

**DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION
2521 CLARK STREET
ARLINGTON, VIRGINIA 22202
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MEMORANDUM OF MEETING

DATE: August 4, 2005

TIME: 10:00AM

MEETING WITH:

SUBJECT: Sheppard Air Force Base, Texas

PARTICIPANTS:

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MEETING SUMMARY:

After introductions, Wichita Falls Area Military Affairs Committee members summarized the contents of the data package providing. The package provides updates from information presented and provided during the San Antonio Hearings relating to mission value and costs of the proposed BRAC actions involving Sheppard Air Force Base, Texas, attached.

In addition to updated mission and costing data, we discussed the benefits of having initial enlisted medical training at Sheppard Air Force Base rather than at Fort Sam Houston, San Antonio, TX. The main points discussed were the high military value 60% given to clinical facilities that favored Fort Sam Houston. They requested that Sheppard's military value score be recalculated.

The community proposed adjusting the weighted value given to clinical capacity which would show that Sheppard has the highest military value score over Fort Sam Houston or Great Lakes. Additionally, they estimate moving basic medical training to Sheppard saves 45.9% and 61.8% in military construction costs over Fort Sam Houston or Great Lakes respectively. Community leaders note that Sheppard has a unique one-of-a kind medical training facility for non prior service students where joint medical training already exists. They explained that Sheppard also offers better infrastructure utilization because Sheppard has the largest footprint for classrooms reported by all installations, with an excess capacity of 24,482 students, on average.

In summary the points made were: Clinical support is not required for initial enlisted medical training and if the clinical support factor was reduced in value Sheppard would have been selected as the site for consolidation. Additionally, Sheppard would be a more cost affective location for consolidation because of the existing facility infrastructure.

* Person responsible for this memorandum

EXECUTIVE SUMMARY



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Introduction and Executive Summary

Introduction

The Wichita Falls Area Military Affairs Committee would like to thank Senators Kay Bailey Hutchison and John Cornyn for their dedication to making Texas the premier military-friendly state in the nation. Congressman Mac Thornberry and his staff have also been a wonderful help to us in the preparation of this report. The Strike Force that Governor Rick Perry assembled under the leadership of Secretary of State Roger Williams has been, and will continue to be, extremely helpful to our efforts. State Senator Craig Estes and Representative David Farabee have been on the front lines of our efforts to prepare this document as well.

We commend the Department of Defense for the work they, as well as all the military members, have put forth during the 2005 BRAC process. As we researched the documentation, it became evident that the authors gave thoughtful consideration to every detail. We acknowledge the enormous challenge before the BRAC Commission to verify the information, receive additional data from a variety of sources, and to finally make your recommendations to President Bush in September.

Sheppard's Current Military Value

In 1940, Mr. J. S. Bridwell, a Wichita Falls cattleman, sold the Army Air Corps 300 acres of land for \$1.00 in return for establishing a military technical training school. In 1942, the first class of 22 aviation mechanics graduated. Over the course of the next three decades, Sheppard trained everyone from glider mechanics to bomber crew chiefs and engineers. During the Vietnam era, Sheppard functioned as a Strategic Air Command wing with B-52s and KC-135s. In 1966, Sheppard began training German pilots and from that beginning evolved the Euro-NATO Joint Jet Pilot Training Program. Today Sheppard AFB is the largest technical training facility of its kind in the world.

For nearly 60 years, the 82nd Training Wing's award-winning Squadron Adoption Program has partnered 53 squadrons with businesses in the region solely for the purpose of maintaining strong community relations. The 80th Flying Training Wing's Sponsorship Program ensures that each of the 13 member nations is matched with a local family of friends to help them feel at home in Texas. Several of these families have been sponsors for over 25 years. Very simply, the service men and women at Sheppard are an integral part of our lives. Last year there were 56 events across six cities at which the roughly 10,000 military members volunteered, participated, or were honored. Two years in the making, the community funded a renovation and expansion of the original airport terminal located on base and Sheppard now has a wonderful museum, conference facility, and POW memorial. Without question, the

“Sheppard and the communities of Burkburnett, Iowa Park, and Wichita Falls enjoy an award-winning community relations program.”

“Sheppard's claim to be the Center of Excellence for technical training is substantiated by a 97% satisfaction rating.”

largest community events are held on base when Sheppard hosts thousands of civilians at their annual air show and Freedom Festival.

Sheppard's 82nd Training Wing has three core missions:

1. To continue the Bluing and Greening process of recruits.
2. Teach them a trade.
3. Ensure they are ready to deploy.

**“Sheppard’s
Military Value for
Initial Training
was scored the
Best!”**

This narrowly focused set of core values makes Sheppard the Air Education and Training Command's (AETC) largest and, we believe, most successful training facility in the world.

Well over 475 million dollars has been spent on construction projects at Sheppard since the first BRAC round in 1989. This investment in dormitories, dining halls, fitness centers, and virtual training classrooms has transformed Sheppard into the center of excellence for technical training. This claim is substantiated by the fact that commanders at bases receiving Sheppard graduates rank their satisfaction with new warfighters trained by Sheppard at 97%.

Sheppard has the distinction of being the only Euro-NATO Joint Jet Pilot Training base in the United States. The 80th Flying Training Wing graduates on average 250 NATO alliance pilots each year. This one-of-a-kind program has 13 European and North American member countries whose instructors and pilots call the Wichita Falls area home during their tours. In fact, there is not a single German Air Force pilot flying today who was not trained at Sheppard. In 1994, AETC's largest Undergraduate Pilot Training program added an Introduction to Fighter Fundamentals course providing training to five NATO countries. This year the ENJJPT Steering Committee is poised to sign a new Memorandum of Understanding that will carry this alliance into the next decade.

**“New data
may require
recalculating the
Military Value for
Phase I medical
training.”**

This report covers three opportunities and two areas of concern:

1. The Phase I Enlisted Medical Training Program
2. Joint Strike Fighter Maintenance Training Program
3. Joint Strike Fighter International Undergraduate Pilot Training
4. Unmanned Aerial Vehicle Maintenance Training
5. Economic Impacts and Redevelopment Challenges

Phase I Enlisted Medical Training

We understand the recommendation that co-locating some medical training and service delivery assets will be enhanced by their proximity to clinical activities. However we have discovered several concepts and data points that indicate an alternative recommendation should be considered.

1. The Medical Joint Cross-Service Group used the proximity to clinical activities to guide 60% of their decision when it has zero percent impact on Phase I training.

“2005 BRAC
Criteria #1
includes looking
at future
missions.”

2. One hundred percent of Phase I medical training is currently accomplished in the classroom using very sophisticated virtual training aids. Students do not interact with patients or laboratories located in a clinical setting.
3. Sheppard has the highest military value score (63.06) of all installations for Initial Skills Training. At Sheppard, the mission of bluing and greening is a core competency, as evidenced by a 97% satisfaction rating, based on a survey of commanders receiving Sheppard graduates.
4. The alternate scenarios used in the COBRA reports prove that moving the missions to Sheppard will save the country at least 40% over other locations.
5. We believe the Berthing Capacity number to be incorrect by up to 49.3% because two new dormitories were not included in the count. Additionally, Sheppard has the largest available classroom capacity of all bases listed. Removing more students will deviate from the MJCSG sub-criteria number one.
6. The MJCSG's justification for the consolidation of all medical training to a single location states it has the potential of transitioning to a joint effort. Joint enlisted medical training currently exists at Sheppard.

We respectfully request that the BRAC Commission recalculate the Composite Military Value score used to determine the location of the Initial Enlisted Medical Training.

Joint Strike Fighter Maintenance Training

We endorse the DOD recommendation to co-locate initial Joint Strike Fighter air crew and ground crew training at a single installation. It has been widely reported that as the JSF gains in numbers, a second and a third pilot training unit will come online. For the following reasons, we respectfully ask that the Commission enter into the record our request that after the initial JSF proof of concept is completed, DOD consider establishing the JSF center of excellence for maintenance training at Sheppard AFB:

“As future JSF
pilot training units
come online,
maintenance
training should
consolidate at
Sheppard.”

1. Sheppard has an established culture of excellence in training cross-service members. In 2004, Sheppard graduated 27,000 aircraft maintainers.
2. Incorporating 14 computer-based classrooms to train students on 31,000 maintenance tasks for the stand-up of the F-22 Raptor maintenance training program demonstrates Sheppard is the most capable installation for the next generation of fighters.
3. Sheppard currently teaches aircraft maintenance including initial training, crew chief, and maintenance officers.
4. Innovative techniques have reduced student wash-back rates by 35% when compared to other training installations and the rate of students eliminated from the crew chief program is down 13% from previous studies.

5. And lastly, Sheppard has the highest military value score (63.06) of all installations for Initial Skills Training. At Sheppard, the mission of bluing and greening is a core competency, as evidenced by a 97% satisfaction rating.

JSF International Pilot Training

The international customers for the Joint Strike Fighter will no doubt need to send their future pilots to receive Undergraduate Pilot Training somewhere in the United States. Although it is very difficult to know how many aircraft will be sold to joint coalition and allied countries and when, we want the DOD to encourage them to send their undergraduate pilots-in-training to Sheppard.

“Specialty Undergraduate Pilot Training for countries purchasing the JSF should be at Sheppard.”

1. The 80th Flying Training Wing’s core competency is in international pilot training.
2. Sheppard has been the premier installation for international pilot training for nearly 40 years.
3. The Education & Training JCSG Report stated that Sheppard has sufficient excess capacity to accommodate growth of runways - 12%, airspace - 25%, and ramps - 25%.
4. The same report states that Sheppard’s ground training facilities were scored the highest of all installations studied with a score of 11.29 out of a possible 12.18.
5. This exemplifies and expands the “Train as we Fight: Jointly” concept to our coalition and allied nations in support of the global war on terrorism.
6. The Wichita Falls area has distinguished itself with a community-wide philosophy to welcome our international friends as neighbors.

Unmanned Aerial Vehicles

It has been widely reported that the use of Unmanned Aerial Vehicles (UAV) can save the lives of our fighting men and women. The global war on terrorism has seen a significant increase in the use of UAVs and the DOD’s projections show the potential of growing these vehicle numbers to nearly 1,500 by 2009. UAVs are currently operated at 14 locations and require considerable maintenance support. We believe there is an urgent need to establish a center for joint UAV maintenance training and for the following reasons Sheppard is the best choice:

“All UAV maintenance training should remain at Sheppard and expand to accommodate future growth.”

1. Sheppard has the highest military value score (63.06) of all installations for Initial Skills Training. At Sheppard, the mission of bluing and greening is a core competency, as evidenced by a 97% satisfaction rating.
2. Sheppard has created an instructor console control for troubleshooting UAVs.
3. Sheppard has developed working models of internal systems for avionics, fuels, sensors, and flight controls.
4. Sheppard AFB has exported this training to field detachments.
5. The government has saved \$3.0 million to date as a result of this initiative at Sheppard.

“The loss of almost 4,400 jobs will be a huge blow to the local area’s economy.”

Economic Impact and Redevelopment Challenges

In total, the DOD estimated the loss of 4,400 direct and indirect jobs, which equates to 4.7% of our area’s economy being lost as a result of all the recommendations. We feel it is important to include the following information in an effort to illustrate how this will impact our local economy:

1. Of all bases being realigned or closed, the DOD’s economic impact forecasts the Wichita Falls area will receive the sixth (6th) largest loss to the area economy, in terms of jobs as a percent.
2. This equates to a similar negative impact experienced by several of the bases being closed.
3. During the past nine years, our economic development recruitment efforts have resulted in the creation of 4,042 direct and indirect jobs. The significance of this is that it will likely take a decade for our regional economy to recover.

We are very well aware that with a creative and entrepreneurial spirit, many of the bases closed or significantly realigned in previous BRAC rounds have been extremely successful in replacing jobs and tax base through base reutilization programs. However, this type of redevelopment is unachievable at Sheppard for the following reasons:

1. The 768,000 square feet that will be vacated is located deep within the Non Prior Student training area on the base.
2. For this reason, security issues will prohibit access to the facilities by private sector developers.
3. Because these students are still in the Basic Training phase of military life and civilian interaction is restricted, we believe a government dual reuse strategy is not feasible.

“We respectfully request the Commission include three future missions in their report to President Bush.”

Therefore, we are suggesting that the highest and best reuse for these valuable assets is to introduce new Non Prior Service training missions to Sheppard.

