

United States Air Force



Presentation

Before the House Appropriations
Subcommittee on Military Construction,
Veterans Affairs, and Related Agencies

Base Realignment and Closure

Witness Statement of
Ms. Kathleen I. Ferguson,
Deputy Assistant Secretary of the Air
Force (Installations)

March 17, 2010

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BIOGRAPHY

UNITED STATES AIR FORCE

KATHLEEN I. FERGUSON

Ms. Kathleen I. Ferguson, a member of the Senior Executive Service, is the Deputy Assistant Secretary of the Air Force for Installations, Office of the Assistant Secretary of the Air Force for Installations, Environment and Logistics, Washington, D.C. She is responsible for the management, policy and oversight of the \$6 billion annual Air Force installation and facility programs. These include facility management, base closures, military construction, family housing, acquisition, maintenance, operation, repair and disposal of real property.

Ms. Ferguson began her career as a design civil engineer at Plattsburgh AFB, N.Y., in 1981. She transferred to Langley AFB, Va. in 1983, and held a variety of positions with the 1st Fighter Wing, Headquarters Tactical Air Command and Headquarters Air Combat Command until 1993. In 1994 she moved to the Pentagon where she worked with environmental and civil engineering programs.

Ms. Ferguson became Chief of the Installation Support Panel with the Office of the Deputy Chief of Staff for Installations and Logistics when the Air Force corporate structure stood up in 1995. From 1997 to 1999 she served on the headquarters staff for the U.S. Air Forces in Europe Command at Ramstein Air Base, Germany. She returned to the Pentagon and the IL office as Chief of the Installation Support Panel with the Office of the Civil Engineer. From 2000 to 2002, she worked for IL as the Combat Support Division Chief for the Directorate of Supply. Prior to assuming her current position, she was the Deputy Air Force Civil Engineer. Ms. Ferguson is a registered professional engineer in Virginia.



EDUCATION

1980 Bachelor of Science degree in civil engineering, University of New Hampshire
1989 Air Command and Staff College, Maxwell AFB, Ala.
1989 Master's degree in public administration, Auburn University
2001 Program for Senior Managers in Government, John F. Kennedy School of Government, Harvard University

CAREER CHRONOLOGY

1. 1981 - 1983, design engineer, 380th Civil Engineering Squadron, Plattsburgh AFB, N.Y.
2. 1983 - 1988, Chief, Engineering Branch; Chief, Contract and Environmental Planning Section; and Contract Programmer, 1st Civil Engineering Squadron, Langley AFB, Va.
3. 1988 - 1989, student, Air Command and Staff College, Maxwell AFB, Ala.
4. 1989 - 1994, Deputy Chief, Programs Division, Headquarters Air Combat Command Civil Engineering;

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Chief, Military Construction Programs Branch, Headquarters Tactical Air Command Civil Engineering; later, Project Manager for MILCON Design and Construction, Headquarters Tactical Air Command Civil Engineering, Langley AFB, Va.

5. 1994 - 1997, Chief, Civil Engineer Programs and Analysis Branch; Chief, Installation Support Panel; and Environmental Program Manager, Civil Engineer Legislative Affairs Analyst and resource allocation team member, Office of the Deputy Chief of Staff for Installations and Logistics, Headquarters U.S. Air Force, Washington, D.C.

6. 1997 - 1999, Chief, Programs and Resources Division, Civil Engineer Directorate, Headquarters U.S. Air Forces in Europe, Ramstein Air Base, Germany

7. 1999 - June 2000, Chief, Civil Engineer Programs and Analysis Branch and Chief, Installation Support Panel, Office of the Civil Engineer, Office of the Deputy Chief of Staff for Installations and Logistics, Headquarters U.S. Air Force, Washington, D.C.

8. June 2000 - April 2002, Chief, Combat Support Division, Directorate of Supply, Office of the Deputy Chief of Staff for Installations and Logistics, Headquarters U.S. Air Force, Washington, D.C.

9. April 2002 - October 2007, Deputy Air Force Civil Engineer, Headquarters U.S. Air Force, Washington, D.C.

10. October 2007 - present, Deputy Assistant Secretary of the Air Force for Installations, Office of the Assistant Secretary of the Air Force for Installations, Environment and Logistics, Washington, D.C.

AWARDS AND HONORS

2005 Meritorious Executive Presidential Rank Award

(Current as of October 2009)

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Introduction

The Air Force appreciates the continued support received from Congress throughout the implementation phase of Base Realignment and Closure (BRAC) 2005. We began implementation of BRAC 2005 more than four years ago, and while we are just a year-and-a-half from the September 15, 2011 completion deadline, the Air Force has, and continues to make, great progress towards completing its BRAC 2005 program on time.

BRAC 2005 OVERVIEW

BRAC 2005 is characterized as highly joint and transformational. BRAC 2005 also ushers in new operations models like joint basing, multiple Defense Department consolidations, efforts to create intellectual centers of gravity at campus medical centers such as those at Joint Base San Antonio and Wright-Patterson Air Force Base (AFB), and the stand-up of the initial Joint Strike Fighter training school at Eglin AFB, FL. BRAC 2005 also included traditional actions such as weapon systems realignments. When fully implemented, BRAC 2005 will provide the Nation a more efficient, effective Air Force.

BRAC 2005 IMPLEMENTATION

The Office of the Secretary of Defense codified BRAC 2005 implementation requirements and responsibilities through the use of business plans, a process that allows synchronization across the entire Department of Defense (DoD). The Air Force leads 64 business plans and is an equity partner in an additional 16.

