

TAB 4

The Air Force Process for Selecting Bases

Selecting Air Force bases to recommend for closure, partial closure, or realignment was an extremely difficult task because there are no "obsolete" or "rundown" Air Force bases that are obvious candidates. Most of our bases have had substantial amounts of construction or renovation on them during the last decade as we strove to provide excellent support for Air Force operations/training and high quality of life for our people. Moreover, the level of community approval and cooperation we enjoy is excellent at all our bases.

The Air Force 1993 selection process is essentially the same as was used in 1991. The basis for selection of closure and realignment recommendations was the DoD Force Structure Plan approved in January 1993, by the Deputy Secretary of Defense, and the eight DoD selection criteria approved by the Secretary of Defense on February 15, 1991 and reaffirmed for use in BRAC 93 by the Deputy Secretary on December 10, 1992.

The Secretary of the Air Force appointed a Base Closure Executive Group of seven general officers and six comparable (Senior Executive Service) career civilians. Areas of expertise included environment; facilities and construction; finance; law; logistics; programs; operations; personnel and training; reserve components; and research, development and acquisition. The group met regularly from November 1992 to March 1993. Additionally, an Air Staff level Base Closure Working Group was also formed to provide staff support and more detailed expertise for the Executive Group. Plans and Programs General Officers from the Major Commands met on several occasions with the Executive Group. They provided mission specific expertise and greater base level detail where necessary. Also, potential sister-service utilization and impact was coordinated by a special interservice working group.

The Executive Group developed a Base Closure Internal Control Plan which was approved by the Assistant Secretary of Defense (Production and Logistics) and the DoD Inspector General. This plan provides structure and guidance for all participants in the base closure process, including procedures for data gathering and certification.

The Executive Group reviewed all Active and Air Reserve Component (ARC) installations in the United States which met or exceeded the Section 2687, Title 10 U.S.C. threshold of 300 direct-hire civilians authorized to be employed. Data on all applicable bases were collected via a comprehensive and detailed questionnaire answered at base level with validation by the Major Commands and Air Staff. All data were evaluated and certified in accordance with the Air Force Internal Control Plan. As an additional control measure, the Air Force Audit Agency was tasked to review the Air Force process for consistency with the law and DoD policy and to ensure that the data collection and validation process was adequate. A capacity analysis was also performed (including actual on-site surveys at 48 bases) which evaluated the capability of a base to accommodate additional force structure and

other activities (excess capacity) beyond what was programmed to be stationed at the base.

The Executive Group frequently challenged data based on their own substantial knowledge and experience; different or more detailed data were provided where appropriate. Data determined to be inaccurate were corrected. All data used in the preparation and submission of information and recommendations concerning the closure or realignment of military installations were certified as to its accuracy and completeness by appropriate officials at base, MAJCOM, and headquarters level. In addition, the Executive Group and the Secretary of the Air Force certified that all information contained in the Air Force Detailed Analysis and supporting data submitted with it was accurate and complete to the best of their knowledge and belief. The results of the excess capacity analysis were used in conjunction with the approved DoD Force Structure Plan in determining base structure requirements. Also, the capacity analysis was used to identify cost effective opportunities for the beddown of activities and aircraft dislocated from bases recommended for closure and realignment.

Bases deemed mission essential or geographically key were recommended to and approved by the SECAF for exclusion from further closure consideration (Atch A). The Executive Group placed all the remaining bases in categories (Atch B), based on the installation's predominant use. Capacity was analyzed by category, based on a study of current base capacity and the future requirements imposed by the DoD Force Structure Plan. Categories/subcategories having no excess capacity were recommended to and approved by the Secretary of the Air Force for exclusion from further study. Categories/subcategories having some excess capacity but unreasonable cost to relocate or replicate the essential continuing functions were recommended to and approved by the Secretary of the Air Force for exclusion from further study. These category/subcategory exclusions were: Flying-Pilot Training, Flying-Special Operations Forces, Industrial/Technical Support-Product Centers and Labs, Training-Technical Training Centers, and Other-Major Headquarters (see Atch C).

