# JOINT BASE VISIT REPORT

**EGLIN AIR FORCE BASE, FLORIDA**

**6 JULY 2005**

**COMMISSION STAFF:**

LTC Kevin Felix (Army Senior Analyst)
Tim MacGregor (Air Force Senior Analyst)

**LIST OF ATTENDEES:**

## EGLIN

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<tr>
<th>Rank/Grade</th>
<th>First Name</th>
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<tr>
<td>Maj Gen</td>
<td>Robert W.</td>
<td>Chedister</td>
<td>Program Executive Officer for Weapons and Air Armament Center (AAC) Commander</td>
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<td>SES</td>
<td>Bob</td>
<td>Arnold</td>
<td>46 Test Wing Technical Advisor</td>
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<td>Colonel</td>
<td>Ed</td>
<td>Cabrera</td>
<td>46 Test Wing Vice Commander</td>
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<td>Colonel</td>
<td>Tim</td>
<td>Gaffney</td>
<td>Base Civil Engineer (BCE) and 96 Civil Engineering Group Commander</td>
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<td>Colonel</td>
<td>Joe</td>
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<td>GM-15</td>
<td>Mike</td>
<td>Clark</td>
<td>Deputy Base Civil Engineer</td>
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<td>Mark</td>
<td>Lutton</td>
<td>Deputy Director, 46 Test Wing Plans and Programs</td>
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<td>Lt Col</td>
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<td>46 Test Squadron Commander</td>
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<td>Rauch</td>
<td>Deputy Director, AAC Plans and Programs</td>
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<td>Scritchfield</td>
<td>46 Range Squadron Commander</td>
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<td>AAC Commander's Action Group</td>
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<td>Dale</td>
<td>Bridges</td>
<td>46 Operations Group Technical Advisor</td>
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<td>GS-15</td>
<td>Wanda</td>
<td>Jones-Heath</td>
<td>96 Air Base Wing, Director of Staff</td>
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<td>GS-15</td>
<td>Dennis</td>
<td>Love</td>
<td>Director, AAC Plans &amp; Programs &amp; BRAC Office Of Primary Responsibility for Eglin</td>
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<td>GS-14</td>
<td>Danny</td>
<td>Pugh</td>
<td>AAC/XPP Programs Division, Chief</td>
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<td>GS-13</td>
<td>Rick</td>
<td>Appleby</td>
<td>Program Analyst &amp; Action Officer, AAC Strategic Plans Division</td>
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<td>GS-13</td>
<td>Jane</td>
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<td>Program Analyst &amp; Action Officer, AAC Strategic Plans Division</td>
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<td>GS-13</td>
<td>Chris</td>
<td>Smith</td>
<td>BRAC Team Lead &amp; Action Officer, AAC Programs Division</td>
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<td>GS-13</td>
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<td>Action Officer, Commander's Action Group</td>
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<td>GS-12</td>
<td>Cathay</td>
<td>Windsor</td>
<td>Program Analyst &amp; Action Officer, AAC Programs Division</td>
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<td>Anita</td>
<td>Skipper</td>
<td>Briefer - Eglin Overview</td>
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BASE'S PRESENT MISSION:

EGLIN AFB, FL

- Eglin Air Force Base belongs to the Air Force Materiel Command (AFMC), and the Air Armament Center (AAC) is the host unit. More than 45 associate units call Eglin home.

- AAC and AFMC share the same mission of “Deliver War-Winning Technology, Acquisition Support, Sustainment, and Expeditionary Capabilities to the Warfighter.”
  - Along with the mission of the Assistant Secretary of the Air Force for Acquisition which is “Provide the Leadership, Direction, Policy, and Resources to Acquire Superior Systems, Supplies, and Services to Accomplish the Air Force Mission,” the Air Armament Center (AAC) Strategic Principle is to be the Nation’s Center of Excellence for Air Armament and Combat-Ready Forces that enable us to deliver war-winning capabilities... on time, on cost.
  - In all the Air Armament Center develops, tests, acquires, and sustains integrated Air Armament and provides expeditionary combat support needed to defend the United States and its interests...today and tomorrow.

- Approximately 11,500 military and 11,000 civilians support multiple commands and agencies.
  - Eglin supports approximately 41,000 retired military members in the local area.
  - Eglin’s land range consists of 463,000 acres or 724 square miles; that is well-over 3 times the area encompassed by the Washington, DC beltway. In addition, Eglin is the only airspace range east of the Mississippi that allows supersonic flight. This immense overland range is complemented by an even larger over water range.
  - Eglin has approximately 123,000 square miles of over water ranges available. The combined land and water restricted airspace is more than 134,000 square miles.

