

**BASE VISIT REPORT**

**Robins Air Force Base, Georgia**

**Wednesday, June 29, 2005**

**LEAD COMMISSIONER:** None—staff only visit

**ACCOMPANYING COMMISSIONER:** None—staff only visit

**COMMISSION STAFF:**

Mr. Timothy MacGregor, Senior Air Force Analyst

**LIST OF ATTENDEES:**

**MISSION BRIEFING AND Q&A**

- Maj Gen Michael A. Collings, Commander, Warner Robins Air Logistics Ctr (WR-ALC), GA
- Mr. (SES) Steven L. Davis, WR-ALC Executive Director
- Mr. (SES) Kenneth Percell, Director, 402<sup>nd</sup> Maintenance Wing
- Mr. (SES) Jack Blair, Director, 542<sup>nd</sup> Combat Sustainment Wing
- Col Greg Patterson, Commander, 78<sup>th</sup> Air Base Wing
- Col Rick Matthews, Commander, 330<sup>th</sup> Aircraft Sustainment Wing
- Col Dave Nakayama, Deputy Director, 542<sup>nd</sup> Combat Sustainment Wing
- Col Lois Clark, Chief of Staff, 116<sup>th</sup> Air Control Wing
- Col Lemoyne Blackshear, Commander, 78<sup>th</sup> Civil Engineer Group
- Col Joel Bennfield, Commander, 78<sup>th</sup> Mission Support Group
- Col Steven Bernard, Commander, 19<sup>th</sup> Air Refueling Group
- Col John Lent, Commander, 5<sup>th</sup> Combat Communications Group
- Col Francis Mungavin, Recruiting Service Commander, Air Force Reserve Command
- Col Joe Uдеми, Commander, Defense Distribution Warner Robins
- Col Beth Moore, In-Coming Commander, Defense Distribution Warner Robins
- Mr. George Falldine, Plans and Programs Director
- Mrs. Patty Martin, 542<sup>nd</sup> CSW Material Support Group
- Lt Col Mike Pierson, WR-ALC Public Affairs Director
- Ms. Carolyn Walker-Kimbro, Director, Financial Management Directorate
- Mr. Michael Ohara, Civilian Personnel Officer
- CMSgt Billy Doolittle, Command Chief Master Sergeant
- Mr. Mike Grismer, MLA, Congressman Jack Kingston (R-GA)

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BASE TOUR (Includes passengers on surrency as well as briefers located at stops along route)

Mr. Davis  
Mr. Percell  
Col Patterson  
Col Stark  
Mr. Doug Keene, Deputy Director, Aircraft Maintenance Group  
Mr. Falldine  
Lt Col Pierson  
Mr. Bill Best, Deputy Chief, C-5 Production  
Mr. Grismer  
Maj Jeremy Simmons, Commander, 116<sup>th</sup> ACW Civil Engineering Squadron  
Mr. Robby Colquitt, WR-ALC/XP  
Ms. Sue Gruber, WR-ALC/XP  
Mr. Joe Yarbrough, WR-ALC/XP  
Mr. Al Waldrep, WR-ALC/XP  
Ms. Faye Williams, WR-ALC/PA

LUNCHEON HOSTED BY 21<sup>ST</sup> CENTURY PARTNERSHIP AND MIDDLE GEORGIA  
MILITARY AFFAIRS COMMITTEE

Maj Gen (USAF, Ret.) Ron Smith, 21<sup>st</sup> Century Partnership  
Mayor Jim Worrall, Chairman, Middle Georgia Military Affairs Committee  
Mayor Donald Walker, Warner Robins  
Mr. Ned Sanders, Houston County Commission Chairman  
Dr. James Kinchen, Houston Country Board of Education  
Mr. Terry Smith, 21st Century Partnership  
Mr. Marl Byrd, Byrd and Company  
Mr. Chip Cherry, Macon/Bibb Chamber of Commerce  
Mr. Brad Fink, Warner Robins Chamber of Commerce  
Ms. Willie Paulk, Laurens County Chamber of Commerce  
Ms. Megan Smith, Perry Chamber of Commerce  
Mr. Ron Carbon, 21<sup>st</sup> Century Partnership

