

In response to the BRAC Commission's questions for the record following the 17 May hearing with General Jumper and Mr. Dominquez (question 4.c.), the Air Force stated that:

"The Air Force took into account the effect of proposed recommendations on other federal agencies, e.g. FAA, US Coast Guard. Since the BRAC law and DoD policy do not require these costs to be included in the costs of the recommendations, potential costs (or savings) to other federal agencies were not included in the Air Force recommendations."

However, the BRAC law (Sec 2913, paragraph e.) states that "the selection criteria relating to cost savings or return on investment from the proposed closure or realignment of military installations shall take into account the effect of the proposed closure or realignment on the costs of any other activity of the Department of Defense or any other Federal Agency that may be required to assume responsibility for activities at the military installations."

Questions:

1. How did the Air Force take into account the "effect" of its recommendations on other federal agencies? What effects were considered? How did these effects factor into the Air Force's recommendations? Please cite some examples.
2. Our read of the law, leads us to believe that additional costs to the federal government should be included in the savings and ROI of each recommendation. Please provide the rationale for Air Force's legal opinion on the requirements of the aforementioned section of the BRAC law and why the Air Force considered only "effects" and not costs to other federal government agencies.

30 Jun 2005

Inquiry Response

Re: BI0080, 0360 Effects on Non-DoD Tenants (Otis)

Requester: BRAC Commission

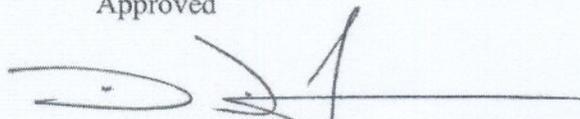
Question: 1. How did the Air Force take into account the "effect" of its recommendations on other federal agencies? What effects were considered? How did these effects factor into the Air Forces recommendations? Please cite some examples.

Answer: The Air Force identified its non-DoD Federal tenants in Data Call 2, Question 20.1217. The Air Force coordinated with the headquarters of tenants that might be required to assume responsibility for activities at installations recommended for closure. The Air Force followed OSD Policy Memorandum Three, 7 Dec 2004, assuming the recommendation would increase the tenant's costs. In the case of Otis ANGB, the Air Force contacted the Coast Guard headquarters and notified them of the proposed closure. Although there was actual notice to the agency affected, the Air Force inadvertently omitted the standardized language to be added to the candidate recommendation identifying the non-DoD Federal agency.

Question: 2. Our read of the law, leads us to believe that additional costs to the federal government should be included in the savings and ROI of each recommendation. Please provide the rationale for Air Force's legal opinion on the requirements of the aforementioned section of the BRAC law and why the Air Force considered only "effects" and not costs to other federal government agencies.

Answer: The Air Force followed the direction in OSD Policy Memorandum Three, Dec 7, 2004. This policy memorandum can be found on the DoD BRAC web page under the 2005 Reports, Reports and Processes, Part 1, Appendix E.

Approved



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Questions for the Record

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

1. The recommendation to realign Grand Forks Air Force base (Air Force - 37) entails distributing 100% of the base's KC-135R aircraft to other units, and will result in the reduction of 2,645 direct jobs. The job loss represents an 81% decrease in the Grand Forks AFB work force.
 - a. Why is this base being realigned and not closed based upon the significant reduction in personnel, and total loss of weapons systems?

The original Air Force candidate recommendation to the IEC was to close Grand Forks. The IEC reviewed it in context with other Service and Joint Cross Service Group candidate recommendations. Part of the IEC's review examined strategic presence by region. To address an IEC concern over a continued strategic presence in the north central U.S., the Air Force presented an option to realign Grand Forks but maintain the tanker moves out of Grand Forks to support other high-value tanker realignments. The IEC adopted this recommendation.

- b. The Air Force discussed potential plans for basing UAVs at Grand Forks. With the KC-135 realignments at Beale Air Force Base, CA (Air Force - 10) designed to consolidate the manned and unmanned high-altitude reconnaissance, how much additional ramp space in addition to Beale AFB is needed to base UAVs? When will these "emerging missions" begin at Grand Forks? If the date is not yet determined, why is the base being kept open beyond the date when the tankers leave? Is it cost effective to keep this base open with no defined future mission yet specified?

The justification for the Grand Forks recommendation specifies that the base would be retained for an emerging mission, of which UAVs may be one. Specific future plans for UAVs (in terms of numbers and timing) are undefined in BRAC; however, the post-BRAC intent of the Air Force is to dovetail an emerging mission with the departure of the old mission. The Secretary of the Air Force and the Chief of Staff of the Air Force have signed out to the Commission a separate letter to that effect. The judgment of the IEC and the Air Force to keep a strategic presence in the

north central US was the primary reason for keeping Grand Forks open. No additional cost analysis was done.

- c. Rather than enduring the excess operating cost for this “emerging mission” please explain why you would not base such a mission at another northern tier base such as Minot, where sufficient capacity seems to exist and the military value scores are relatively close.

The recruiting demographics of Fargo and the infrastructure of Grand Forks were key to the Department’s decision.

- d. Forty-two bases scored higher for UAVs on Air Force COBRA runs than did Grand Forks (#43), including other tanker bases, Fairchild AFB, WA (#30) and McConnell AFB, KS (#31). Why was the #43 base on the list chosen as a potential UAV base, and not one higher ranked?

As mentioned in our report, the MCI rankings (COBRA is a costing model) provided a starting point for the Department’s deliberations by scoring quantifiable military value factors. The selection of Grand Forks over the others flowed from the strategic presence geographical issue raised by the IEC, along with the relatively unfettered access to airspace in the North Central US.

2. 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?

No. Manpower projections indicated there were no communities unable to adequately receive additional units and personnel.

- a. Please provide some examples of any “red flags” raised?