All Active Component bases in the remaining categories were individually examined on the basis of all eight selection criteria established by the Secretary of Defense, and over 160 subelements. These subelements were developed by the Air Force to provide specific data points for each criterion. The Air Force analysis, as accomplished by the Executive Group, is described at Tab 5.

The Air Reserve Component (ARC) category, comprised of Air National Guard (ANG) and Air Force Reserve (AFRES) bases, warrants further explanation. First, these bases do not readily compete against each other as ARC units enjoy a special relationship with their respective states and local communities. In fact, relocating Guard units across state boundaries is not a practical alternative. In addition, careful consideration of the recruiting needs of these units must be given. Second, the DoD Force Structure Plan does not significantly reduce ARC force structure, thus, there is little apparent excess base structure. However, realignment of ARC units onto active installations or onto other ARC installations

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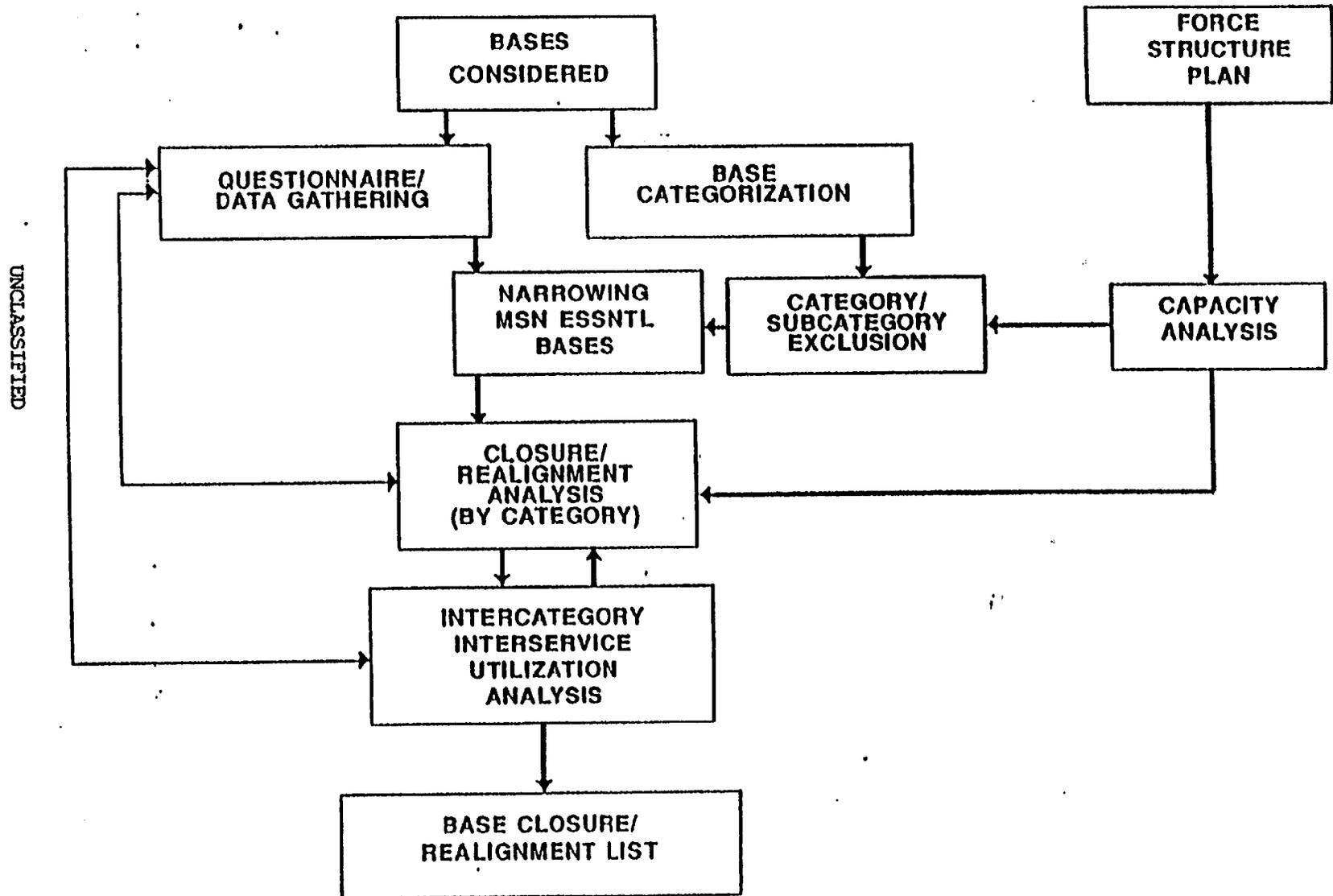
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could prove cost effective. Therefore, the ARC category was examined for cost effective realignments to other bases.