**BASE'S PRESENT MISSION:**

- “Warner Robins Air Logistics Center, the host unit at Robins Air Force Base along with the Headquarters Air Force Reserve Command, 19th Air Refueling Group, 5th Combat Communications Group, 116th Air Control Wing, and more than 60 other organizations contribute affordable combat superiority, readiness, and sustainability to the Air Force war fighting team.”
  - The Center is more than just a “depot.” It performs vital missions of maintenance, sustainment management, purchasing and supply chain management, and force deployment.
  - Robins Air Force Base is the largest industrial complex in Georgia. It is situated on 8,435 acres and contains more than 14 million square feet of facilities, with a \$5.2 billion replacement value. Robins AFB has a 12,000 foot long runway, more than 1,400 family housing units, and employs more than 27,000 people (two

thirds of whom are civilian). Annual payroll is more than \$1 billion, with local retiree payroll of approximately \$500 million.

- The host, Warner Robins Air Logistics Center (ALC), is one of three such centers in the Air Force.
  - Warner Robins ALC has worldwide management responsibility for the repair, modification, and overhaul of the F-15 Eagle, the C-130 Hercules, the C-5 Galaxy, and all Air Force helicopters and Special Operations aircraft.
  - The center provides logistical support for all Air Force tactical missiles, vehicles, general purpose computers, avionics, and electronic systems for most Air Force aircraft. The center also provides logistical support for the C-17 Globemaster III.
  - In addition, Warner Robins ALC has worldwide management and engineering responsibility for the E-8 Joint STARS and U-2 Dragon Lady.

### **SECRETARY OF DEFENSE RECOMMENDATIONS AND JUSTIFICATIONS:**

- Robins Air Force Base is impacted by nine separate recommendations. For the sake of brevity, only specific actions related to Robins AFB are included below.
  - **H&SA – 19: “Consolidate Civilian Personnel Offices (CPOs) within each Military Department and the Defense Agencies”**
    - RECCOMENDATION: Realign Robins Air Force Base, GA, by relocating the Civilian Personnel Office to Randolph Air Force Base, TX.
    - JUSTIFICATION: The consolidation of Civilian Personnel Offices within each Military Department and the transactional functions among the Defense Agencies reduces excess capacity, reduces the use of leased facilities, and achieves manpower savings through consolidation and elimination of duplicate functions.
  - **H&SA – 33: “Consolidate/Co-locate Active and Reserve Personnel & Recruiting Centers for Army and Air Force”**
    - RECCOMENDATION: Realign the Air Reserve Personnel Center (Buckley Annex), CO, by relocating the Individual Mobilization Augmentee operational management functions to Robins Air Force Base, GA, and consolidating them with the Air Force Reserve Command at Robins Air Force Base, GA. Realign Robins Air Force Base, GA, by relocating Air Force Reserve Recruiting Service to Randolph Air Force Base, TX.
    - JUSTIFICATION: The Air Force Reserve Individual Mobilization Augmentee operational command and management functions will be moved and consolidated with the Air Force Reserve Command at Robins AFB for improved command management of Reserve forces assigned to the Command.