Conclusion

In conclusion, we support the concept of improving military value and reducing the cost of infrastructure. We are asking the Commission to do two things:

1. Verify that the data we have discovered is accurate and, assuming it is, use the new data to recalculate the Composite Military Value score for Phase I initial medical training.
2. The first 2005 BRAC Criteria states the process is to review both current and future missions. With this in mind, we respectfully request that the Commission include the following future missions in their report to Congress:
 - a. Follow-on JSF maintenance training
 - b. JSF International Undergraduate Pilot Training
 - c. Maintenance training for all UAVs

DOCUMENTATION



Documentation



Chapter I

Basic Enlisted Medical Training

Department of Defense Recommendations for the 2005 BRAC

In their report, the Medical Joint Cross-Service Group (MJCSG) made two recommendations that will directly impact the basic and specialty medical training conducted by the 882nd Training Group at Sheppard AFB.¹

“The communities in the greater Wichita Falls area support the Department of Defense efforts to improve Military Value.”

1. “Realign Lackland Air Force Base, TX, by relocating the inpatient medical function of the 59th Medical Wing (Wilford Hall Medical Center) to the Brooks Army Medical Center, Ft Sam Houston, TX, establishing it as the San Antonio Regional Military Medical Center, and converting Wilford Hall Medical Center into an ambulatory care center.”
2. “Realign Naval Air Station Great Lakes, IL, Sheppard Air Force Base, TX, Naval Medical Center Portsmouth, Naval Medical Center San Diego, CA by relocating basic and specialty enlisted medical training to Fort Sam Houston, TX.”

Under the justification portion of the same MJCSG’s report, they cited the following two reasons for their second recommendation:²

1. “The recommendation also co-locates all (except Aerospace Medicine) medical basic and specialty enlisted training at Fort Sam Houston, TX with the potential of transitioning to a joint training effort.”
2. “Co-location of medical enlisted training with related clinical activities of the San Antonio Regional Medical Center at Brooke Army Medical Center, Fort Sam Houston, TX, provides synergistic opportunities to bring clinical insight into the training environment, real-time.”

“Sheppard AFB has tremendous experience and an award-winning history of excellence in joint enlisted medical training.”

To gain a better understanding of the recommendations and the stated justifications, Congressman Mac Thornberry, US District 13, requested additional information from the Department of Defense. The Office of Secretary of Defense (OSD) BRAC Clearinghouse provided the following explanation for why the realignment of medical training is needed:

“The consolidation of all medical/dental enlisted basic and advanced training at Ft Sam Houston was created to address current mission requirements and achieve scale efficiencies. Utilization and assignment of medical personnel in theater has expanded beyond single service requirements, i.e. an Army Medic may be attached to the Marines or an

¹ Volume X, Medical Joint Cross Service Group 2005 Base Closure and Realignment Report, May 9, 2005 – Section VI, (e) San Antonio Regional Medical Center, page 42

² *ibid*, page 43

“Sheppard has the highest Military Value Score in the nation for Initial Training.”

“Sheppard ranks better in three of the four reasons given for moving the training to Fort Sam or Great Lakes.”

AF medic to an Army unit. At the same time, the amount of Service-unique knowledge is only a portion of the didactic training. This suggests that consolidation of basic enlisted training would allow an increase in interoperability and intraoperability through standardization. Fort Sam Houston was selected because they had sufficient excess capacity and buildable acreage, a nearby field training site (Camp Bullis), and a large clinical capacity at Brooke Medical Center and Wilford Hall. For most of the advanced training, the didactic portion will be accomplished at Ft. Sam Houston while the Phase II training will continue at hospitals throughout the military healthcare system. As a part of this recommendation, the limited amount of medical officer training at Sheppard AFB was also moved to Ft. Sam Houston as well.”³

The OSD BRAC Clearinghouse states the reasons Fort Sam Houston was selected as the preferred site to co-locate all medical training were: sufficient excess capacity, buildable acreage, nearby field training, and a large clinical capacity. According to the E&T JCSG’s optimization model, there are three installations capable of performing Phase I medical education and training. They are Sheppard AFB, NAVSTA Great Lakes, and Fort Sam Houston.⁴ A careful comparison of the COBRA Alternative Scenarios (MED-0031, MED-0032, and MED-0005) shows that Sheppard exceeds Fort Sam Houston and Great Lakes NAVSTA in three of the four areas used to make this decision and the fourth area has been proven to be irrelevant:

1. **Excess Capacity** – Sheppard’s existing infrastructure has the greatest capacity to absorb these missions as evidenced by requiring 46% less in MILCON than Fort Sam Houston and 62% less than Great Lakes for new dormitory, dining, and classroom facilities required to accept this mission.⁵ Sheppard’s annual recurring cost of operation is also projected to be lower than Fort Sam Houston and would be on par with Great Lakes.
2. **Buildable Acreage** – Sheppard currently has generous buildable acreage inside the fence and the community has already purchased an additional 40 acres of contiguous land that will be donated to the DOD to accommodate new missions. Sheppard’s maximum capacity for medical training throughput (based on 2-shift operation) is 24,516 annually, which is 70% above the 2004 actual throughput.⁶ Therefore it is entirely possible that no new classroom space will be needed to accommodate the consolidation of these missions at Sheppard.
3. **Nearby Field Training** – Field training at Fort Sam Houston is not nearby. Camp Bullis is 30 miles away via congested traffic routes and could easily take one hour each way to transports troops. Furthermore,

³ OSD BRAC CLEARING HOUSE Tasker #0123 BRAC Questions regarding Sheppard Air Force Base – Mark Hamilton, Col USAF, BSC Secretary MJCSG

⁴ MJCSG Military Value Report, Appendix D BRAC 2005: Optimization Model for the Medical Joint-Cross Service Group – page 15

⁵ COBRA Scenarios; MED-0031, MED-0032, and MED-0005 most recent version 22 Jan 05

⁶ Sheppard Data Call

in the COBRA report MED-0016R, no MILCON was allocated to build a new medical readiness center at Camp Bullis. Sheppard's field training facility currently has the capacity to train 4,921 students annually in its one-of-a-kind 53-acre classroom and the community has demonstrated their willingness to purchase additional contiguous land if an expansion is required.

4. **Clinical Capacity** – Sheppard has only limited clinical activities today and there are no plans to increase these facilities in the future. However, this discriminator has been shown to be irrelevant for Phase I training, and according to the OSD, Phase II training will continue to be conducted at hospitals throughout the military healthcare system.

Community Views

We understand the recommendation to co-locate medical training assets and medical service delivery assets as a way to improve the learning environment but only for those courses that will be enhanced by their proximity to clinical activities. For the following reasons, we believe locating the Initial Medical Training at Sheppard achieves maximum military value, improves jointness, and reduces the infrastructure footprint for these missions.

The Medical Joint Cross-Service Group weighted the importance of proximity to clinical activities at 60%. At first glance, this appears to be a good idea because consolidation usually leads to cost savings and improved efficiencies. However, 100% of Phase I medical training for all services is currently conducted in the classroom using very sophisticated virtual training aids and mockups. No service allows students attending their initial training to interact with patients or laboratories located in a clinical setting. Therefore the justification used by the MJCSG for recommending that medical training must be realigned to an installation with clinical activities is not valid.

Alternative Recommendation

With the proximity to clinical activities moot, determining which of the three installations identified as being best suited to receive all Phase I medical training will require the recalculation of military value using the following six rationales.

Rationale #1 – The Composite Military Value Score is Incorrectly Weighted

“We respectfully request the composite Military Value Score be recalculated.”

The formula used to calculate the Composite Military Value scores assigned a 60% weighting to the sub-function of Healthcare Services and 20% each to Healthcare E&T, and Medical/Dental RD&A. Removing the premise that Phase I medical training must be located near clinical activities greatly impacts the formula used to calculate the military value.⁷ The Healthcare Services sub-function should be removed from the formula altogether or at the very least

⁷ APPENDIX A

significantly reduce the weight when calculating location of initial medical training. Recalculating the Military Value score in this manner will illustrate the limited role clinical activities play in Phase I training.

Rationale #2 – Phase I Medical Training Requires no Clinical Activities Nearby

“No Phase I medical training requires clinical activities nearby.”

The MJCSG’s second justification and the narrative provided by the BRAC Clearinghouse stated above speaks to the synergistic opportunities to bring clinical insight into the training environment, real-time. We believe the consolidation of the Wilford Hall Medical Center and the Brooke Army Medical Center will both increase military value and reduce infrastructure footprint. However, there is no evidence that co-locating Phase I basic enlisted medical training with related clinical activities will increase military value or reduce infrastructure footprint.

No portion of Phase I medical training requires proximity to clinical activities.⁸ 100% of Phase I medical training is accomplished through the use of classroom and virtual training aids and students are not allowed to interact with patients or laboratories located in a clinical setting. However, all Phase II specialty and advanced medical training do require, and are greatly enhanced by, being co-located with other clinical activities. The OSD BRAC Clearinghouse says that all Phase II follow-on medical training will continue to be done at hospitals throughout the military healthcare system.⁹

Rationale #3 – Sheppard has the highest Military Value Scores

“The primary consideration for the 2005 BRAC round is military value.”

The Defense Base Closure and Realignment Act of 1990, as amended, established the authority by which the Secretary of Defense may close or realign military installations inside the United States. The Act specifies that the selection criteria shall ensure that military value is the primary consideration in making closure and realignment recommendations.

In the chart below, we compared the military value scores for all medical training and related missions. Of the six areas that were calculated, Sheppard outscored Fort Sam Houston and Great Lakes in all categories except one. The one category that Sheppard was not the highest in was that of Healthcare Service.

⁸ APPENDIX B

⁹ OSD BRAC CLEARING HOUSE Tasker #0123 – Mark Hamilton, Col USAF, BSC Secretary MJCSG

“Sheppard is the most economical choice of the three facilities under consideration.”

With Healthcare Services removed from the Composite Military Value calculation, Sheppard will outscore all other facilities for Non Prior Service training.

The chart below shows the one-time cost to move these missions and the MILCON required to accommodate the additional missions are significantly lower at Sheppard. The recurring costs of future operations are lower at

Rationale #4 – Moving To Sheppard Saves 45.9% and 61.8% in MILCON Over Fort Sam Houston or Great Lakes Respectively

Comparison of the Military Value Scores for All Medical Missions at Subject Locations

Type of Training	SAFB	Great Lakes	Ft. Sam
Initial Skills Training	63.06 (#1)	39.31 (# 19)	No Score
Skills Progression Training	49.34 (# 5)	35.94 (# 45)	No Score
Functional Training	47.5 (# 3)	34.13 (# 48)	No Score
Healthcare Educ. & Training	67.47 (# 3)	63.49 (# 6)	62.95 (# 7)
Medical Dental RD&A	No Score	17.1	No Score
Healthcare Services	46.80 (# 70)	51.88 (# 46)	67.85 (# 11)

SOURCE: E&T JCSG BRAC Report Volume VI and MJCSG Military Value Report

Sheppard than Fort Sam Houston and on par with Great Lakes NAVSTA. The one-time cost to move to Sheppard is \$121.9M less than to Fort Sam Houston and \$227.9M less than to Great Lakes. This represents a 40% and 56% savings respectively.¹⁰

Therefore, the considerable additional costs associated with unnecessarily relocating this training near a Regional Medical Center deviate from the 2005 BRAC Criteria #5 which states that consideration must be given to “*The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for savings to exceed the cost.*”

¹⁰ COBRA Scenarios; MED 0031, MED 0032, and MED 005 most recent version 22 Jan 05

In their report released July 1st, the GAO reiterated the DOD's claim that the medical realignment recommendations would result in a 10-year payback. However, they went on to state that concealed within the 10-year estimated payback for consolidation of all medical training and service delivery, is the fact that the cost of moving the medical training only has a 21-year payback.¹¹

“COBRA says . . .
“the move costs
less at Sheppard
AFB.””

Summary of All Costs Associated with Consolidating Medical Training to One Facility

Discriminators	SAFB	Great Lakes	Ft. Sam
Total One-Time Cost	\$179,403	\$407,283	\$301,334
MILCON	\$122,701	\$321,097	\$226,747
2006 to 2011 Including Move	\$261,194	\$498,589	\$344,688
Annual Recurring Cost Beyond 2011	\$22,614	\$21,090	\$30,363

Rationale #5 – Better Infrastructure Utilization

Maximizing military value while reducing infrastructure footprint – Sheppard has the largest footprint for classrooms reported by all installations, with an excess capacity of 24,482 students AOB (Average on Board). DOD's recommendation will remove another 1,578 non prior service students with the medical training realignment from SAFB, thereby adding to the nation's largest excess capacity. Additionally, as the new Joint Strike Fighter replaces F-15s, F-18s, and A-10s, there will be additional berthing and messing capacity made available. Therefore, DOD's recommendations will result in dramatically increasing the underutilization of infrastructure which deviates from the MJCSG's sub-criteria #1.¹²

“Updated berthing
data shows a 49%
increase excess
capacity since the
data call.”

