagara	192
- Pittsburgh	212
- Pease	172
- McGuire	83
- McGuire (KC-10s)	285

Attachment 8: Air time to AR20

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Attachment 9: Recruiting Statistics

State	Recruiter	2000	2001	2002	2003	2004	2005	RPMA
Maine								
Wing	ROS	28	35	23	10	24	7	
	PR 1	27	31	23	23	27	11	
	PR 2			4	12	5	Vacant	
	PR 3							
GSU	R&RNCO	29	13	21	16	22	10	
	R&RNCO 2	22	22		12	Vacant	Vacant	
TOTAL		84	79	71	73	78	28	3.1
New York								
Wing	ROS	0	0	13	10	4	4	
	PR 1	0	18	29	26	29	6	
	PR 2	22	33	28	31	46	6	
	PR 3	26	28	30	12	25	9	
	PR 4	0	16	25	38	31	7	
	PR 5	0	0	0	3	17	0	
Wing	ROS	26	22	23	25	31	8	
	PR 1	27	34	32	10	32	5	
	PR 2	0	0	17	24	31	7	
	PR 3	0	0	0	2			
Wing	ROS	33	18	20	17	23	6	
	PR 1	27	25	22	23	34	6	
	PR 2	18	17	15	17	11	5	
Wing	ROS	12	13	9	10	36	1	
	PR 1	28	31	37	34	45	12	
	PR 2	30	24	25	22	5	6	
	PR 3	0	0	9	30			
Wing	ROS	0	16	36	30	22	3	
	PR 1	26	37	26	23	23	5	
	PR 2	32	33	22	31	51	9	
	PR 3	23	39	32	28	53	7	
	PR 4	0	0	0	2	7	5	
TOTAL		330	404	450	448	556	117	2.0

Data compiled by:
 Douglas R. Brodeur, SMSgt, JFHQ/RING
 Recruiting and Retention Superintendent (Air)
 1 Minuteman Way
 North Kingstown, RI 02852

Attachment 10: Retention Statistics

Begin FY 2005 Assigned Strength				Loss Data Through May 05				
State	Enl	Off	Total	Cumulative Losses YTD	Retention Rate	Total Retire	Retire Pct	Current Status
LA	1367	139	1506	111	92.6%	3	2.7%	Green
MA	1683	225	1908	118	93.8%	51	43.2%	Green
MD	1402	224	1626	122	92.5%	50	41.0%	Green
ME	964	139	1103	55	95.0%	30	54.5%	Green
MI	2496	310	2806	166	94.1%	77	46.4%	Green
MN	2023	295	2318	151	93.5%	60	39.7%	Green
MO	2146	367	2513	163	93.5%	69	42.3%	Green
MS	2172	346	2518	201	92.0%	75	37.3%	Yellow
MT	907	106	1013	60	94.1%	29	48.3%	Green
NC	1287	226	1513	113	92.5%	46	40.7%	Green
ND	889	111	1000	64	93.6%	36	56.3%	Green
NE	783	159	942	65	93.1%	25	38.5%	Green
NH	801	123	924	59	93.6%	28	47.5%	Green
NJ	1993	278	2271	119	94.8%	55	46.2%	Green
NM	848	118	966	65	93.3%	23	35.4%	Green
NV	892	148	1040	78	92.5%	30	38.5%	Green
NY	4973	835	5808	288	95.0%	138	47.9%	Green
OH	4458	543	5001	289	94.2%	140	48.4%	Green
OK	2098	287	2385	161	93.2%	49	30.4%	Green
OR	1909	205	2114	163	92.3%	66	40.5%	Yellow

Data compiled by:

BARRY K. HOLDER, Lt Col, USAF

Acting Chief, Recruiting and
Retention Division, ANG/DPR