- **S&S – 5: “Commodity Management Privatization”**
  - RECCOMENDATION: Realign Robins Air Force Base, GA by disestablishing storage and distribution functions for tires, packaged petroleum, oils, and lubricants, and compressed gases at this location.
  - JUSTIFICATION: This recommendation disestablishes the wholesale supply, storage, and distribution functions for all tires; packaged petroleum, oils and lubricants; and compressed gases used by the Department of Defense. The Department will privatize these functions and will rely on private industry for the performance of supply, storage and distribution of these commodities
  
- **S&S – 7: “Depot Level Repairable Procurement Management Consolidation”**
  - RECCOMENDATION: Realign Lackland Air Force Base, TX, as follows: relocate the procurement management and related support functions for Depot Level Repairables to Robins Air Force Base, GA; relocate the remaining integrated materiel management, user, and related support functions to Robins Air Force Base, GA. Realign Robins Air Force Base, GA, by relocating the Budget/Funding, Contracting, Cataloging, Requisition Processing, Customer Services, Item Management, Stock Control, Weapon System Secondary Item Support, Requirements Determination, Integrated Materiel Management Technical Support Inventory Control Point functions for Consumable Items to Defense Supply Center Richmond, VA, and reestablishing them as Defense Logistics Agency Inventory Control Point functions, and by disestablishing the procurement management and related support functions for Depot Level Repairables and designating them as Defense Supply Center Richmond, VA, Inventory Control Point functions.
  - JUSTIFICATION: This recommendation together with elements of two other base closure recommendations supports the migration of the remaining Service Consumable Items to the oversight and management of a single DOD agency/activity
  
- **S&S – 13: “Supply, Storage, and Distribution Management Reconfiguration”**
  - RECCOMENDATION: Realign Marine Corps Air Station, Cherry Point, NC by relocating all other wholesale storage and distribution functions and associated inventories [*not previously noted*] to the Defense Distribution Depot Warner Robins, GA, hereby designated the Warner Robins Strategic Distribution Platform. Realign Robins Air Force Base, GA, by consolidating the supply, storage, and distribution functions and associated inventories supporting depot operations, maintenance, and

production at the Warner Robins Air Logistics Center with the supply, storage, and distribution functions at the Warner Robins Strategic Distribution Platform. Realign Marine Corps Logistics Base, Albany, GA, by relocating all other wholesale storage and distribution functions and associated inventories *[not previously noted]* to the Warner Robins Strategic Distribution Platform. Realign Naval Air Station Jacksonville, FL, by relocating all other wholesale storage and distribution functions and associated inventories *[not previously noted]* to the Warner Robins Strategic Distribution Platform. Realign Anniston Army Depot, AL, by relocating all other wholesale storage and distribution functions and associated inventories *[not previously noted]* to the Warner Robins Strategic Distribution Platform.

- JUSTIFICATION: This recommendation reconfigures the Department's wholesale storage and distribution infrastructure to improve support to the future force, whether home-based or deployed. It transforms existing logistics processes by creating four CONUS support regions, with each having one Strategic Distribution Platform and multiple Forward Distribution Points.

○ **Tech – 24: “Establish Centers for Fixed Wing Air Platform Research, Development and Acquisition, Test and Evaluation”**

- RECCOMENDATION: Realign Robins, Air Force Base, GA, by relocating fixed wing related Air Platform Development and Acquisition to Wright Patterson Air Force Base, OH.
- JUSTIFICATION: This recommendation consolidates Air Force Development & Acquisition functions currently resident at Logistic Centers (Hill AFB, Tinker AFB and Robins AFB) at Wright-Patterson AFB. These moves will increase efficiency by making a robust acquisition organization available to all Air Force Fixed Wing Air Platform D&A functions.

○ **Tech – 26: “Establish Centers for Rotary Wing Air Platform Development and Acquisition, Test and Evaluation”**

- RECCOMENDATION: Realign Warner-Robins Air Force Base, GA, by relocating activities in rotary wing air platform development and acquisition to Redstone Arsenal, AL.
- JUSTIFICATION: This action creates the Joint Center for Rotary Wing Air Platform DAT&E at the Redstone Arsenal, Huntsville, Ala.