The E&T JCSG Report shows Sheppard's current berthing to be 4,840 billets. On June 21, 2005, Sheppard's Public Affairs Office reported that current berthing, including two new dormitories, is 7,224, which is a 49.3% increase. The 2006 MILCON budget calls for an additional 600-bed dormitory that would bring the berthing up to 7,824. Current Usage is forecast to remain the same at 6,888, which makes the berthing number go from a negative (3,426) to an excess of 936 billets.

¹¹ Ibid page 203 & 204

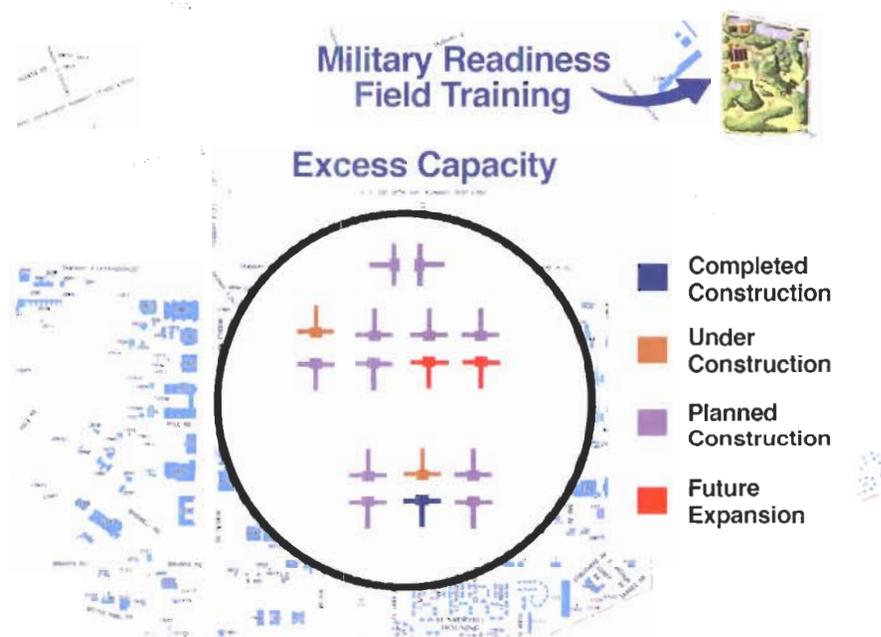
¹² APPENDIX C MJCSG Sub-Criteria

CAPACITY FOR TRAINING

	Excess Berthing Capacity *	Updated Berthing Capacity **	Excess Messing Capacity *	Excess Classroom Capacity *
SAFB	-3,426	936	533	24,482
Great Lakes	3,392		997	5,952
Fort Sam Houston	?		?	?

SOURCE: * MJCSG Military Value Report ** Rachel Smith 2Lt 82 TRW/PA
21 June 2005 - Dormitory Pipeline Report showing 600 billets in 2006

Additionally, Sheppard's plan for future dormitory construction shows a new 600-bed dormitory being built each year through 2012. The diagram below shows a total of 16 dormitories could be built as part of the total non prior service training campus plan.



Rationale #6 – Proposed Potential Effort Exists Today at SAFB

“Joint medical training currently exists at Sheppard.”

Using a literal interpretation from the MJCSG’s justification stated above, it says all basic medical training would be relocated to Fort Sam Houston and that the move will provide the “potential of transitioning to a joint training effort.” Sheppard has a long and excellent history in providing joint enlisted training in both medical and civil engineering specialties. The basic medical training programs at Sheppard’s 882nd TRG are already operating in a joint capacity and annually graduate over 1,300 cross-service students. The faculty of the dental and BMET schools were fully integrated by each service - not just students but instructors as well. Sheppard has existing detachments of Army and Navy military training instructors and supervisors - so the basics of the joint command infrastructure needed to administer a joint program already exist at Sheppard. The Navy and Army detachments are fully integrated into the base life including parade ground, ceremonies, student life, etc. Everything is done in an environment of true jointness today.

“The GAO challenges the idea that co-location will automatically result in jointness.”

The 2005 BRAC Criteria #1 states the DOD must take into consideration: “*The current and future mission requirements and the impact on operational readiness of the DOD’s total force, including the impact on joint warfighting, training, and readiness.*” Citing the “potential of establishing a joint training program” when one currently exists at SAFB deviates from criteria #1.

In their report released July 1st, the GAO also challenged the idea that only a potential exists for jointness stating that: “*the medical group included within its recommendations various realignments that were described or partially justified as promoting jointness. . .*” The GAO’s report also stated that: “*Based on our analysis, it is not obvious whether some of these proposed realignments will truly result in joint military operations.*” And finally, the report stated: “*Our review of the documentation showed that the supporting analysis was not always clear with respect to how these actions would result in jointness.*”¹³

Rationale #7 – Unique One-of-a-Kind Medical Training Facilities

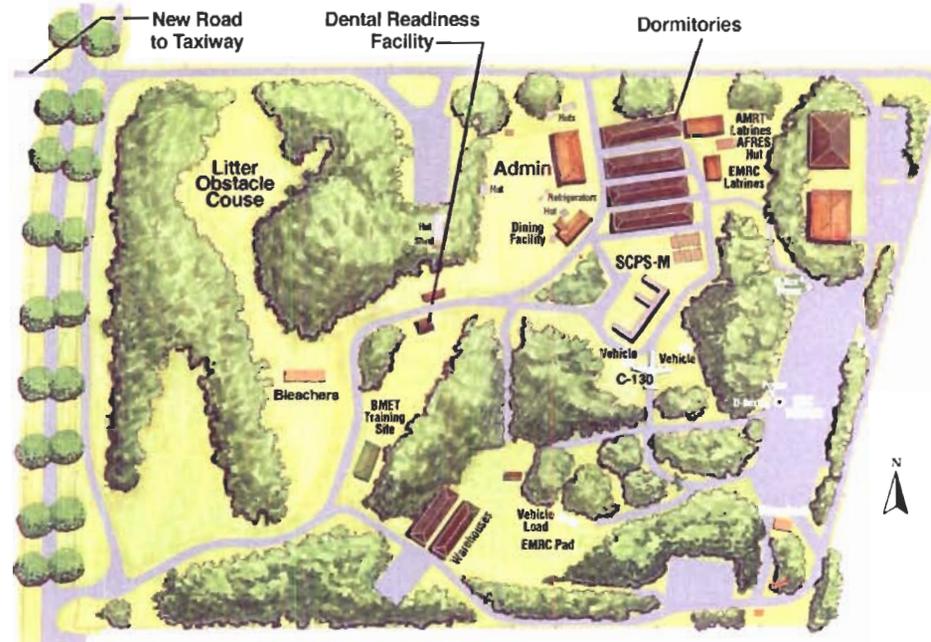
There are two unique medical training facilities at Sheppard that would need to be replicated if all initial medical training is consolidated at a single base. These include Sheppard’s fully operational Medical Readiness Training area and the newly built Bio Medical Equipment Training (BMET) center.

Medical Readiness Training Area - Sheppard’s 53-acre medical readiness site hosts AFRC (Air Force Reserve Components) and trains medical

¹³ GAO’s July 1, 2005 report - Analysis of DOD’s 2005 Selection Process and Recommendations for Base Closure and Realignment Appendix X Medical Joint Cross-Service Group - Page 202 & 203

“Sheppard has one-of-a-kind facilities designed specifically for Non Prior Service Students.”

officer/enlisted AFSCs in field operations and aeromedical evaluation. This one-of-a-kind facility includes concrete hardstands with tents and other buildings designed to serve as medical wards, operating theaters, and medical labs as well as messing and billeting designed to simulate field conditions. Most significantly, located right next to the shared airport, the Medical Readiness Training area allows practice in actual aeromedical evacuation by both helicopter and C-130 aircraft - closely duplicating field conditions. This is an already existing and very robust training area capable of preparing up to 4,921 students annually for simulating deployed or combat operating conditions.



53 -acre Medical Readiness Field Training

Bio Medical Equipment Technician training center (BMET) - The Army financed the \$5.0M “state-of-the-art” Bio Medical Equipment Technician training facility less than 5 years ago. The BMET course is regularly touted as the most challenging of the technical training conducted by the 882nd TRG. Prior to construction of the new single purpose training facility, the attrition rate for student throughput was an unacceptable 43.2%. The configuration of the old building impeded the high instructor/student interaction required for successful training. Since its completion in 2000, the new facility is believed to be responsible for the attrition rate falling to 26.8%. The course offers training in biomedical equipment repair, medical supply, medical administration, and healthcare administration skills for enlisted and officers. The facility has a maximum annual capacity of 8,460 students using two shifts.

Chapter II

Joint Strike Fighter (JSF) Maintenance Training Center of Excellence

Department of Defense Recommendations for the 2005 BRAC

The recommendations by the Education & Training Joint Cross-Service Group are to:

1. “Realign Luke Air Force Base, AZ; Sheppard AFB, Texas; Miramar Marine Corps Air Station, CA; Naval Station Oceana, VA; and NAS Pensacola, FL, by relocating instructor pilots, operations support personnel, Maintenance Instructors and equipment to Eglin AFB.”¹⁴
2. “Establish an initial joint training site for joint Air Force, Navy, and Marine Joint Strike Fighter training organization to teach aviators and maintenance technicians how to properly operate and maintain the new weapon system.”¹⁵
3. The Air Force and Navy agreed on the maintenance training course content: “Install and test Aircraft Systems Maintenance Trainers, Ejection System Maintenance Trainers, and Weapons Load Trainers, Install and test Pilot Egress Trainers, Desk Top Virtual Trainers, Cockpit Flight Simulators, and Full Mission Simulators.”¹⁶

“Sheppard
graduated 27,000
aircraft
maintainers in
2004.”

Community Views

We endorse the DOD recommendation to co-locate air crew and ground crew training at a single installation. However, after the initial proof of concept is completed and it has demonstrated the viability of the composite maintenance training concept (pilot and maintenance training co-located), **we propose centralizing maintenance training** for the second and third flying units at the current center of excellence for aircraft maintenance training, Sheppard Air Force Base.

Rationale #1 – Established Culture of Excellence in Training

Specialized Skill Training Subgroup ranked Sheppard’s Military Value for Initial Training the highest (63.06) of all installations reported. This is over 2 percentage points higher than the next training installation.¹⁷ Sheppard is considered a center of excellence for Skill Progression Training, and

¹⁴ Air Force Link – BRAC 2005

¹⁵ Ibid

¹⁶ Department of Navy Memo, Mar 26, 2003, JSF Initial Training Site, signed DAS Navy and Air Force

¹⁷ BRAC 2005 JCSG (E&T) Specialized Skills Training Sub-group

“Study shows 35% fewer wash-backs at Sheppard and students eliminated from the program are down 13%.”

Functional Training for officers and enlisted personnel.¹⁸ Creating and sustaining the skills, tools, techniques, and technology that are necessary for training personnel in a variety of technical skills cannot be easily recreated. Nor can the military value of having a high readiness level in education and training be understated. Therefore, the inherent value of having a base and a culture that has a history and know-how to train in a joint service environment should have intrinsic military value that did not appear to be considered by the BRAC process.

Rationale #2 – Sheppard AFB Already Conducts Aircraft Maintenance Training

Current aircraft related training includes: Aerospace ground equipment, Aerospace propulsion (turbine and turboprop), aircrew survival equipment, aircraft metals and body repair, aircraft structural maintenance and non-destructive body repair, aircraft and munitions maintenance officers training, apprentice crew chief training (joint and international), and armament systems. The skills necessary to address JSF maintenance training are already resident at Sheppard Air Force Base.

Rationale #3 – Sheppard AFB Excels at Student Throughput

As a training center of excellence, Sheppard has already invested in digital technology to enhance course presentations and acquired interactive digital courseware to include digital technical orders. Locally developed innovative course initiatives have resulted in a significant decrease in attritions and wash backs, thereby increasing throughput and military value by reducing training costs and getting soldiers to the field quicker. For example, the explosive ordnance course had a school attrition of 40% in June 2003. Through automation and six-sigma methodology, attrition is down 13% and there has been a 3% increase in grade point average. The Crew Chief Training Course wash back rate went down 35% and eliminations went down 13%.¹⁹

“Sheppard’s 20% available capacity shouldn’t go unused.”

Rationale #4 – Reduce Duplication and Save Money

Centralizing maintenance training for operational sites two and three at Sheppard, rather than following the initial model of co-location with pilot training, will avoid duplicating the infrastructure at the two future facilities thus reducing footprint, capitalizing on another opportunity for jointness and eliminating excess capacity. In 2004, Sheppard graduated 27,000 maintenance personnel. BRAC computations show that Sheppard has 20% excess capacity.