SECRETARY OF DEFENSE RECOMMENDATION:

There are five recommendations that involve Eglin AFB: Army-10, DoN-21, E&T-10, Tech-6, and Tech-18. Actions within these recommendations that didn’t specifically address Eglin AFB are not included below.

- Army-10: “Fort Bragg, NC”
  - Realign Fort Bragg, NC, by relocating the 7th Special Forces Group (SFG) to Eglin AFB, FL, and by activating the 4th Brigade Combat Team (BCT), 82d Airborne Division and relocating European-based forces to Fort Bragg, NC.

- DoN-21: “Recommendation for Closure and Realignment of Naval Air Station Joint Reserve Base Willow Grove, PA, and Cambria Regional Airport, Johnstown, PA”
o Close Naval Air Station Joint Reserve Base Willow Grove, PA.
  • Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL.

- E&T-10: “Joint Strike Fighter Initial Joint Training Site”
  o Realign Luke Air Force Base, AZ; Marine Corps Air Station Miramar, CA; Naval Air Station Oceana, VA; Sheppard Air Force Base, TX; and Naval Air Station Pensacola, FL by relocating to Eglin Air Force Base, FL, a sufficient number of instructor pilots, maintenance, front-line and instructor-qualified maintenance technicians and logistics support personnel and operations support personnel to stand up the Joint Strike Fighter (JSF) Initial Joint Training Site, hereby established at Eglin Air Force Base, FL.

- Tech-6: “Consolidate Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation”

- Tech-18: “Create an Air Integrated Weapons & Armaments Research, Development & Acquisition, Test & Evaluation Center”
  o Realign Hill Air Force Base, UT, by relocating Weapons and Armaments In-Service Engineering Research, Development & Acquisition, and Test and Evaluation to Eglin Air Force Base, FL.
  o Realign Fort Belvoir, VA, by relocating Defense Threat Reduction Agency (DTRA) National Command Region conventional armament Research to Eglin Air Force Base, FL.

SECRETARY OF DEFENSE JUSTIFICATION:

- Army-10: “Fort Bragg, NC”
  o This recommendation co-locates Army Special Operation Forces with Air Force Special Operations Forces at Eglin AFB. This realignment of forces enhances military value and training capabilities by locating Special Operations Forces (SOF) in locations that best support Joint specialized training needs, and by creating needed space for the additional brigade at Fort Bragg. This recommendation is consistent with and supports the Army’s Force Structure Plan submitted with the FY 06 budget, and provides the necessary capacity and capability, including surge, to support the units affected by this action. This recommendation never pays back. However, the benefits of enhancing Joint training opportunities coupled with the positive impact of freeing up needed training space and reducing cost of the new BCT by approximately $54-$148M (with family housing) at Fort Bragg for the Army's Modular Force transformation, justify the additional costs to the Department.

- DoN-21: “Recommendation for Closure and Realignment Naval Air Station Joint Reserve Base Willow Grove, PA, and Cambria Regional Airport, Johnstown, PA”
- **E&T-10: “Joint Strike Fighter Initial Joint Training Site”**
  - 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. This joint basing arrangement will allow the Interservice 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 a faculty and staff that brings a “Train as we fight; jointly” national perspective to the learning process.

- **Tech-6: “Consolidate Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation”**
  - This recommendation will reduce the number of technical facilities engaged in Air & Space Sensors, Electronic Warfare, and Electronics and Information Systems RDAT&E from 6 to 2. Through this consolidation, the Department will increase efficiency of RDAT&E operations resulting, in a multi-functional center of excellence in the rapidly changing technology area of C4ISR.