- **DoN – 13: “Naval Air Station Atlanta, GA”**
  - RECCOMENDATION: Close Naval Air Station Atlanta, GA. Relocate its aircraft and necessary personnel, equipment and support to Naval Air Station Joint Reserve Base New Orleans, LA; Naval Air Station Joint Reserve Base Fort Worth, TX; and Robins Air Force Base, Robins, GA.
  - JUSTIFICATION: This recommendation will reduce excess capacity while placing Marine Air Group (MAG-42) HQ staff and HMLA-773 (19 Hueys and Cobras), Marine Reserve, closer to their theater of operations, while maintaining reserve forces in regions with favorable demographics.
  
- **USAF – 16: “Robins Air Force Base, GA”**
  - RECCOMENDATION: Realign Robins Air Force Base, GA. The 19th Air Refueling Group's KC- 135R aircraft will be distributed to the 22nd Air Refueling Wing, McConnell Air Force Base, KS (nine aircraft), and to backup aircraft inventory (three aircraft). The 202d Engineering Installation Squadron (ANG), a geographically separated unit at Middle Georgia Regional Airport, will be relocated into available space at Robins Air Force Base.
  - JUSTIFICATION: Robins AFB’s aircraft movement was required to maintain proportional manpower and force structure ratios between the active duty and reserve components and gain increased unit capability/effectiveness through increased unit sizes within the Total Force laydown of the tanker fleet. By relocating the 202 Engineering Installation Squadron geographically separated unit onto Robins AFB, the Air Force best uses its available resources while reducing leased facility cost to the government.

**MAIN FACILITIES REVIEWED:**

- Warner Robins Air Logistics Center Headquarters
- C-5 Depot Maintenance Facility
- Driving tour:
  - Warner Robins Air Logistics Center airfield, depot, and ramp areas
  - Georgia Air National Guard and E-8 JSTARS ramp and hangars
  - 19<sup>th</sup> Air Refueling Group’s KC-135R ramp, hangars and operations, logistics and maintenance areas
- Officers Club (for lunch with community leaders)

**KEY ISSUES IDENTIFIED**

- Robins AFB and surrounding community will have no problems absorbing overall increase in 749 direct authorized positions as a result of DOD BRAC recommendations
- WR-ALC was a DoD pioneer in initiating implementation of Lean principles
  - Selected by Air Force’s Manufacturing Technology Program to prototype and adapt Lean manufacturing to depot maintenance

- Lean performance has reduced average C-5 flow days from 339 to 240, with a target of 160 days
- H&SA – 19: “Consolidate Civilian Personnel Offices (CPOs) within each Military Department and the Defense Agencies” is likely unworkable as written
  - Reduces 95 direct CPO jobs. But, the Robins CPO is responsible for a civilian workforce of approximately 13,000 civilian employees.
  - Will result in significant loss of service to such a large civilian workforce, and will likely be difficult to implement from a geographically separated organization
  - CPOs not only manage the workforce, they *recruit* and *train* it as well
    - From a geographically separated unit it will be extremely difficult to recruit the appx 700-800 people per year needed to sustain the ALC
    - By putting people into jobs quickly (and helping keep them there), the CPO helps the ALC reduce costs, improve efficiency, and save money
- Skilled labor, scientific, technical and research manpower related to recommendations that involve moves *away* from Robins (manpower reductions) will likely involve a realignment of *authorizations* only, not actual people, as many of the people do not intend to move
  - Base personnel estimate approximately 38-48% of the civilian workforce will be retirement eligible within 3 years, and will not likely move
  - The base cited statistics noting that similar realignments as a result of the 1995 BRAC indicated that only ~23 of Kelly AFB depot personnel actually moved
  - Costs to re-recruit and train at receiving locations are not well accounted for
    - Nor are costs associated with loss of “corporate knowledge” human capital
- There appears to be a disconnect in the Rotary Wing Recommendation (Tech-26)
  - Tech-26 intends to realign rotary wing *acquisition* personnel at Robins, but the numbers appear to also include/impact *sustainment* personnel as well.
  - As noted in a statement from WR-ALC: “During the data gathering phase, WR-ALC was asked to identify the number of personnel ‘involved with’ the expenditure of 3600 (R&D) funds and modification programs over \$30 million. The response was that we had 17 personnel involved with fixed wing and 50 with rotary wing. These numbers included people that spent any portion of their time on these programs; it was not a personnel equivalent number. The BRAC announcements identified these numbers for transfer to Wright Patterson AFB and Redstone Arsenal. We are attempting to get clarification of this announcement because it is our belief that the functions performed by these numbers of people will have to, for the most part, continue to be performed with the other sustainment functions at WR-ALC. Now that we understand the scenario somewhat better, we are recalculating the number of personnel required to perform these functions. We will provide the revised numbers through our established BRAC reporting channels.”