¹⁸ 360th, 361st and 362nd Training Squadrons’ Mission Brief, 6/22/2005

¹⁹ Streamlining the Combat Capability of Americas Air Force, Maj Cutris R. Hafer, 14 June 2003

Chapter III

Joint Strike Fighter (JSF) International Undergraduate Pilot Training

Department of Defense Recommendation for the 2005 BRAC

Realign Luke AFB, Sheppard AFB, Miramar MCAS, NAS Oceana, and NAS Pensacola by relocating instructor pilots, operations support personnel, maintenance instructors, maintenance technicians, and other associated personnel and equipment to Eglin AFB, FL.

Community Views

We endorse the E&T JCSG's recommendation for the JSF **initial** joint training concepts to be co-located as a way of increasing the military value and reducing infrastructure footprint.

Future Looking Recommendation

Sheppard's Euro-NATO Joint Jet Pilot Training has the distinction of being a center of excellence for undergraduate pilot training, as it has been for over 30 years. With that said, we recommend Sheppard AFB become the lead-in training base for all allied countries participating in the Joint Strike Fighter Program. We believe this should be a United States Government lead-in position as we start negotiations with our allied friends and neighbors. Such a move can only strengthen the global war on terrorism as we strengthen ties with allied nations.

Rationale #1 – Generous Available Capacity

The DOD determined that Sheppard AFB has capacity available to accommodate additional undergraduate pilot training students. BRAC Education and Training Joint-Cross Service Group Report says: "*Sheppard can accommodate additional growth. 12% excess runway capacity; 28 % special use aerospace; 25% excess ramp capacity.*" Additionally, ground training facilities were scored at 11.29 out of a possible 12.18, with only one facility scoring higher.²⁰

Air Force goals for 2005 BRAC are: maximize warfighting capability efficiently; transform the Air Force by realigning our infrastructure with future defense strategy; capitalize on opportunities for joint activity; and eliminate excess physical capacity to maximize operational capability.²¹ Utilizing the excess capacity at Sheppard will meet the objectives of the Air Force.

"Allied countries purchasing the JSF will require undergraduate pilot training."

"Sheppard's International Undergraduate Pilot Training has available capacity."

²⁰E&T JCSG, BRAC Report Volume, VI, JSF Military Value Scoring Results

²¹ HQ Air Force briefing "BRAC 101" 4 March 03

Rationale #2 – Joint Allied Training Enhances Warfighting

“Sheppard is best suited to implement ITRO’s ‘train-as-we-fight: jointly’ concept.”

The following statement was taken from Joint Strike Fighter Initial Joint Training Site Justification and illustrates DOD’s desire and intention to move toward Joint Service Training: *The joint basing arrangement will allow the Inter-service Training Review Organization (ITRO) process to establish a DOD baseline program in a consolidated/joint school with curricula that permit services latitude to preserve service unique culture and faculty and staff that brings a “Train as we fight; jointly” national perspective to the learning process.*

Currently, students at Sheppard fly 109 sorties in the T-38 aircraft as opposed to the 96 sorties in the T-38 at other undergraduate pilot training bases. This qualifies the student for fighter attack missions. The transfer of five T-6 and four T-38 aircraft from Moody AFB along with 51 military and two civilians will enhance Sheppard.²² This will make an already robust fighter lead-in syllabus even more robust in both Specialized Undergraduate Pilot Training and Introduction to Fighter Fundamentals.

Rationale #3 – Sheppard AFB is the Current Center of Excellence for United States and NATO Fighter Lead-in Training

“Sheppard’s international jointness enhances efforts to fight the global war on terrorism.”

The Euro-NATO Joint Jet Pilot Training Steering Committee meets twice per year. The Pentagon should use its considerable influence to persuade allied countries participating in the JSF program to conduct all lead-in training at Sheppard AFB. The 2004 report of the Secretary of the Air Force to Congress stated: *The dynamics of global events will drive the need to integrate DOD and interagency capabilities and, in most cases, those of coalition partners. Joint solutions are required to produce warfighting effects with the speed that the global war on terror demands.*²³ *JSF officials have had discussions with Germany, Israel, Italy, Turkey, and Singapore.* Sheppard AFB has demonstrated success in coalition training and this success should be leveraged to meet the objectives of the global war on terrorism.

²² Air Force Link BRAC – Sheppard AFB Realignment

²³ Secretary of the Air Force 2004 Report to Congress, p144

Chapter IV

Unmanned Aerial Vehicle Maintenance Center of Excellence

The Emerging Role of Unmanned Aerial Vehicles

The global war on terrorism has seen an increasing use of Unmanned Aerial Vehicles (UAV) for intelligence, surveillance, reconnaissance, and strike missions. In addition, the US Department of Homeland Security, Customs, and Border Protection have announced intentions to purchase UAVs. UAVs are providing situational awareness to battlefield commanders in near real-time thus decreasing the threat to troops and civilian personnel.

“Rapid growth in Unmanned Aerial Vehicles will require a robust maintenance training program.”

BRAC DIRECTIVE - In an August 30 letter to the military services, the BRAC 2005 Education & Training Joint Cross-Service Group (E&TJCSG) Flight Training Subgroup was given the lead to develop a discriminator matrix to discover the base most suited for UAV initial qualification training. The aim is to capture the criteria necessary to identify the optimal installation for UAV initial flight training.²⁴

Community Views

We support the consolidation of **initial flight training** for UAV mission crews. Crew integrity and coordination are critical because the UAV is a system of systems requiring 4 unmanned aerial vehicles, a ground control station, a satellite communications terminal and 55 personnel.

Future Looking Recommendation

Because of the fast-paced growth of UAVs forecast by the DOD, a substantial maintenance training center will need to come online in the very near future. Sheppard should become the Center of Excellence for Joint Unmanned Aerial Vehicles maintenance training.

Rationale #1 – Demonstrated Success Already

Sheppard Air Force Base is already performing maintenance on and rebuilding some Unmanned Aerial Vehicles. Because of the high cost of engines for maintenance training, Sheppard's 82nd Training Wing started a reclamation and refurbishment program out of the airframes of damaged Predators. As a result, maintenance training aids were developed at Sheppard and include four trainer systems and an instructor console control for troubleshooting maintenance scenarios. They developed working models as teaching aids for the internal systems including avionics, fuels, sensors, and flight controls. This has allowed

²⁴ Unmanned Aerial Vehicle Initial (UAV) Training Requirements, Charles S. Abell, Chairman, JCSG Education and Training, Aug 30, 2004

Sheppard to conduct UAV maintenance training in the classroom and at off-site locations through field training detachments.

“Sheppard should be DOD’s first choice for all UAV maintenance training.”

Rationale #2 – Fast-Paced Growth Makes Sheppard Right Choice

Sheppard has training courses in place today for both the Rotax reciprocal and turbine engines and the Rolls-Royce Allison turbofan engine. Already having the training courses in place for all engine types used on the Predator and Global Hawk will save money and time when standing up the proposed maintenance facility. The DOD is forecasting nearly 1,500 UAVs will be in service by 2009. This figure could well grow even faster if aerospace contractors are not impeded in their production efforts.²⁵ This rapid growth will put significant demands on the maintenance training required to support this mission.

Using the Secretary of Defense’s “Roadmap” dated March 2003, we have projected that by 2009 the Global Hawk will require 153 maintainers requiring an annual average of 40 students and 12 instructors. The Predator will require 1083 maintainers necessitating an annual average of 270 students and 79 instructors.²⁶

²⁵ Appendix D - Unmanned Aerial Vehicle Projected Growth

²⁶ Appendix E - Estimate UAV Maintenance Capacity Needs

Chapter V Economic Impact and Redevelopment Challenges

Department of Defense Estimated Impacts from the 2005 BRAC Recommendations

In total, the DOD recommendations forecast an estimated net loss of nearly 4,400 direct and indirect jobs. The Office of Economic Adjustment used 93,033 as the total number of jobs in the Wichita Falls area economy. The DOD estimates their recommendations will result in the loss of 4.7% of the area's jobs.

Net Number of Direct and Indirect Jobs Lost

	Mil	Stu	Civ	Sub- Total	DOD's Indirect	Total
Medical	(646)	(1,578)	(151)	(2,375)	(1,568)	(3,943)
JSF Maint.	(44)	(247)	(4)	(295)	(195)	(490)
Pilot Training	51	-	2	53	25	78
	(639)	(1,825)	(153)	(2,617)	(1,738)	(4,355)

SOURCE: meeting with Congressman Thornberry, June 1, 2005 - BRAC Estimate of Impacts by Economic Area

Community Views

We understand the assets left unused by the BRAC 2005 recommendations have a tremendous capital value. However, we believe the **best use of these assets is for cross-service NPS training.** The loss of almost 5.0% of our local economy will have a significantly negative impact on Wichita Falls, Burkburnett, and Iowa Park. These three communities cannot afford to lose this many jobs with a very limited prospect of replacing them.

“Sheppard may lose 4,364 jobs which is nearly 5.0% of the area's employment.”

Future Looking Considerations

Restrictions on interactions with NPS by civilians will prohibit any government dual reuse or a private sector reuse strategy as well. Therefore we respectfully ask the Department of Defense to give a very high priority to back-filling this space with incoming technical and aerospace training missions.

Rationale #1 – Significant Negative Impact

“Wichita Falls economy takes the 6th biggest blow of all bases closed or realigned.”

2005 BRAC Criteria #6 states that recommendations must take into consideration “*the economic impact on existing communities in the vicinity of the military installations.*” We found no measurement that was used by the DOD in determining how to differentiate between a negative economic impact and one that was so debilitating as to cause long-lasting, if not irreversible, harm to a local economy. However, using the direct and indirect employment calculations provided by the DOD, the greater Wichita Falls, TX area will experience the sixth (6th) most negative impact to its economy of all installations either closed or realigned under the DOD’s recommendations. While it is difficult to estimate the economic impact of non prior students to a local economy, we concede that it is less than that of a permanent party or that of an indirect job.

Rankings of Hardest Hit Economic Areas

Rank	Installation	Status	Total Jobs Lost	Eco. Impact Area	%
1	Cannon – Clovis, NM	Closed	-4,779	23,348	-20.5%
2	Sub Base - Norwich, CT	Closed	-15,813	168,620	-9.4%
3	Eielson - Fairbanks, AK	Realigned	-4,710	54,469	-8.6%
4	Grand Forks AFB - GF, ND	Realigned	-4,929	66,242	-7.4%
5	Texarkana, TX	Closed	-4,405	67,895	-6.5%
6	Sheppard AFB - Wichita Falls, TX	Realigned	-4,368	93,033	-4.7%
7	Fort Knox - Elizabethtown, KY	Realigned	-2,936	65,926	-4.5%

SOURCE: BRAC 2005 Closure and Realignment Impacts by Economic Area, Appendix B

The City of Wichita Falls’ economic development efforts have been relatively successful in recent years at creating many new direct and indirect jobs. However, even with these successes, the chart below shows we have only created 4,042 new jobs in the last 9 years. Most of these projects were the expansion of existing companies rather than the introduction of new entities.

This means that the DOD’s projection of 4,400 direct and indirect jobs lost will set the community’s economic growth back a minimum of 9 years.