Information, base groupings, and options resulting from the Executive Group analysis (Tab 5) were presented to the SECAF and the CSAF in person by the Executive Group on a number of occasions. Based on the DoD force structure plan and the final criteria, with consideration given to excess capacity, efficiencies in base utilization and evolving concepts of basing the force, the acting Secretary of the Air Force, with advice of the Air Force Chief of Staff, and consultation with the Executive Group, selected the bases recommended for closure and realignment

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BASE CLOSURES AND REALIGNMENTS 1993 PROCESS



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TAB 4 Atch A
Geographically Key/Mission Essential Exclusions

Andersen AFB, Guam:	Key staging base for Combat Forces and Military Operations in the Pacific
Andrews AFB, Maryland:	Key base for Presidential/Congressional airlift support
Bolling AFB, District of Columbia:	Key base for support of Air Force and joint activities in Washington metropolitan area
Edwards AFB, California:	Supports an irreplaceable, extensive/specialized testing center and range complex
Eielson AFB, Alaska:	Crucial to reinforcement of the Pacific and to the defense of Alaska; location is critical for ready access to irreplaceable specialized ranges and airspace
Elmendorf AFB, Alaska:	Key Port of Entry into United States; crucial to reinforcement of Pacific; and crucial to defense of Alaska
Falcon AFB, Colorado:	Critical support of the Consolidated Space Operations Center, National Test Facility for Strategic Defense Initiative
FE Warren AFB, Wyoming:	Air Force's only "Peacekeeper" missile base; DoD Force Structure Plan reflects no decrease in Peacekeeper missiles; relocation cost is prohibitive
Hickam AFB, Hawaii:	Key Port of Entry into Hawaiian Islands; crucial to reinforcement of Pacific; defense of Hawaiian Islands; and Headquarters, Pacific Air Forces
Kirtland AFB, New Mexico:	Supports several irreplaceable research and testing facilities essential to DoD, DoE, and other governmental agencies

Maxwell AFB, Alabama: Unique education complex supports the Air University, Air War College, Air Command and Staff College, Squadron Officer School, and numerous other training and education programs

Nellis AFB, Nevada: Supports an irreplaceable, extensive/specialized range complex and the Air Force Weapons Center

Patrick AFB, Florida: Critical support to both Cape Canaveral AFS and Cape Kennedy Space Center (the Nation's easterly space launch facility) and home of Eastern Space and Missile Center

Vandenberg AFB, California: USAF's sole polar orbit space launch facility and home of Western Space and Missile Center

Wright-Patterson AFB, Ohio: Unique combination of organizations and facilities supporting aerospace research, development, and acquisition and Headquarters AFMC

USAF Academy, Colorado: One-of-a-kind facility, the primary commissioning source for USAF officers

TAB 4 Atch B
Category Descriptions

FLYING

The primary purpose of bases in this category is to support flying operations. This category is divided into three subcategories - Operations, Pilot Training, and Special Operations Force. The operations subcategory is further divided into missile, small aircraft and large aircraft mission areas, based on predominant use and mission suitability.