### **INSTALLATION CONCERNS RAISED**

- The leadership of Robins AFB support the SECDEF’s recommendations, though note the following areas that might be reviewed further:
- Civilian Personnel Office reduction (H&SA-19 as discussed above)

- Robins AFB airfield relies on the services of the 78<sup>th</sup> Operations Support Squadron (OSS)
  - Will 78<sup>th</sup> OSS personnel be realigned (reduced) along with 19<sup>th</sup> ARG? If so, airfield operations will be significantly impacted until additional airfield support functions and manpower are authorized and funded
- Inventory Control Point (ICP) personnel, realigned in recommendation S&S-7, are funded both through O&M and Working Capital Fund
  - Process will need to be sorted out
  - Appears to be some inconsistencies in realignment of manpower slots
- The active base and the ANG tenant are very interested in a “land swap”
  - Allow ANG J-STARS wing to take over the operational complex built for the B-1s (that are no longer at Robins), to include Operations and Maintenance facilities, hangars, engine shop, ramp space, and more
    - Will allow consolidation/concentration of ANG activities and personnel
    - The complex is currently being used in part to park depot aircraft
  - Allow active duty to reclaim ramp space and facilities currently occupied by ANG in proximity to 19<sup>th</sup> Air Refueling Group
    - Will allow incoming Navy/Marine aircraft and personnel to assume larger/more facilities
- The Air Force Reserve Command Recruiting Service (AFRCRS) notes their structural differences from the active Air Force, and other services’ recruiting operations. They are concerned that the recruiting consolidation/co-location recommendation, H&SA-33, may detract from their recruiting efforts
  - AFRCRS is currently based with, and would like to remain with, HQ AFRC at Robins AFB
    - AFRCRS does not work for the respective active duty recruiting service. Unlike the other military services; AFRCRS works directly for HQ AFRC.
      - Therefore, realignment does not make sense for AFRCRS
  - AFRCRS notes, “AFRCRS is Best in DOD in accessions per production recruiter and tops in FY05 production vs. goal, while being among lowest in overhead and cost per accession.”
    - Their bottom line: Don’t “fix” what isn’t broken
  - AFRCRS is fully integrated with HQ AFRC in all daily activities
    - AFRCRS states, “Mission effectiveness and customer support could suffer greatly by relocating AFRCRS away from its parent MAJCOM.”

**COMMUNITY CONCERNS RAISED:**

- Warner Robins and surrounding communities welcome the growth associated with the BRAC recommendations
- The community strongly opposes the Civilian Personnel Office reduction (H&SA-19, as discussed above)
  - Point paper submitted by community leaders states, “Moving these Civilian Personnel offices to Randolph would be analogous to moving all active duty recruiters to one central location versus having them located in their area of responsibility or taking away a major air commander’s entire Personnel Staff.”

- Community point paper adds, “The diverse [civilian] workforce spans over 200 specialties ranging from aeronautical engineers to journeyman metal working technicians. This recruit, train and retain/manage responsibility requires face-to-face contact with the requirements generator, potential suppliers of the work force, and of course the existing workforce. Randolph’s support to [individual base CPOs] today is chiefly data systems and limited benefits/entitlements processing.”

**REQUESTS FOR STAFF AS A RESULT OF VISIT:**

- None