Wichita Falls Project History 1997 to 2005

		Invest \$M	Direct Jobs	In-Direct Jobs	Total New Jobs
1997	James V. Allred	\$34.0	1000	500	1500
2000	ABB	\$2.5	27	0	27
2000	Budget	\$9.6	300	150	450
1998	BC & BS	\$0.9	68	34	102
1999	Cerbay	\$1.5	26	0	26
2000	Covercraft Ind.	\$1.5	100	0	100
2001	Cingular Wireless	\$22.5	720	350	1070
2001	Cryovac	\$15.0	53	73	126
2001	Magic Aire	\$1.0	15	15	30
2003	Pratt Whitney	\$5.0	49	50	99
2003	EMD	\$1.0	20	10	30
2004	Wichita Clutch	\$2.3	98	32	130
2004	Howmet	\$2.0	80	30	110
2004	Sharp Iron Inc.	\$1.5	52	20	72
2004	Cingular Wireless	\$0.0	60	20	80
2005	PPG Coater	\$40.0	50	40	90
GRAND TOTAL		\$140.3	2,718	1,324	4,042

SOURCE: *The Wichita Falls Board of Commerce and Industry*

Rationale #2 – No Private Sector or Government Dual Reuse is Likely

The DOD has invested nearly \$490 million in military construction and non-appropriated funds since the first BRAC round in 1988.²⁷

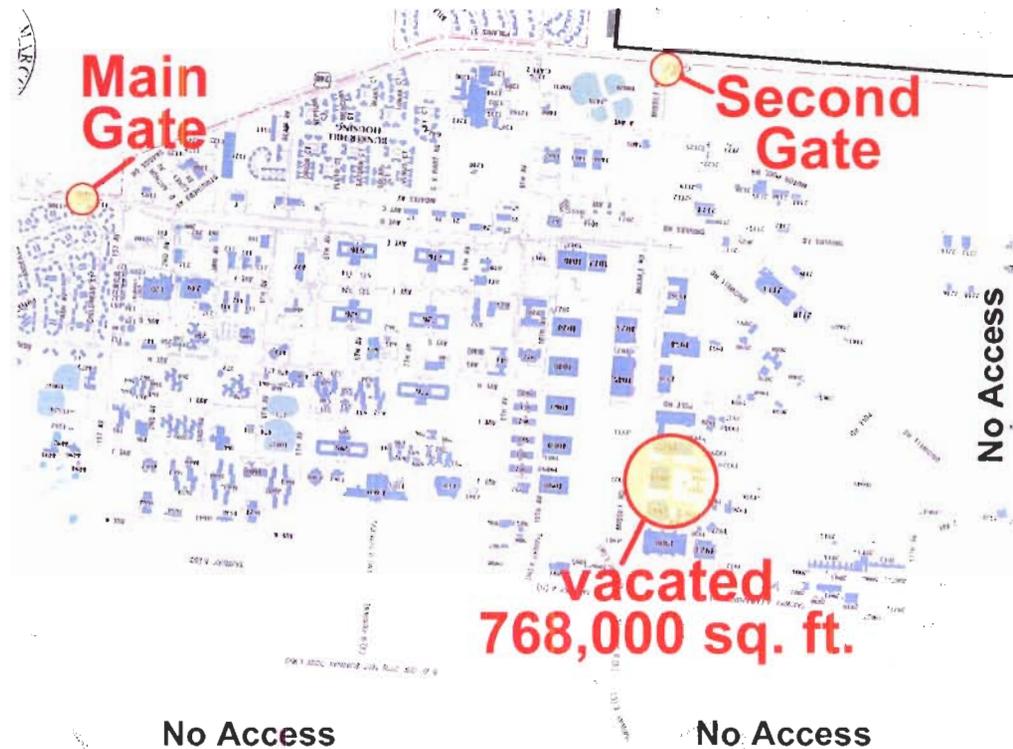
Following the closure or significant realignment of bases in the prior four BRAC rounds, significant evidence shows that creativity and entrepreneurship have paid off in the form of successfully redeveloping former military installations into a wide variety of new and better uses. The lynchpin for these projects has been allowing private sector developers access to the buildings and land vacated by the realignment or closure. Private sector re-development or government dual reuse will be impeded because these buildings are located at the epicenter of NPS operations at Sheppard.

The total building space that will be vacated by the proposed exit of the 882nd Training Group is estimated to be 768,000 square feet.²⁸ This state-of-the-art

²⁷ Annual Economic Impact Reports prepared by Sheppard AFB 1988 to 2004

“Redevelopment
of vacated
property is
not feasible.”

classroom space includes the Bio Medical Equipment Training (BMET) School that was built by the Army at a cost of \$5 million dollars, less than five years ago. The largest facility at Sheppard used by the medical training programs is currently undergoing a \$3.8 million renovation to improve the quality of NPS training. The 53 acres that are used for the Medical Readiness Program will still be needed to train all incoming warfighters in simulated battle conditions.



²⁸ OSD BRAC CLEARING HOUSE Tasker #0123 Mark Hamilton, Col USAF, BSC
Secretary MJCSG

APPENDIX



Appendix

- A. **Weighting of the Composite Medical Military Value Should Change** - Using the MJCSG's 1.1 Statement of Approach found in their Military Value Report, it is evident that consideration of sub-functions Healthcare Education & Training, Healthcare Services, and Medical/Dental Research, Development & Acquisition drove the decision process. The entire process of the MJCSG gave a disproportionate amount of weight to the Healthcare Services function as evidenced by Table 1 below and the fact that only one of the MJCSG's six sub-criteria dealt with the mission of training.

These three sub-functions were combined into a single military value score for each of the medical facilities being considered. Given the enormous resources and mission diversity of Healthcare Training across all services, we believe that relegating it to the same weight in the composite scoring formula as that of the Medical/Dental Research, Development and Acquisition appears inappropriate.

Table 1 Composite Medical Military Value Score

<u>Function</u>	<u>Weight</u>
Healthcare Education & Training	20%
Healthcare Services	60%
Medical/Dental Research, Development & Acquisition	20%

SOURCE: MJCSG Military Value Report, page 2

- B. **Phase I Medical Training Does Not Require a Hospital Nearby** – This statement has been confirmed by three sources:
- i. The Commander at Sheppard AFB (See Exhibit 3)
 - ii. Former 82 TRW/CC Brigadier General Kris Cook-USAF retired
 - iii. Former AETC Command Surgeon Col, Dr. Jackie Morgan-USAF retired (See Exhibit 4)

Congressman Mac Thornberry also requested confirmation of this statement in a set of questions he submitted to the OSD BRAC Clearinghouse following DOD's May 13th announcement to realign all medical training missions. Specifically, Congressman Thornberry asked: *"The Air Force currently breaks down their medical training into two phases. Does current Phase I training require access to hospitals and if so, what percent?"* The answer received from the BRAC Clearinghouse was: *"As with any training program, exposure to the real-world environment significantly enhances the training experience and student performance."* It should be noted that the question was not fully answered. However, when we asked the same question about Phase II training, the answer was *"Currently, 100% of Phase II training occurs in hospitals."* (See Exhibit 1)

Having established in Appendix A, through the use of the confirming statements found in Exhibits 3 & 4, that no Phase I basic medical training requires clinical activities nearby nor is medical training enhanced by being co-located near clinical activities, to have this flawed premise drive 60% of the decision on where to co-locate medical training is wrong.

C. **The MJCSG Sub-Criteria** - In addition to the eight criteria used to guide the entire 2005 BRAC process, the MJCSG formulated their own set of six sub-criteria and used them as the foundation for their recommendations. We believe the DOD recommendations regarding Phase I medical training deviate from at least three of the six sub-criteria. The three criteria in question are:²⁹

1. "Maximizing military value while reducing infrastructure footprint."
2. "Enhancing jointness by taking full advantage of commonalities in the Services' healthcare delivery methods; healthcare education and training; and medical/dental research, development and acquisition."
3. "Identifying and maximizing potential synergies gained from co-location or consolidation."

D. **Unmanned Aerial Vehicle Projected Growth** - The Air Force has an inventory of 60 Predator UAVs today and will base 18 of the Global Hawk UAVs at its main operating base, Beale AFB, CA in the near future. Additionally, the Air Force recently announced the center of excellence for the Predator at Creech AFB, Nevada. There are an additional 240 small and miniature UAVs (Pointer Raven, and Desert Hawk) being operated by the Air Force. The Army is operating an additional 600 UAVs and the Marines 150 UAVs. The Air Force also operates the high technology Global Hawk UAV.

The DOD's roadmap for growth of the UAV identified a requirement for 1,497 UAVs at a total life cycle cost of \$16.190B through FY09.³⁰ The intent is to coordinate UAV activity at all levels of war—tactical, operational, strategic—and provide a common structure for command and control. Historical data show 70% of the life cycle cost is from operations and maintenance (O&M). The Air Force's reduced total ownership cost models (R-TOC) show a minimum 10% reduction in O&M cost based on the quality and operational readiness of properly trained personnel.³¹ As reported by the E&TJCSG, Sheppard has the highest Military Value in Initial Training for aircraft maintenance training.

E. **Estimated UAV Maintenance Capacity Needs** - The Predator is powered by the Rotax 914 four-cylinder engine or the turbocharged Rotax 914 engine and costs \$4M each. The Global Hawk is powered by a Rolls-Royce Allison turbofan engine and costs between \$16M-\$20M each.

a. **CURRENT**

- i. **Global Hawk** - Maintaining the Global Hawk requires three maintenance technicians per unit. Assuming a current inventory of 18 units, this equates to the need for 54 maintainers throughout the Air Force today. We estimate that a

²⁹ The Medical Joint Cross-Service Report sub-criteria page 4

³⁰ OSD UAV Roadmap, 11 March 2003, page 20

³¹ Ibid

school for Global Hawk maintenance training would require three instructors to teach an annual average of 14 students.

- ii. **Predator** - Similarly, the Predator requires three maintenance technicians per four units or per "cell". Assuming an inventory of 20 units by 2006, this equates to the need for 15 maintainers throughout the Air Force. We estimate that a school for Predator maintenance would require three instructors.³²

b. FUTURE

- i. **Global Hawk** – Using the ratios established above, maintaining the Global Hawk for the future will require 153 maintainers assuming 51 units. This will equate to an annual average student load of 40 and 12 instructors.
- ii **Predator** – Maintaining the Predator for the future will require 1083 maintainers assuming 1,444 units. This will equate to an annual average student load of 270 students and 79 instructors.³³

³² OSD Unmanned Aerial Vehicle Roadmap, 11 March 2003, page 20

³³ Ibid



PERSONNEL AND
READINESS

OFFICE OF THE UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

MAY 26 2005

MEMORANDUM FOR OSD CLEARINGHOUSE

Subj: OSD BRAC CLEARING HOUSE TASKER #0123: BRAC QUESTION REGARDING
SHEPPARD AFB

Attached is the Education and Training Joint Cross Service Group response to the referenced query.

If you have any questions, please contact Mark Horn at the E&T JCSG Coordination Team, (703) 696-6435 ext. 287 or Mark.Horn@wso.whs.mil.

Nancy E. Weaver
Nancy E. Weaver
E&T JCSG Coordination Team

Attachment:

1. Response to Tasker #0123.DOC

Sheppard Air Force Base Questions

Assumptions

1. Please explain the assumptions used to determine:
 - a. Why the medical training mission was removed from Sheppard Air Force Base?
 - b. Why the JSF training mission was removed from Sheppard Air Force Base, especially since Sheppard is the Air Force Center of Excellence for aircraft maintenance training? OSD (AT&L) directed that the BRAC 2005 process select the Initial Joint Training Site for the Joint Strike Fighter (JSF). The Education and Training Joint Cross Service Group developed scenarios that located maintenance training and pilot training together and scenarios that located them separately to determine the most cost effective alternative. The scenario that achieved the greatest return on investment placed the maintenance training and pilot training for Air Force, Navy and Marines in the same location at Eglin AFB. Eglin AFB was selected because it best achieved the Service endorsed criteria for a JSF training base and had the highest military value.
 - c. Why only 51 military 2 civilians for pilot training billets from Moody Air Force Base were transferred to Sheppard? The only function that moves from Moody Air Force Base to Sheppard AFB is a small portion of the Introduction to Fighter Fundamentals (IFF) training program (A total of 25 pilot and weapons systems operator students). Because Sheppard AFB has contract maintenance, the military personnel who perform maintenance functions for these aircraft at Moody AFB will not move. Adjustments will be made to the maintenance contract at Sheppard AFB (COBRA analysis included a \$898K recurring cost at Sheppard for additional contract maintenance). DoD does not move contractors in BRAC scenarios; civilians refer only to government employees.
 - d. The Area's Economic Employment which is stated to be 93,033. The report says this number came from the 2002 Department of Commerce's Bureau of Economic Analysis (BEA). During 2002 the estimated Civilian Work Force was projected to be about 60,000 what accounts for the difference in population and which number most accurately reflects the actual population?

Medical Training (Answers to be provided by Medical JCSG)

2. Please be more specific on the following billets:

Medical Training

Current number of billets at Sheppard AFB

Military/Civilian/Students

Current billets filled at Sheppard AFB

Military/Civilian/Students

Annual break out of lost billets for 06/07/08/09/10/11

Military/Civilian/Students

3. Must all enlisted medical training be together, what about disciplines such as dental training?
4. What alterations are needed, including dorms, of existing facilities at Ft. Sam Houston? How much will this cost? Are those changes reflected in the FYDP?
5. What is the expected use of medical training facilities at Sheppard?
6. What are the ages, conditions, and construction costs of the facilities that will no longer be needed?
7. What is the effect on future Sheppard dorm expansion plans?
8. What are the phase-out plans for transferring permanent party personnel from Sheppard to Ft. Sam Houston?

