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SECRETARY OF THE AIR FORCE
WASHINGTON

JUL 8 2003

MEMORANDUM FOR USD (AT&L)

FROM: SAF/OS

SUBJECT: Transformation Options for BRAC 2005 (USD (AT&L) Memo dated 23 May 03)

We view the upcoming BRAC process as a unique, rare "force-shaping" opportunity. The Air Force has already made great progress shifting our blue-suit warriors into inherently military duties. Our recent "Core Competency Review" identified several thousand positions across the Air Force that could be backfilled with either civilian workers or contractors, allowing us to migrate military personnel into overstressed career fields. We have examined possible options to reconfigure current infrastructure to increase the efficiency and effectiveness of DoD, and offer the following ideas for consideration:

a. **Total Force Units - Blended/Reserve Associate/Active Associate/Sponsored Reserve:** As we rely more on Guard and Reserve components to provide critical peacetime and wartime capabilities, it makes sense to allow some units the opportunity to live, work, and train together. This concept would allow each component to contribute its unique strengths to provide the capability, experience, stability, and continuity required to operate today's information and technology driven forces. It would also enable us to make better use of basing infrastructure and maximize the utilization of expensive weapon systems.

(1) One way to implement this is to expand the integration of active Reserve component units. Moving Guard and Reserve units with like assets to active bases or vice-versa could facilitate a leaner, more efficient operations, maintenance, and infrastructure. The Air Force has already established units using this concept. Examples are the merger of the Air National Guard's 116th Bomb Wing and Air Combat Command's 93rd Air Control Wing to form the 116th Air Control Wing (a Joint Surveillance Target Attack Radar System Blended Wing) at Robins AFB, GA; and the integration of Air Force Reserve Command's 8th Space Warning Squadron associated with Air Force Space Command's 2nd Space Warning Squadron at Buckley AFB, CO. There are currently a total of 11,000 Air Force reservists assigned to associate units, including 32 Reserve Associate flying units. The movement of the 126th Air Refueling Wing from Chicago to Scott AFB represents another example of the efficient use of available infrastructure by different components.

(2) Another possible area for integration is to expand the blending of Guard units across state lines to unify mission areas, reduce infrastructure, and improve readiness, while preserving home station control. One idea would be blending across Active IRC and service boundaries to provide regional entities more useful for homeland defense (e.g. one that includes air defense, Army Guard state responders, and interagency links in a single location)

b. **"City-Basing":** It may be possible some military bases could divest and

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privatize selected non-military/non-critical facilities and functions to reduce the DoD infrastructure. We should consider whether the Brooks City-Base pilot initiative sponsored by the Air Force and the Business Initiative Council may have potential elsewhere. Military installations for the most part are small cities that could be managed/operated by local governments, or for that matter a best-of-breed private sector activity, allowing military commanders to concentrate on military operations. However, great care must be taken to ensure that we do not divest functions that are needed for military wartime or contingency requirements, and that the troops retain access to the same or better services at the same or lower costs. Enabling legislation was required to implement Brooks City-Base, but this enabling legislation could be incorporated in the SecDef's BRAC 2005 recommendations to the Defense BRAC Commission.

c. **Joint Basing:** DoD should explore consolidating some of the Services' aviation assets on the same bases. By exploring this joint basing concept, the Services may be able to station their CONUS mobility units/assets closer to planned air and sea ports of embarkation to facilitate rapid mobilization. Co-locating Service special operations units, especially overseas, could further reduce infrastructure requirements and enable improved training opportunities.

d. **Restructure and/or combine Service acquisition organizations:** We believe significant gains in efficiency might be achieved by combining/merging/co-locating selected acquisition activities. Among these, we should consider transforming service-specific product centers into jointly-managed centers for items such as avionics, aeronautics and other weapons.

e. **Partner military depots' workload with industry:** We believe that opportunities might exist to partner with industry at government facilities, to further reduce infrastructure requirements. In addition, future opportunities may exist to combine certain depot functions across Services. A future partnership arrangement and joint depot function for the Joint Strike Fighter would be a good example.

f. **Restructure/combine Service training activities and organizations:** There is a broad range of possible opportunities in this area. For example, we could explore consolidating/co-locating our commissioning sources or combining/co-locating Service professional military education (PME) schools at the intermediate and senior levels. We could consider combining/merging Service specific test pilot schools. Combining the Services' range management offices into one joint management office could not only reduce overhead, but it could produce more efficient use of a precious DoD resource.

The Air Force is fully committed to the transformation process and to maximizing our joint combat capabilities. We request your help in securing the significant up-front funding to continue this essential work. I look forward to working with you throughout this process as we continue to create new efficiencies across the services.

James G. Roche
Secretary of the Air Force