Based on the final manpower increases and information provided in data calls, no red flags were found.

- b. Please explain your process for these assessments?

Through data calls, 10 categories of data were collected on each base’s community. Scenario-specific tables were created to compare / contrast community data of each base involved in the scenario and national averages. The highlights of this community data analysis were summarized for each scenario and provided for review. For each recommendation, a community snapshot and a detailed 3-page narrative for each base was provided to OSD.

3. Please list those installations that were analytically recommended for closure or realignment by the executive group, yet rejected by the Service Secretary or the Chief of Staff. Please explain why these changes were made.

The Secretary of the Air Force and the Chief of Staff of the Air Force accepted all the recommendations made by the Air Force Base Closure Executive Group.

4. 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.

Correction: \$2.6B is the cumulative net savings by FY11. Annual recurring savings thereafter are \$1.25B.

- a. Do these costs include environmental remediation costs?

No, by BRAC policy, environmental restoration costs are not included in payback calculations.

- b. Do these costs include the costs of rebasing of Air Force units from overseas?

No Air Force units are scheduled to return from overseas at this time. However, Air Force BRAC recommendations would fully accommodate movements from overseas if necessary in the future.

- c. Do these costs include potential costs across the federal government?

The Air Force took into account the effect of proposed recommendations on other federal agencies, e.g. FAA, US Coast Guard. Since the BRAC law and DoD policy do not require these costs to be included in the costs of the recommendations, potential costs (or savings) to other federal agencies were not included in the Air Force recommendations.

5. 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. 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?

The Air Force used the force structure plan submitted to Congress by the Joint Staff on 15 March 2005. This force structure plan included a 20-year force structure projection (the 2025 Force). Because of advances in technology and CONOPS, the Air Force will generally recapitalize its fleet at a less than 1 for 1 ratio.

- b. 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?

Yes, the force structure plan submitted in March 2005 reflected a reduced purchase of F/A-22s based on PBD-753.

- c. How did F-22 and Joint Strike Fighter basing plans impact your BRAC recommendations?

Air Force has announced basing plans for two operational F/A-22 locations, Langley AFB, Virginia and Elmendorf AFB, Alaska, and one training location, Tyndall AFB, Florida. Air Force BRAC recommendations do not conflict with F/A-22 basing options and accommodate Joint Strike Fighter training operations at Eglin AFB as recommended by the Education and Training Joint Cross Service Group.

- 6. 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?

No. The Mobility Capabilities Study (MCS) was unavailable during BRAC analysis. Currently it is in coordination within the DoD.

- b. If not, how can we ensure that our decisions on base closure and realignment do not conflict with these studies findings?

The MCS findings will be in terms of force structure, not infrastructure. The Air Force recommendations retain sufficient surge capacity to accept any force structure that might come out of the MCS.

- 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?

Force structure decisions (and their rationale) were not within the purview of BRAC. BRAC is charged with bedding down the force structure set forth in the 20-year force structure plan. The Air Force expects the Mobility Capabilities Study results to inform the Quadrennial Defense Review, which in turn will shape AF force structure requirements.

7. 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?

While we do not expect that these recommendations will result in nonconformity, this cannot be demonstrated conclusively until a formal conformity determination is completed in coordination with the receiving states.

8. Volume I 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?

The Air Force attributed military value to installations based (in part) on the proximity to ranges and airspace and the capabilities they provided for mission-specific training. Although both the Goldwater and Melrose range are excellent facilities, Goldwater is larger (approximately 2 million acres vs. 70,000 acres). Additionally, Goldwater is used jointly; it has adjoining USAF/USMC sections and the Western Army National Guard Aviation Training Site at Marana, Arizona, uses it extensively. Finally, Goldwater has a ground footprint that allows the use of full-scale high explosive weapons training and testing, including modern weapons like the Joint Direct Attack Munition.

What impact will the continued use of these two ranges have on the management of these protected resources including endangered species?

All potential environmental impacts that result from a change in use at these ranges will be fully evaluated through an environmental impact analysis in accordance with the National Environmental Policy Act and the protected resource would continued to be managed through updates to the Integrated Natural Resources Management Plan in accordance with the Sikes Act.

- b. What impact will the closure of Cannon AFB, NM have on Melrose Range?

Air Combat Command will determine Melrose's future use and, if required, develop new functional relationships.

- c. What impact will the Joint Strike Fighter and Special Forces realignment have on the environment in Florida and the Gulf of Mexico?

A review of environmental resource areas indicates that there are no known environmental impediments to implementing the recommendations.

The aggregate environmental impact of all Department of Defense recommendations affecting Eglin AFB are detailed in the Summary of Cumulative Environmental Impacts report for Eglin AFB.

9. 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.

State governors, adjutant generals, or other state officials were not involved directly in the Air Force BRAC deliberations, however an Air National Guard (ANG) Brigadier General represented the interests of the ANG as a voting member on the Air Force BCEG. Additionally, BRAC members served on Future Total Force general officer and action officer teams, which included ANG representation. These teams afforded the BCEG insight into ANG views without jeopardizing the objectivity of the BRAC analysis.

10. General Jumper cited environmental issues with respect to the decision to close Cannon Air Force Base. Please detail these issues and how they played in the decision to close Cannon?

General Jumper was referring to the types of issues considered when making recommendation decision about any Air Force base. In the case of Cannon, there are no environmental issues that affected the closure decision.

11. Are there any environmental or endangered species issues that restrict the use of ranges at Mountain Home AFB? If so, how these issues factored in to the recommendation to realign Mountain Home?

There are no endangered species that cause restrictions at the Mountain Home training areas. There are however seasonal operational restrictions due to recreation and wildlife concerns. Those constraints were reported in the Criterion 8 Summary of Scenario Environmental Impacts report.