Joint Strike Fighter Training

9. Please be more specific on the following billets:

Joint Strike Fighter Maintenance Training

Current billets at Sheppard AFB

Military/ Civilian/Students

There are currently no billets at Sheppard AFB to support JSF maintenance training

Current billets filled at Sheppard AFB

Military/Civilian/Students

(see above)

Annual break out of lost billets for 06/07/08/09/10/11

Military/Civilian/Students

The recommended scenario relocates the following billets from Sheppard AFB to Eglin AFB:

	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>Total</u>
Military	0	0	44	0	0	0	44
Students	0	0	18	40	116	73	247
Civilian	0	0	4	0	0	0	4
TOTAL	0	0	66	40	116	73	295

10. For permanent party personnel, how many are current jobs? How many were projected jobs?

All permanent party billets (i.e., non-students) that will move from Sheppard AFB to Eglin AFB will support the standup of the new JSF aviation maintenance training school. The reduction in personnel at Sheppard AFB will coincide with decreases in the aviation maintenance training loads for legacy aircraft as JSF aircraft come on line. **No projected positions are included. All positions identified for BRAC are based on the AF manpower program as of the 4th Quarter, 2003.**

11. When were JSF billets going to start being filled? How many were planned? How many JSF billets are for legacy systems?

The Department of Defense is scheduled to take delivery of the F-35 (JSF) beginning in 2008, at which time we will transfer the manpower required to implement the Joint Training Site concept. There will be a total of 811 positions required for the Joint Training Site. The positions will be realigned from Air Force and Navy bases, including Sheppard AFB, TX. These positions will not be used for legacy systems. All positions will be used to support JSF pilot and maintenance training.

12. Why group all JSF activities together at one location rather than group all aircraft maintenance training together at Sheppard Air Force Base?

OSD (AT&L) directed that the BRAC 2005 process select the Initial Joint Training Site for the Joint Strike Fighter (JSF). The Education and Training Joint Cross Service Group examined scenarios that located maintenance training and pilot training together and scenarios that located them separately. In the end, it was determined that an integrated training site that co-located JSF pilot and maintenance training for all services was the most cost effective solution. Eglin AFB was selected as the initial training site because it best achieved the Service endorsed criteria for a JSF training base and had the highest military value.

13. Was there a cross-services committee that reviewed aircraft maintenance and ground support training in the same manner as medical training? If we are creating a joint medical training center of excellence, would it be

possible to create a joint aircraft maintenance training center of excellence at Sheppard Air Force Base?

The Education and Training Joint Cross Service Group conducted analysis on the establishment of both a maintenance training center and a combined maintenance/pilot training center. As the result of their analysis, it was determined that an Initial Joint Training Site for USAF, USN, and USMC Joint Strike Fighter (JSF) training organizations to teach both aviators and maintenance technicians how to properly operate and maintain this new weapon system was the most efficient option. The Education and Training Joint Cross Service Group analyzed the implementation of this concept and found an ideal location based on the OSD-approved military value and capacity analysis models. Eglin AFB was found to be the most suitable installation to accommodate an initial training site for maintenance and JSF pilot training.

Fighter Pilot Training

14. What are the total numbers of pilot training billets at Moody Air Force Base?
2005 2006 2007 2008 2009 2010

- a. Military
- b. Civilian
- c. Student

Pilot Training Positions to be Realigned from Moody

	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>Total</u>
Officers	0	0	178	0	0	0	178
Enlisted	0	0	32	0	0	0	32
Students	0	0	180	0	0	0	180
Civilians	0	0	132	0	0	0	132
TOTAL	0	0	522	0	0	0	522

15. What are the plans to transfer this pilot training from Moody AFB to Sheppard AFB?

The recommended Undergraduate Pilot and Navigator Training Scenario relocates the Primary Phase of undergraduate pilot training out of Moody AFB to Columbus AFB, Laughlin AFB, and Vance AFB. It relocates the Introduction to Fighter Fundamentals training for Pilots out of Moody AFB to Columbus AFB, Laughlin AFB, Vance AFB, and Sheppard AFB. It relocates the Introduction to Fighter Fundamentals training for Weapons Systems Officers out of Moody AFB to Columbus AFB, Laughlin AFB, Vance AFB, and Sheppard AFB. It also relocates the Introduction to Fighter Fundamentals training for Instructor Pilots

out of Moody AFB to Randolph AFB. The scenario, which calls for moving 25 student billets (IFF training) from Moody AFB to Sheppard AFB, will require the relocation of 26 permanent party military billets and 2 permanent party civilian billets to Sheppard AFB. Air Education and Training Command will determine details for each of these moves through their site survey process.

Sheppard Air Force Base Capacity

16. Can Sheppard Air Force Base accommodate more pilot training missions?
- a. How many?
 - b. From what locations?

Results of the Flight Training subgroup capacity analysis showed that excess capacity exists at Sheppard AFB, specifically 12 percent excess in runway capacity, 28 percent in special-use-airspace capacity, and 25 percent excess in ramp capacity. (Excess capacity accounts for a 20 percent increase in current requirements as a hedge against potential surge increases in production requirements). Although the ability to accommodate more pilot training missions depends on having available capacity, decisions to realign these missions also depends on other factors such as aircraft and training type, sortie requirements, airspace needs, air traffic system support of mission requirements, environmental analysis, ramp and maintenance requirements, unique aircraft needs, fire support availability, housing, support requirements, classroom and simulator space, ops facility needs, and officer/enlisted, active, reserve, guard, US, NATO, foreign mix.

Capacity data from data calls will be available at www.defenselink.mil/brac once OSD completes its security review of the database.

17. Are there any aircraft maintenance training jobs being performed at other locations?

- a. What locations?

Besides Sheppard, locations include Aberdeen Proving Grounds, Aviano (Italy), Barksdale, Beale, Cannon, Charleston, Davis-Monthan, Dover, Dyess, Edwards, Eglin, Eielson, Elmendorf, Fairchild, Ft Eustis, Grand Forks, Hill, Holloman, Kadena (Japan), Hurlburt, Keesler, Kirtland, Lackland, Lakenheath (UK), Langley, Little Rock, Luke, McChord, McConnell, McGuire, Mildenhall (UK), Minot, Misawa, Moody, Mountain Home, Nellis, New River MCAS, Offutt, Pensacola, Pope, Ramstein (Germany), Robins, Seymour-Johnson, Shaw, Tinker, Travis, Tyndall, Whiteman, Yokota (Japan).

- b. How many billets?

FY06 student throughput is programmed at 36,000. Note: one student may be included multiple times in the throughput total because they

attend multiple courses. Permanent party billets include 996 military and 63 civilian.

c. What is the rationale for not consolidating them at Sheppard Air Force Base?

DoD Base Closure and Realignment Report and the Air Force Analysis and Recommendations BRAC 2005 provide justification and impacts of all of the Secretary of Defense's recommendations. Also, the Field Training Detachments are located at user bases to provide maintenance training tailored to their specific aircraft needs. Consolidating FTDs at Sheppard would be impractical from both a training and operational perspective.

d. What is the rationale for consolidation at Sheppard Air Force Base?

See answer to 17c above.

18. What is being done to expand ENJJPT Training to new or non-NATO countries?

ENJJPT routinely invites new countries to attend semi-annual Steering Committee Meetings at which the countries learn (in detail) what ENJJPT has to offer. It is then up to the individual countries to pursue participation within their resource capability. Non-NATO participation is not normal but there is consideration for inclusion on a case-by-case basis.

19. What additional missions could Sheppard AFB assume in the future, based on its core competencies and future joint training needs of the services?

As with pilot training, consideration of Sheppard AFB for additional missions would depend on what type of training and would require specific mission requirements and detailed site surveys. Variables include but are not limited to training type, facility needs, environmental analysis, unique training needs, housing, dorms, support requirements, classroom space, special tech training requirements, ops facility needs, and mix of students.



DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON, DC

May 26, 2005

MEMORANDUM FOR OSD BRAC CLEARINGHOUSE

FROM: 1420 Air Force Pentagon
Washington, DC 20330-1420

SUBJECT: OSD BRAC CLEARING HOUSE Tasker #0123: BRAC Questions regarding
Sheppard Air Force Base

Attached is the Medical Joint Cross Service Group response to the referenced query.

If you have any questions, please contact me at (703) 692-6990 or
mark.hamilton@pentagon.af.mil.

A handwritten signature in black ink that reads "Mark A. Hamilton".

MARK A. HAMILTON, COL, USAF, BSC
Secretary
Medical Joint Cross Service Group

Attachments:

1. Response to Query

Query:

- Why the medical training mission was removed from Sheppard Air Force Base?

Answer: The consolidation of all medical/dental enlisted basic and advanced training at Ft Sam Houston was created to address current mission requirements and achieve scale efficiencies. Utilization and assignment of medical personnel in theatre has expanded beyond single service requirements, i.e. Army Medic may be attached to the Marines or an AF medic to an Army unit. At the same time, the amount of Service-unique knowledge is only a portion of the didactic training. This suggests that consolidation of basic enlisted training would allow an increase in interoperability and intraoperability through standardization. Fort Sam Houston was selected because they had sufficient excess capacity and buildable acreage, a nearby field training site (Camp Bullis), and a large clinical capacity at Brooke Medical Center and Wilford Hall. For most of the advanced training, the didactic portion will be accomplished at Ft. Sam Houston, while the Phase II training will continue at hospitals throughout the military healthcare system. As a part of this recommendation, the limited amount of medical officer training at Sheppard AFB was also moved to Ft Sam Houston as well.

Medical Training

- Current number of billets at Sheppard AFB Military/Civilian/Students.

Answer: Sheppard AFB has 553 military and 81 civilians supporting the 1,578 medical trainees.

- Current billets filled at Sheppard AFB Military/Civilian/Students - AF Answer
- Annual break out of lost billets for 06/07/08/09/10/11 Military/Civilian/Students

Answer: The final schedule for the realignment of personnel will be developed during the implementation of this recommendation, if approved. The Medical JCSG analysis suggests that 478 Military and 66 civilian billets would be realigned to Ft Sam Houston TX in 2009 along with all of the 1,578 medical students. Seventy-five military and 15 civilian positions that support the medical training mission would be eliminated due to consolidation efficiencies gained by moving to one location. The Air Force also identified 93 military and 73 civilian base operating support positions that would be eliminated with this action.

- Must all enlisted medical training be together, what about disciplines such as dental training?

Answer: Ultimately, separate training will not fully prepare our medical enlisted forces for the operational environment that they will face in a 21st Century military that emphasizes joint operations. Separating pieces of the whole will also negatively affect the synergistic effects of collocating medical and dental enlisted training. Additionally, separating pieces of the whole will reduce efficiency cost savings by incurring additional overhead and admin support to operate at different locations.

- What alterations are needed, including dorms, of existing facilities at Ft. Sam Houston? How much will this cost? Are those changes reflected in the FYDP?

Answer: The Medical recommendations, if approved, include \$253 million for MILCON to construct academic instruction facilities, student barracks and dining facilities to accommodate the increased students and staffing from not only Sheppard AFB but also the Navy medical training sites at Great Lakes, Portsmouth, and San Diego that would realign to Ft Sam Houston.

- What is the expected use of medical training facilities at Sheppard? -

The Air Force would determine the future use of medical training facilities if the BRAC recommendations are approved

- What are the ages, conditions, and construction costs of the facilities that will no longer be needed?

Answer: The Air Force identified 768,000 SF of facilities at Sheppard that directly support the medical training mission. Medical JCSG has no visibility onto the capital costs, ages, etc of these buildings.

- What are the phase-out plans for transferring permanent party personnel from Sheppard to Ft. Sam Houston?

Answer: The actual plan for the relocation of the personnel would be finalized during the implementation of this recommendation, if approved. The Medical JCSG analysis suggests that the personnel will relocate to Ft Sam Houston in Fiscal Year 2009.

29 Jun 2005

Inquiry Response

Re: CT-0365/BI-0062

Requester: Rep. Thornberry's Office

Sheppard Air Force Base BRAC Questions

JOINT STRIKE FIGHTER:

On page 8 of the Capacity Analysis Report to the Infrastructure Steering Group, dated April 20, 2005, attached to the Base Closure and Realignment Report by the Education & Training Joint Cross-Service Group, it lists Sheppard AFB as "Treaty Limited." Page 9 then indicates that the Services requested that Sheppard be evaluated for the JSF Initial Training Sites.

Question: Please provide specifically what provisions of which treaty are referenced.