1. Operations

a) Missiles: Bases with both missile fields and large aircraft units

Ellsworth AFB, South Dakota
Malmstrom AFB, Montana
Whiteman AFB, Missouri

Grand Forks AFB, North Dakota
Minot AFB, North Dakota

b) Large Aircraft: Bases with large aircraft units and potential to beddown small aircraft units

Altus AFB, Oklahoma
Beale AFB, California
Dover AFB, Delaware
Ellsworth AFB, South Dakota*
Griffiss AFB, New York
KI Sawyer AFB, Michigan
Malmstrom AFB, Montana*
McChord AFB, Washington
McGuire AFB, New Jersey
Plattsburgh AFB, New York
Whiteman AFB, Missouri*

Barksdale AFB, Louisiana
Charleston AFB, South Carolina
Dyess AFB, Texas
Fairchild AFB, Washington
Grand Forks AFB, North Dakota*
Little Rock AFB, Arkansas
March AFB, California
McConnell AFB, Kansas
Minot AFB, North Dakota*
Travis AFB, California

*Also considered under Missile subcategory

c) Small Aircraft: Bases with fighter type aircraft units; some have potential for a few large aircraft

Cannon AFB, New Mexico
Homestead AFB, Florida
Luke AFB, Arizona
Mt Home AFB, Idaho
Seymour Johnson AFB, North Carolina
Tyndall AFB, Florida

Davis-Monthan AFB, Arizona
Holloman AFB, New Mexico
Moody AFB, Georgia
Pope AFB, North Carolina
Shaw AFB, South Carolina

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- 2. Pilot Training: Bases optimized for training new pilots

Columbus AFB, Mississippi Laughlin AFB, Texas
Sheppard AFB, Texas * Reese AFB, Texas
Vance AFB, Oklahoma

* Also considered under Technical Training

- 3. Special Operations Forces:

Hurlburt Field, Florida

INDUSTRIAL/TECHNICAL SUPPORT

The primary purpose of installations in this category is to provide highly technical support for depot level maintenance, research, development, test and acquisition. This category is divided into three subcategories: Depots, Product Centers and Laboratories, and Test Facilities.

<u>Depots</u>	<u>Product Centers and Laboratories</u>	<u>Test Facilities</u>
Hill AFB, Utah	Brooks AFB, Texas	Eglin AFB, Florida
Kelly AFB, Texas	Hanscom AFB, Massachusetts	
McClellan AFB, California	Los Angeles AFB, California	
Newark AFB, Ohio		
Robins AFB, Georgia		
Tinker AFB, Oklahoma		

TRAINING

The primary purpose of installations in this category is to support training. It is divided into the Technical Training and Education subcategories.

<u>Technical Training</u>	<u>Education</u>
Goodfellow AFB, Texas	Bases excluded as mission essential
Keesler AFB, Mississippi	
Lackland AFB, Texas	
Sheppard AFB, Texas*	
* Also considered under Pilot Training	

OTHER

Generally, the primary purposes of installations in this category are to support space operations, major headquarters, and cantonments. Subcategories are Major Headquarters, Space Operations, and Cantonments.

Major Headquarters

Langley AFB, Virginia
MacDill AFB, Florida
Offutt AFB, Nebraska
Peterson AFB, Colorado
Randolph AFB, Texas
Scott AFB, Illinois

Space Operations

Bases excluded as
mission essential

Cantonments

Lowry AFB, Colorado
Norton AFB, California

AIR RESERVE COMPONENT

The primary purpose of installations in this category is to support Air National Guard and Air Force Reserve operations.

Air National Guard

Boise Air Terminal ANGS, Idaho
 Buckley ANGB, Colorado
 Fresno Air Terminal ANGS, California
 Great Falls IAP ANGS, Montana
 Greater Pittsburgh IAP ANGS, Pennsylvania
 Martin State APT ANGS, Maryland
 McEntire ANGB, South Carolina
 Otis ANGB, Massachusetts
 Portland IAP ANGS, Oregon **
 Salt Lake City IAP ANGS, Utah
 Selfridge ANGB, Michigan **
 Stewart IAP ANGS, New York
 Tucson IAP ANGS, Arizona

Air Force Reserve

Bergstrom AFB, Texas
 Carswell AFB, Texas
 Dobbins ARB, Georgia*
 Gen Mitchell IAP, ARS, Michigan *
 Greater Pittsburgh IAP, ARS, Pennsylvania
 Grissom AFB, Indiana
 Minn/St Paul IAP, ARS, Minnesota*
 Niagara Falls IAP, ARS, New York *
 O'Hare IAP, ARS, Illinois *
 Westover ARB, Massachusetts
 Youngstown MPT, ARS, Ohio