- **Tech-18: “Create an Air Integrated Weapons & Armaments Research, Development & Acquisition, Test & Evaluation Center”**
  - **Eglin** is one of three core integrated weapons and armaments RDAT&E centers (with China Lake, CA, and Redstone Arsenal, AL) with high MV and the largest concentration of integrated technical facilities across all three functional areas.
  - **Eglin AFB** has a full spectrum array of Weapons & Armaments (W&A) Research, Development & Acquisition, and Test & Evaluation (RDAT&E) capabilities. Accordingly, relocation of Hill AFB and DTRA NCR W&A capabilities will further complement and strengthen Eglin as a full spectrum W&A RDAT&E Center.
  - The overall impact of this recommendation will be to:
    - Hill AFB and DTRA NCR technical facilities recommended for relocation have lower quantitative MV than Eglin AFB in all functional areas.
  - This recommendation includes Research, D&A, and T&E conventional armament capabilities in the Air Force and DTRA NCR.
    - Capacity and military value data established that Eglin AFB is already a full-service, integrated W&A RDAT&E center. Relocation of W&A D&A In-Service Engineering (ISE) from Hill AFB to Eglin AFB will increase life cycle synergy and integration. ISE encompasses those engineering activities that provide for an “increase in capability” of a system/sub-system/component after Full Operational Capability has been declared. ISE activities mesh directly with on-going RDAT&E at Eglin AFB.
  - Relocation of DTRA NCR W&A technical capabilities will increase life cycle synergy and integration at Eglin AFB.
    - Conventional armament capabilities possessed by DTRA NCR directly complement on-going RDAT&E at Eglin AFB. Cost savings from the relocation of DTRA NCR to Eglin AFB will accrue largely through the elimination of the
need for leased space, and by virtue of the fact that Eglin AFB can absorb the DTRA NCR (and Hill AFB) functions without the need for MILCON.

**MAIN FACILITIES REVIEWED:**

- After several briefings by Eglin’s commanders and installation staff, the Commission staff participated in a short “windshield” tour of the installations.
  - Key facilities on Eglin Air Force Base included the current location of the 33rd Fighter Wing (likely bed-down site for the JSF) and possible bed-down locations for the 7th Special Forces Group.

**JOINT KEY ISSUES IDENTIFIED**

- No “showstoppers” were identified for this recommendation. However, some key issues related to the recommendations for Eglin Air Force Base were identified.
  - Currently, the installation is concerned with the disposition of the 33rd Fighter Wing.
    - Neither E&T-10 nor any other specific BRAC recommendation discusses the disposition of the 55-58 PAA F-15Cs/Ds of the 33rd FW.
      - It has an impact on the installation’s ability to make decisions on the location of the 133 Joint Strike Fighter aircraft.
      - If the F-15Cs/Ds are not moved elsewhere, significant new construction and ramp space will be required to support the JSF operation.
      - An AF/IL footnote on page 12 (for ETCR 0052 Apr version 6.10.cbr) in the COBRA data for screen two states, “E&T 0052 and E&T 0055 were analyzed under the assumption that the 33 FW at Eglin had been relocated, and the vacated capacity could be utilized by the JSF mission.”
        - AF Team has submitted QFR to OSD requesting planned and/or programmed disposition of 33rd FW.
  - The installation’s planning is comparatively behind that of other installations affected by BRAC, but planning was being accelerated at the time of the base visit.
  - There are a few unknowns in terms of stationing of the 7th SF Group that need to be resolved.
    - These unknowns include both on and off-base housing availability for the soldiers and their families who are, in the aggregate, more senior in rank.
    - They also include environmental impact studies after selection of the 7th SF Group’s bed-down location.
    - Eglin Air Force Base is not fully “built out” and has both training capacity and buildable acres to accommodate the increased personnel strength.
  - Senior installation leaders are confident that the addition of the JSF training operation will be accomplished without problem.
  - With the addition of the JSF training operation, efficient airspace management on the Eglin and Tyndall ranges and MOAs will be vital, especially for the highly desired, mid-week, midday (daylight) hours.
    - Installation airspace managers assured us that they have a scheduling process in-place to de-conflict multiple competing demands for the airspace.
When posed with analysis of additional demand for the ranges based upon the OSD rejected Navy proposal to close NAS Oceana and move ~200+ jets of the Navy Master Jet Base (MJB) to Moody AFB, GA, Eglin airspace personnel noted that there would be significant impact on Eglin ranges if desired for MJB operations.

- The five recommendations impacting Eglin result in an overall increase of 2,218 direct jobs. Military Family Housing and dormitory/barracks space on Eglin is insufficient to support the increased population.
  - Availability of housing in the immediate area is limited. Preliminary estimates of housing likely affordable to the majority of inbound personnel indicate that they may have to commute 45-60 minutes for acceptable housing.
  - The primary community immediately adjacent to Eglin, AFB, Niceville, FL, has seen homes double in value in just the past three years. It's anticipated they will triple those original values within the next few years. Most of the homes will likely be priced well out of range of the average NCO inbound to Eglin.

INSTALLATION CONCERNS RAISED

- The installation is preparing to support the recommendations. At the time of the Commission visit, planning with the 7th SF Group had been limited to VTCs. The installation is aware of some of the initial training and range requirements, but more detailed discussions are forthcoming.

- The installation leadership stated that some of their greater challenges will be issues related to Criteria 7. One example is that the installation stated that Eglin AFB’s on-base child care already has a 400 family waiting list.