Answer: The term "Treaty Limited" refers to the Euro-NATO Joint Jet Pilot Training (ENJJPT) program presently at Sheppard. ENJJPT is unique when compared to other pilot training programs studied by E&T JCSG (make-up of its syllabus, fleet of aircraft, and facilities are governed by a Multi-nation Steering Committee comprised of senior leaders from Nations in the North Atlantic Treaty Organization (NATO)). Member Nations share the cost to train pilot candidates for duty in their Nation's jet/fighter aircraft. Nevertheless, to treat all undergraduate flight training programs at US-owned installations fairly/equally, E&T JCSG explored various options that would combine like assets to include dispersing/moving elements (primary and advanced stages of pilot training) of ENJJPT to join units at traditional flight training bases. If this option proved feasible (it didn't), the Services requested E&T JCSG to determine whether or not Sheppard AFB had facilities necessary for it to host the Joint Strike Fighter's first-ever training unit. E&T JCSG determined that splitting elements of Sheppard's ENJJPT program would most likely violate provisions of the Memorandum of Agreement between NATO Allies who participate in ENJJPT so the enabling stage to place JSF at Sheppard was determined infeasible.

Question: Explain fully how those provisions affect Sheppard's ability to be considered for this or some other mission.

Answer: The cost sharing provision and syllabus for undergraduate training at Sheppard have created a multi-national program unparalleled by any other program in the world. In fact, the USAF is exploring alternatives that would

permit other Nations to join the program now reserved for NATO allies. The well-established international training program at Sheppard, if opened to other nations, will advance the direct and indirect benefits of partnering with emerging democratic nations much as it benefited the partnership USA has enjoyed with NATO Allies.

Page 20 of Volume VI of the Base Closure and Realignment Report by the Education and Training Joint Cross-Service Group states, "This recommendation establishes Eglin Air Force Base, FL as an Initial Joint Training Site that teaches entry-level aviators and maintenance technicians how to safely operate and maintain the new Joint Strike Fighter (JSF) (F-35) aircraft. The Department is scheduled to take delivery of the F-35 beginning in 2008."

Question: What is meant by the "Initial Joint Training Site?"

Answer: "Initial Joint Training Site" has two meanings. It refers to the first of as many as three separate sites that will host the Joint Strike Fighter Training mission. It also refers to the first mission-related training a new-hire receives after he/she enters the JSF career field. Maintenance technicians with many years of service but no experience on JSF aircraft shall receive "initial" training just as young technicians who just enter active duty will receive "initial" training when assigned to JSF duty.

Question: How long is "Initial?"

Answer: The training syllabus for the Joint Strike Fighter is still under development, but typical training of this type varies from a few weeks for refresher training for experienced operators to approximately one year for inexperienced students. Initial training will continue throughout the life of the JSF (as it does for any aircraft).

Question: Where will aviators and maintenance technicians be trained after the "Initial" period?

Answer: Once pilots or maintenance personnel receive initial training for the Joint Strike Fighter, they are typically assigned to operational squadrons where they will continue their training to obtain advanced qualifications.

Question: Is delivery of the F-35 still expected to begin in 2008?

Answer: Systems Development and Demonstrate aircraft will be delivered by 2008.

Question: If delivery is delayed, as recent news reports indicate, how will this recommendation be affected?

Answer: If delivery of JSF is delayed beyond the BRAC implementation window, units at Eglin AFB may continue their present day missions. Because Eglin AFB has been identified as the base best suited to stand up the JSF training mission, no other BRAC recommendations were made to change the mission of the base.

Question: What is the cost or savings of consolidating all "Initial" maintenance training for JSF at one site?

Answer: The COBRA data (which shows the costs and savings) is posted on the DefenseLink website for each of the various scenarios.

<http://www.defenselink.mil/brac/>

Question: According to page 66 of the minutes from the September 30, 2004 meeting of the Air Force Base Closure Executive Group, in August 2001, Chief of Staff of the Air Force approved Air Force basing and training concept for the JSF. But the long term Air Force vision is for three training wings (2 flying at separate locations) and one maintenance training wing at Sheppard AFB. Is this basing and training concept still valid?

Answer: Perhaps, the BRAC charter was to explore all basing options for the operations and maintenance functions necessary to accommodate the JSF flight training program. Eglin emerged as the installation best suited to accommodate the mission as the Services forecast that mission today. Significant changes to the aircraft or mission would most certainly earn a re-look to make sure Eglin is still the "best in show" for all bases that could support flight and maintenance training. Further, once the fleet of aircraft on board justifies adding additional training sites/bases (original forecast would "earn" as many as 3 training units ... changes to the number of aircraft services will purchase could increase or decrease this requirement), the services should examine the many factors involved to determine if coupling maintenance and flight training at the same location is in the best interest of the Nation.

In the minutes of the January 27, 2005, meeting of the Education & Training Joint Cross-Service Group, the Specialized Skill Training Subgroup "deactivated" the scenarios, which would have created JSF Maintenance Training Centers at Sheppard AFB or NAS Pensacola.

Question: Why were these scenarios "deactivated?"

Answer: When E&T JCSG tasked the Specialized Skill Training Subgroup to cost three competing scenarios (consolidated JSF Maintenance Training Center at Sheppard AFB, consolidated JSF Maintenance Training Center at NAS Pensacola, or initial Maintenance Training Center at Eglin AFB (first of three possible ITCs with an MTC at each location); E&T JCSG appeared to be under the understanding that it had the latitude to determine whether the JSF training organization would consist of Integrated Training Centers (three possible with a Flight Training Center and Maintenance Training Center at each location) or separate Integrated Flight Training Centers with one consolidated Maintenance Training Center at another location. However following higher-level OSD clarification (based upon Mr. Aldrich memo), the tasker was limited to selecting the initial site for the JSF. As a result, E&T JCSG directed the MTC scenarios for the JSF be deactivated.

Question: What is the cost savings or expense of those options?

Answer: The COBRA data is posted on the DefenseLink website for each of the various scenarios. Please note the ITC scenario (maintenance portion) cannot be compared to the two MTC scenarios (Pensacola and Sheppard) because the underlying training concepts are dissimilar (contractor provided training at three possible ITC locations vice service provided training at one consolidated MTC).

Question: Please explain the minutes of the January 26, 2005, meeting which states, "The ITC v. MTC is a training organizational construct issue rather than a cost issue."

Answer: Comment proposed to E&T JCSG that the organizational structure (ITC versus MTC) was an institutional policy decision the Services should make before the E&T JCSG could proceed with analysis for a BRAC recommendation, and emphasized that cost data comparing dissimilar concepts was not recommended. As a result of further discussions, OSD clarified the original JSF tasking and the E&T JCSG directed that the JSF MTC scenarios (Pensacola and Sheppard) be deactivated.

Regarding the purchase of the JSF aircraft by other nations:

Question: What other nations are expected to purchase JSF aircraft?

Answer: Currently the United Kingdom has committed to purchasing 150 aircraft. Other nations participating in the development program that are expected to purchase JSF aircraft are Norway, Netherlands, Denmark, Italy, Turkey, Canada and Australia

Question: How many planes are other countries expected to buy?

Answer: Like the F-16 program, other countries could purchase JSF aircraft but they are not participating in the on-going development program. These countries will mostly likely make their purchase through the Foreign Military Sales program. Lockheed has estimated that other nations could purchase an additional 2,000 aircraft. Suggest SAF/IA provided a more current picture of international participation.

Question: Where will maintenance training for those other nations take place?

Answer: The location for other nations' maintenance training is not finalized. Expectations are nations will request their initial instructor cadre be trained in the U.S. with long-term maintenance training in their country. At this time only the United Kingdom has committed to purchasing JSF aircraft and they plan to train in the U.S. until approximately 2014 when they will standup their own Training Center. Some nations have expressed the desire to have Training Centers closer to home to minimize travel costs associated with U.S. Training Centers. Australia and Turkey are currently evaluating having a training Center in country. Another possibility is a European Training Center.

Question: Where will pilot training for the other nations take place?

Answer: The location for other nations' pilot training is not finalized. At this time only the United Kingdom has committed to purchasing JSF aircraft and they plan to train in the U.S. until approximately 2014 when they will standup their own Training Center. Expectations are some nations will request their initial instructor cadre be trained in the U.S. with long-term pilot training in their country. Other nations indicate they may desire long-term pilot training in the U.S.

Question: Do those sites have experience in international training?

Answer: BRAC recommended Eglin AFB as the initial training site and currently there is not a school house training mission there. However, Air Education and Training Command has vast experience in both pilot and maintenance international training. Once the JSF training Center at Elgin is opened the schoolhouse will instructors and staff experienced in international training.

Question: Is there any provision of any contract with any company which stipulates that initial or subsequent training of entry-level aviators and maintenance technicians will be conducted at a single site?

Answer: Today only the System Development and Demonstration contract with Lockheed Martin exists. This contract addresses only the initial training center where both pilot and maintenance training will be conducted. When approved production and sustainment contracts will be award addressing follow-on training centers. Base on the current projections, a minimum of three U.S. training sites will be required to support training requirements. The concept for the additional sites is not finalized. They follow the concept of integrated training (pilot and maintainers at the same location) or they may be Pilot Training Centers and a Maintenance Training Center at separate locations.

MEDICAL/DENTAL TRAINING: This recommendation will result in reduced infrastructure and excess system capacity. In addition, the development of a joint training center will result in standardized training for medical enlisted specialties enhancing interoperability and joint deployability. Co-location of medical enlisted training with related military clinical activities of the San Antonio Regional Medical Center at Brooke Army Medical Center, Fort Sam Houston TX, provides increased opportunities to bring clinical insight, both practical and faculty, into the real-time training environment. As a result, both the healthcare delivery and training experiences are enhanced.

The Medical JCSG used certified data through the capacity data call, military value data call, and the scenario development data call to obtain certified responses for each recommendation. The certification process was overseen by the DoD Inspector General and the Government Accounting Office.

Question: Do medical and dental students currently attend the same classes?

Answer: This was a level of detail not examined during the FY05 BRAC data calls. During implementation, if the recommendation is approved, the finalization of a joint curriculum will be accomplished.

Question: Are there any reasons that enlisted medical and dental training must be conducted at the same site?

Answer: Yes. The MJCSG's intent was to collocate of all medical enlisted training programs. Thus, laying the foundation for transition to a joint program and enhancing interoperability of all three Services and reducing long-term costs.

Question: What is the cost or savings of consolidating only the dental training mission at Ft. Sam Houston?

Answer: Initially, the MJCSG explored collocation of selected training programs. However, it was the military judgment of the MJCSG, that the collocation of all medical basic and specialty training would provide the best overall solution for the Department.

Question: Was Sheppard or any other site considered for conducting only dental training?

Answer: Same as above.

Question: As a result of consolidation, will the overall training concept for medical curricula change? Have all Services agreed to one medical curriculum so that efficiency savings can be achieved? If so, what is the plan to implement the new curricula?

Answer: Decisions regarding the curricula were not within the scope of the MJCSG BRAC 2005 process. The senior medical leadership of the Medical JCSG anticipates that a joint medical training program will be developed that will allow flexibility for the inclusion of Service specific training. The details will be developed during implementation.

Question: The Air Force currently breaks down their medical training into two phases. Does current phase I training require access to hospitals?

What percentage of current phase I training curriculum is enhanced by gaining access to a hospital.

Answer: As with any training program, exposure to the real-world environment significantly enhances the training experience and student performance.

Question: Will phase I training be modified to include additional training in hospitals? If so what percentage of the training will occur in hospitals?

Answer: These details will be determined in execution/implementation of the recommendation.

Question: What percentage of current phase II training is occurs in hospitals?

Answer: Currently 100% of Phase II training occurs in hospitals.

Question: What percentage of current phase II training curriculum is enhanced by gaining access to a hospital?

Answer: All Phase II training is accomplished in a hospital.

Question: Will phase II training continue to be performed at bases throughout the country, or will it all be conducted at Fort Sam Houston?

Answer: These details will be determined in execution/implementation of the recommendation.

Question: If additional training days will be incorporated into the new program at Fort Sam Houston, does the estimate of \$253 million in MILCON expenditures take into consideration the increased number of berthing, dining, and classroom capacities that will be required above those allocated at the current installations to accommodate this elongation of the training process?

Answer: Yes. The MILCON estimate provides increased academic training space and support facilities, such as berthing and dining, to accommodate the additional students.

Question: How many Permanent Party Military, Civilians, and Students will be moved from other bases to Fort Sam Houston?

Answer:

	<u>PP Mil</u>	<u>Civilian</u>	<u>Student</u>
Sheppard	478	66	1,578
Great Lakes	145	10	1,700
Portsmouth	97	10	350
San Diego	223	25	1,337

Question: How many enlisted medical students from each of the services are being trained at Sheppard, Great Lakes, San Diego, Portsmouth, and Ft. Sam Houston?

Answer: The BRAC data calls did not specify students by Service. The total numbers are provided in Question 7.

Question: How many enlisted dental students from each of the services are being trained at Sheppard, Great Lakes, San Diego, Portsmouth, and Ft. Sam Houston?