* Air Reserve host with ANG Tenant

**ANG host with Air Reserve Tenant

TAB 4 Atch C
Category/Subcategory Exclusions

Industrial/Technical Support Category - Test Facilities Subcategory: The only base remaining in this subcategory is Eglin AFB, Florida. Eglin AFB supports an extensive range and testing complex. DoD's Force Structure Plan does not indicate a reduction in Air Force testing requirements to the extent that this complex could close. Replication of specialized facilities would be cost prohibitive. Therefore, Eglin AFB was excluded from further consideration for closure or realignment.

Industrial/Technical Support Category - Product Center and Laboratory Subcategory: There are three bases in this subcategory: Brooks AFB, Texas; Hanscom AFB, Massachusetts; and Los Angeles AFB, California. These bases typically conduct research, development, and acquisition functions requiring specialized and expensive facilities. Two of the bases are heavily supported by resident Federally Funded Research and Development Centers (FFRDC). Based on projected requirements, there is not sufficient excess capacity to close any of these bases without replicating a significant portion of these facilities, including the FFRDCs, at another location. The cost to do this is prohibitive. Therefore, this subcategory was excluded from further consideration for closure/realignment.

Training Category - Technical Training Centers Subcategory: There are four bases in this subcategory: Goodfellow AFB, Texas; Keesler AFB, Mississippi; Lackland AFB, Texas; and Sheppard AFB, Texas. Two other Technical Training Center bases were selected for closure in 1988 and 1991. This resulted in 39 percent of technical training courses relocating to the remaining four bases. DoD's Force Structure Plan will require the Air Force to recruit and train approximately 32,000 personnel per year. This accession level will require approximately 100 percent of the remaining four bases' capacity with minimal peacetime surge capability. Based on capacity analysis, there is no excess capacity in this subcategory. Therefore, this subcategory was excluded from further consideration for closure.

Flying Category - Special Operation Force (SOF) Subcategory: The only base in this subcategory is Hurlburt Field, Florida. It is the only Air Force base dedicated to Special Operations and is home for Headquarters, Air Force Special Operations Command. There is little excess capacity for any additional units. DoD's Force Structure Plan does not indicate a reduction in this area. Therefore, this subcategory was excluded from further consideration for closure/realignment.

Flying Category - Pilot Training Subcategory: There are five bases in this subcategory: Columbus AFB, Mississippi; Laughlin AFB, Texas; Reese AFB, Texas; Sheppard AFB, Texas and Vance AFB, Oklahoma. Recent reductions in DoD's Force Structure Plan reduces current pilot training requirements. However, this reduction is offset by lower pilot retention rates and removal of approximately 20 percent of pilot production capacity through the closure of Williams AFB, Arizona (1991 base closure action). Low pilot retention rates will likely result in a pilot shortage by 1997 and require an increase in pilot production. Based on capacity analysis, all five bases in this subcategory are required to meet projected Air Force and international pilot production requirements. Therefore, this subcategory was excluded from further consideration for closure.

Other Category - Major Headquarters Subcategory: There are six bases in this subcategory: MacDill AFB, Florida; Offutt AFB, Nebraska; Peterson AFB, Colorado; Randolph AFB, Texas; Scott AFB, Illinois and Langley AFB, Virginia. MacDill AFB was reduced to a cantonment with Air Force flying operations relocating per 1991 base closure actions. Two joint headquarters remain in this cantonment area. Recent DoD and Air Force reorganizations increased mission responsibilities for all Air Force headquarters. DoD's Force Structure Plan does not indicate a significant reduction in missions which these bases support. All bases in this subcategory have unique/specialized command and control facilities. Based on capacity analysis, there is not sufficient excess capacity to permit closing one of these bases and relocating functions elsewhere without significant expense that would not be offset by savings. Therefore, this subcategory was excluded from further consideration for closure or realignment.