- See above regarding concerns raised related to disposition of 33rd Fighter Wing F-15s.

- Installation personnel support the SECDEF’s BRAC recommendations, though expressed concern over possible incorrect data used to establish recommendation Tech-6: “Consolidate Air and Space C4ISR Research, Development & Acquisition, Test & Evaluation.”
  - The installation reps who briefed and discussed their concerns also advised us that they were addressing the issue through their parent command, Air Force Material Command (AFMC), and through the Air Force’s BRAC office at the Pentagon (SAF/IEB).
    - Eglin personnel have also been coordinating their concerns with Edwards AFB, the other installation involved in the recommendation. According to the Eglin reps, Edwards is in agreement with their assessment and recommendation. Both Eglin and Edwards report to AFMC.

  - The specific portion of recommendation Tech-6 they were concerned about involved the realignment of Eglin AFB by relocating Air & Space Sensors, Electronic Warfare & Electronics and Information Systems Test & Evaluation to Edwards Air Force Base, CA.
    - The proposed realignment involves two primary components: Electronic Warfare (EW) and Command, Control, Communications and Computers (C4).
      - The realignment shifts EW and C4 entities from Eglin to Edwards
      - Eglin personnel concur that the shift of EW to Edwards is straightforward and supported
Eglin personnel believe that AF and/or OSD BRAC personnel may have used incorrect data when proposing the realignment of the C4 entity

- They also note that the OSD BRAC COBRA data available online [D&E-TECH-0042C MilVal & Capacity 05052005 FTE.doc, Page 6, “Information Systems Technology T&E,” dated 4 May 05] cites approximately 552 personnel working C4 at Edwards and only 78 at Eglin.
- Eglin checked with Edwards, and Edwards states that they never replied with 552 in response to any data call and they do not know what this number represents. Eglin notes that Information Systems is a broad category and can be construed to be several different systems depending on definitions. Both Eglin and Edwards agree that the numbers are significantly wrong and that there is minimal overlap between the two. Both request a restudy of the question with clearer, more meaningful data.

- A slide provided by Eglin states:
  - “BRAC assumed approx 17% consolidation manpower savings
    - 78 Eglin slots becomes 65 Edwards slots
    - No consolidation means no savings”

- Eglin contends that the decision to move Eglin C4 personnel to Edwards was very likely based in large part on the significantly incorrect number of C4 personnel indicated at Edwards
  - Consolidating 78 Eglin slots with 552 Edwards slots would appear efficient, though in reality, comparing like mission areas, 265 Eglin personnel would consolidate with far fewer like-missioned Edwards personnel. The real calculation would likely completely undermine any savings associated with the move, and in fact, generate tremendous costs.

- Additionally, Eglin believes that analysts may have misunderstood or failed to fully appreciate the distinct skill sets, MilCon and technical equipment differences between EW and C4 entities, as well as the impacts that removing the C4 piece from Eglin will have on Eglin’s remaining Research, Development, Test and Evaluation operations.
  - Eglin cites an AF/IL MilCon estimate of $38M for C4 operations. Eglin recently completed a C2 test facility at a cost of $20M. That facility would need to be recreated at Edwards.
  - Eglin cites that Developmental Test and Operational Test entities at the base will be degraded with loss of the C4 mission, as well Weapons Development programs
  - They note significant C4 capability will still be required at Eglin:
    - Air Force Special Operations Command C4 test
    - Network centric weapons development
    - Link-16 Gulf Common Net

- Bottom Line: Eglin supports the SECDEF, though is working with Edwards AFB, AFMC, and AF and OSD BRAC offices to ensure that actions regarding C4 capability provide “smart consolidation while preserving ability to accomplish mission”
- Alternate proposal includes organizing functionally (EW & C4), leaving C4 entity at Eglin with a small C4 detachment at Edwards, while consolidating EW assets at Edwards.

COMMUNITY CONCERNS RAISED:

None were raised during the base visit.

REQUESTS FOR STAFF AS A RESULT OF VISIT:

1. Assist the installation in determining the disposition of the 33rd Fighter Wing’s aircraft. The answers associated with this issue will set the conditions for the installation to conduct more detailed planning and analysis in terms of the issues that may be associated with implementing the recommendations. The installation requested that the Commission refine the recommendation to ensure the disposition is specified in the final recommendation.

2. Confirm the accuracy of the data regarding number of C4 personnel at Edwards. Document that Eglin is working in conjunction with Edwards AFB and AFMC to ensure that C4 operations are accurately accounted for within the BRAC process, and that they appropriately consolidated.