Answer: The BRAC data calls did not specify students by Service. The total numbers are provided below. These numbers represent the student throughput for the bases listed and are not adjusted for the length of the courses.

	<u>Students/Year</u>
Sheppard	1235
San Diego	51

Ft Sam Houston	416
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Question: What is the timing of relocating Medical Training to Fort Sam Houston by Installation?

Answer:

	<u>Year Planned</u>
Sheppard	2009
Great Lakes	2009
Portsmouth	2009
San Diego	2009

BILLETS AND ECONOMIC IMPACT: (Please ensure coordination between OSD and Air Force.)

In a memorandum for OSD BRAC Clearinghouse. From 1420 Air Force Pentagon. Re OSD BRAC Clearinghouse Tasker #0123: BRAC Question Regarding Sheppard AFB, it states:

“Seventy-five military and 15 civilian positions that support the medical training mission would be eliminated due to consolidation efficiencies gained by moving to one location. The Air Force also identified 93 military and 73 civilian base operating support positions that would be eliminated with this action.”

Question: Detail the 75 military and 15 civilian positions that support Sheppard’s medical training mission and would be eliminated.

Answer: The 75 military positions would consist of 12 officers and 63 enlisted positions. This was based on a savings from consolidation of 10% of the instructor staff and 20% of the support staff. The instructor staff savings included 4 officers, 32 enlisted, and 1 civilian. The support staff savings included 8 officers, 31 enlisted, and 14 civilians. The savings for consolidation was consistent with similar savings developed by the Education and Training Joint Cross Service Group.

Question: When would those positions be eliminated?

Answer: The positions were scheduled for elimination in FY09 to coincide with the relocation to Ft Sam Houston. Final determinations will be developed in the implementation of this recommendation, if approved.

Question: Specifically identify each of the 93 military and 73 civilian base operating support positions that would be eliminated.

Answer: The BOS positions will be specifically identified at the MAJCOM level during the execution of the realignment action

Question: How were these positions identified?

Answer: Reference question 1.c., the positions have not yet been identified.

Question: When would each be eliminated?

Answer: The positions were scheduled for elimination in FY09 to coincide with the relocation to Ft Sam Houston. Final determinations will be developed in the implementation of this recommendation, if approved.

Question: In order to eliminate those base operating support positions, how many instructors, students, and other personnel, were assumed to be present throughout the entire base?

Answer: The number of BOS positions that are realigned is determined by the number of mission positions that are realigned, not by the number of mission positions that will remain.

Question: If no specific positions have been identified for elimination, who made this estimate and how were these numbers calculated?

Answer: The estimate for the BOS positions was made by AF/DPM. A standard 8% BOS factor (from AFI 38-201) was applied to the number of positions being realigned from Sheppard to determine the support tail that should be realigned as well.

Question: In calculating the estimated economic impact from reductions in positions at Sheppard AFB, what formula or other calculations were used in estimating the economic consequences from a loss of :

- a. Permanent party military billets?
- b. Civilian positions?
- c. Student billets?

Answer: Economic impact for all BRAC actions, measured in terms of total potential job change, was estimated using the Economic Impact Tool (EIT) developed by Booz-Allen, Hamilton for the Secretary of Defense. The estimating methodology is detailed in the Economic Impact Joint Process Action Team Report available on the DoD BRAC webpage at:

http://www.defenselink.mil/brac/minutes/brac_action.html

FOR AIR FORCE:

Question: If the Medical Joint Cross-Service Group recommendation is implemented and the 768,000 square feet of space is vacated at Sheppard AFB, what does the Air Force intend to do with that space?

Answer: To determine the best future use of this space, the Air Force will evaluate space vacated by the Medical JCSG recommendation during the site survey process based on: (1) current and/or future mission requirements; (2) condition and location(s) of the space; and (3) economic feasibility to re-utilize the space for current and/or future mission requirements. Depending on these

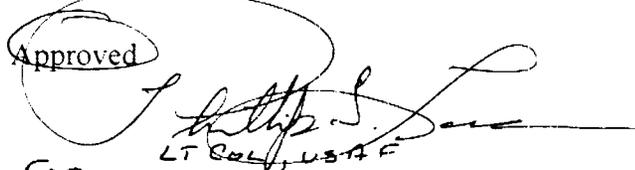
factors, the Air Force will determine if the vacated space should be excessed, demolished, or remain within the Air Force real property portfolio.

Question: Please provide an unclassified disk with all available information pertaining to Sheppard AFB.

Answer: All available data for Sheppard AFB may be accessed through the following websites:

<http://www.defenselink.mil/brac/>

<http://www.brac.gov/>

Approved 

FOR
DAVID L. JOHANSEN, Lt Col, USAF
Chief, Base Realignment and Closure Division

Exhibit 3 Response to 3rd round of questions asked by Tim Chase
received 7/7/2005

882 TRC

Flight Name	Acft Main (Yes/No)	Briefly describe training program	How many auth in flight (billets)	Current student throughput (resident training only)	Maximum capacity for students throughput (based on 2-shift Operation)	Average cost per student. (AETC/FM will provide answer)	Note: Data on Phase I and Phase II training in this document does not address the supplemental and lateral training that is conducted at various locations other than Sheppard. Included are: J5ALO4J032A 000; Orthodontic Apprentice; J5AZA4B951 001, Allergy/Immunology Technician; J5ALN4N031B 000, Neurology Technician; J5ALN4N131B 000, Urology Surgical Service Technician; J5ALA4N131C 000, Orthopedic Surgical Apprentice; J5OLO46S1 001, Operating Room Nursing; J5ALN4N131D 000, Otolaryngology Surgical Service Techniciau; J5ABD4T032 001, Histopathology Apprentice; J5ABA4T033 001, Cytotechnology Apprentice; J5ALN4R031A 000, Nuclear Medicine; J5ALO4R031A 000, Nuclear Medicine. Note: Question 1a. For each flight that had Phase I and Phase II training, we calculated the percentage of students who had graduated from Phase I and Phase II training using total grads in each flight; therefore, the percentages in the two columns will not add up to 100%. The rest of the students in the flight attended other courses that are not considered Phase I or Phase II, such as basic initial skills training (enlisted and officer)			
Stan/Eval	No		11							
Overhead/Staff	No		8							

882 TRSS										
Operations Flight	No		11							
Resources	No		23							
Medical Information Systems Flight	No		31							
Overhead/Staff	No		3							

381 TRS

Flight Name	Acft Main (Yes/No)	Briefly describe training program	How many auth in flight (billets)	Current student throughput for flight (resident training only)	Maximum capacity for students throughput (based on 2-shift Operation)	Average cost per student. (AETC/FM will provide answer)	Percentage of students in Phase I training. Question 1a	Percentage of students in Phase II training. Question 1a	Do students interact with patients in Phase I? YES/NO Question 1b	Phase II Training Location Question 2
Dental Training	No	Provides basic and advanced training for dental assistants and dental laboratory technicians	42	1,019	3,532		N/A	N/A	N/A	N/A
Medical Readiness Training	No	Provides basic and advanced skills required to prepare personnel for deployment to hostile or humanitarian environments	37	1,526	4,921					
Overhead/Staff	No		19				0.47%	0.54%		N/A

382 TRS

Flight Name	Acft Main (Yes/No)	Briefly describe training program	How many auth in flight (billets)	Current student throughput for flight (resident training only)	Maximum capacity for students throughput (based on 2-shift Operation)	Average cost per student. (AETC/FM will provide answer)	Percentage of students in Phase I training. Question 1a	Percentage of students in Phase II training. Question 1a	Do students interact with patients in Phase I? YES/NO Question 1b	Phase II Training Location Question 2
Ancillary Support	No	Basic and advanced training for pharmacy, diagnostic imaging, ultrasound, medical laboratory, diet therapy, and physical therapy enlisted personnel.	56	1,003	4,210		30.46%	31.65%	No	4P0 Phar - Keesler and Lackland; 4R0 Radiology - AF Academy, Eglin, Keesler, Lackland, Luke, Nellis, Offutt, Scott, Sheppard, Travis, and Wright-Patterson; 4R031B Diag Ultra - Keesler, Lackland, Travis, and Wright-Patterson; 4R031A Nuc Med - Portsmouth; 4T0 Med Lab - Andrews, Eglin, Keesler, Lackland, Langley, Luke, MacDill, Nellis Offutt, Scott, Sheppard, Travis, and Wright-Patterson

Notes: 1) Maximum capacity for students throughput was constrained by Phase II sites in some courses. 2) Manpower authorization was not considered a constraint for calculating maximum capacity for students—only facilities and equipment. 3) Current student throughput numbers are actual FY 04 graduates (Airmen and Officers) for all courses taught at Sheppard AFB—does not include locations outside of Sheppard. 4) Flight authorizations include staff and instructor positions.

Exhibit 4

Brigadier General Kris Cook ret. Discussion on Phase I and Phase II training

From: Kris Cook [kris@theftc.org]

Sent: Friday, July 08, 2005 2:51 PM

To: Tim Chase; John Phillips

Subject: Phase 1 and Phase 2 Enlisted Medical Training Concepts

Tim,

Please forward to Kay and Darrell.

For Kay's presentation, in researching info for this e-mail, I found information on the field training site at SAFB. Note that Sheppard hosts "A 53-acre medical readiness site which hosts AFRC (Air Force Reserve Components) and trains medical officer/enlisted AFSCs in field operations and aeromedical evaluation" From the mission statement posted on the 382 Training Squadron webpage.

This e-mail details my understanding of the Phase 1 and Phase 2 enlisted medical training concepts used at Sheppard when I was the wing commander. Phase 1 training consisted of classroom training for students. They were exposed to training mockups and simulators and other training aids, but they did not routinely interact with patients in a clinical setting. Upon graduation from their technical training course at Sheppard, students then went to their initial first duty assignment and began Phase 2 training. This training, which was managed by Sheppard personnel, gave students controlled and fully-supervised interaction with patients and with other clinical duties in Air Force, Navy, or Army clinical facilities. I have contacted Colonel, Dr. Jackie Morgan (USAF retired) who was the Air Education and Training Command's (AETC) Command Surgeon while I was the wing commander at Sheppard. She agreed with me that our understanding of Phase 1 enlisted medical training did not include exposure to a clinical environment. There may have been a few, very limited exceptions to this training concept, but neither Colonel Morgan nor I could recall any.

I also contacted Colonel (USAF, retired) Dennis Marquardt who commanded the 82nd Medical Group at Sheppard while I was wing commander. His recollection was that enlisted medical students remained in a classroom setting during Phase 1. Some, after graduating from technical training, were assigned to Sheppard as their initial assignment. Those students entered Phase 2 training in the 82nd Medical Group which included, at that time, the Sheppard Air Force Base hospital.

I also visited the 82nd Training Wing website and reviewed the information there regarding medical training currently being done at Sheppard AFB. It appears that the enlisted medical training concepts of Phase 1 and Phase 2 have not changed. For example, the Mission Statement of the 882nd training group (currently responsible for Air Force and other joint enlisted medical training) reads as follows: "The Air Force medical training 'Center of Excellence.' **Conducts military, medical service and medical readiness training for more than 20,000 students annually from four uniformed services, both at Sheppard AFB and clinical sites throughout the United States...**" Website is <http://www.sheppard.af.mil/882trg/default.htm>

Judging from this website and Mission Statement, it appears that the Phase 1 classroom training and the follow-on Phase 2 clinical training concepts have not changed. As further documentation of the joint nature of the enlisted medical training at Sheppard, I have included the mission statement of the 382st Medical Training Squadron. That website address is <http://131.44.195.32/882trg/381ts.htm> It reads as follows:

"Mission Statement

A USAF/USA/USN (emphasis added) staff of over 90 officers/enlisted instructs more than 8,100 students a year with a \$2 Million dollar budget, \$20 Million dollar in equipment / 23 building on 2 sites / a Detachment. Conducts military/tech training/educational courses/symposia for dental officer/enlisted career field/Physician Assistant program. A 53-acre medical readiness sites hosts AFRC and trains medical officer/enlisted AFSCs in field operations and aeromedical evaluation"

I also looked up the 382nd Training Squadrons mission statement. That website is <http://131.44.195.32/882trg/382ts.htm> The Mission Statement reads as follows: **Mission Statement**

Exhibit 4

Brigadier General Kris Cook ret. Discussion on Phase I and Phase II training

Responsible for biomedical and health care support training of over 2,900 resident and more than 2,700 nonresident Air Force/Army/Navy/Cost Guard active duty, reserve, and guard students annually. Staff of over 140 manages 29 resident courses/symposia and 11 career development courses for 12 health care disciplines. Directs field training at 34 Phase II sites (emphasis added).

Hope this is helpful. Kris

Kris Cook

COO

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