To implement the assigned recommendations, the Air Force's plan calls for the execution of nearly 400 separate actions utilizing a budget that has been, and remains, fully funded at approximately \$3.8 billion; two-thirds of this budget is military construction. Our BRAC military construction program will make its last contract award before the close of this fiscal

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year. In total, we will execute 231 BRAC military construction projects, on 54 installations, in 36 states. The remaining segment of the BRAC budget funds environmental efforts, military personnel costs, training, and operations and maintenance-funded elements.

SAN ANTONIO

No other BRAC 2005 location is more complex than San Antonio, TX. Nineteen independent BRAC recommendations affect the city and its installations. The Air Force established an executive oversight structure and a Joint Program Office at Randolph AFB, TX to effectively manage this challenge. This Joint Program Office, headed by a member of the Senior Executive Service, integrates all BRAC activities in San Antonio and reports to the Air Force's Air Education and Training Command commander. Its task is to consider every detail and ensure construction and mission schedules are tightly choreographed. The Air Force, in partnership with other stakeholders, further established an Executive Integration Oversight Board comprised of flag officers and equivalents from each San Antonio BRAC activity, along with advisors from the Office of the Secretary of Defense, the TRICARE Management Activity, the U.S. Army Corps of Engineers and other agencies with equity in successful BRAC implementation. Both integration and synchronization are paramount to the medical merger in San Antonio, the keystone to success in the region.

The new Tri-Service Research Lab (TSRL), being established on Fort Sam Houston, TX enables Navy and Air Force to cooperatively conduct directed-energy bio-effects research. The TSRL will focus directed-energy weapons effectiveness studies, support research on ways to protect service members from directed-energy devices, and improve health and safety standards for safe exposure to directed energy. The TSRL facility is progressing on schedule. Initial TSRL mission outfitting and transition begins May 2011.

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The Air Force is overseeing realignment of enlisted basic and specialty medical training. Five training centers from across the United States relocate into a single Medical Education and Training Campus (METC) on Fort Sam Houston. METC will be home for joint military enlisted medical training for the Army, Navy, and Air Force. With a total investment of \$790 million, the campus will consist of five instructional buildings, three dormitories, a dining facility, a physical fitness center and other structures which directly support world-class training for all Joint medics. The campus will serve over 9,000 students daily, with an annual pipeline of nearly 45,000 students. The campus is more than 50 percent complete, with the first classes beginning in June 2010. The dining facility is 100 percent complete, dormitory 1 completed in February 2010, and two remaining dormitories complete in August and December 2010. Also, two of five medical instruction facilities will complete by June and August 2010.

In addition to the Fort Sam Houston METC campus, there will be an extension field training facility on Camp Bullis as an integral part of student training. The entire Camp Bullis training area is expected to complete in August 2010.

Another complex challenge is establishing Joint Base San Antonio (JBSA) due to its size and scope. JBSA centralizes installation management functions for Randolph AFB, Lackland AFB, TX and Fort Sam Houston, TX installations spanning more than 30 miles from one side of San Antonio to the other. JBSA will provide support to approximately 80,000 military, civilians, and dependents that work and reside in the area.

JOINT BASING

Joint Base San Antonio isn't the only Department of Defense joint base. BRAC directed 26 Army, Navy, Air Force, and Marine Corps installations to form 12 joint bases. Of the 12 joint bases, 10 include Air Force installations. The Air Force is lead-service at six of these.

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The Joint Basing initiative consolidates installation management functions to achieve efficiencies and economies of scale while preserving war fighting capabilities and quality of life for Soldiers, Sailors, Airmen, Marines, and their families. The Office of the Secretary of Defense and the Services continue to work the many complex issues to make Joint Basing a success. A Senior Joint Base Working Group, led by the Deputy Under-Secretary of Defense for Installations and Environment, developed policy to guide this transition. Memoranda of agreement are signed for all joint bases.

Full operating capability was achieved for all Phase 1 joint bases and we progress towards that same milestone for all Phase 2 joint bases by October 1, 2010. Among the six Air Force-led joint bases, two are already at full operating capability: Joint Base Andrews-Naval Air Facility Washington, and Joint Base McGuire-Dix-Lakehurst.

WRIGHT-PATTERSON AIR FORCE BASE

The second largest segment of the Air Force's BRAC 2005 implementation program affects Wright-Patterson AFB (WPAFB) with the new Human Performance Wing and Sensors Laboratory consolidation. The Air Force's BRAC 2005 program is the largest military construction buildup at WPAFB since World War II. Well over \$200 million in new construction will bed-down the new 711th Human Performance Wing (HPW) at WPAFB as it transfers from its current location at Brooks City Base, San Antonio, TX which returns to the Brooks Development Authority on lease termination. The 711th HPW merges the Air Force Research Laboratory Human Effectiveness Directorate with these functions of the 311th Human Systems Wing at Brooks City Base: The U.S. Air Force School of Aerospace Medicine, the Air Force Institute for Operational Health, and the 311th Human Performance Enhancement Directorate. Once the Naval Aerospace Medical Research Laboratory collocates with the 711th

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HPW, and in conjunction with surrounding universities and medical institutions, WPAFB will be the center of excellence for aerospace medicine. These facilities will include classrooms, research laboratories, training facilities, aircraft mockups and a ditching pool. In addition to state-of-the-art centrifuge and hypobaric chamber facilities, the 711th HPW will also provide research and development in warfighter training techniques and technologies. This facility is on schedule with mission outfitting; transition begins February 2011.

Elsewhere at WPAFB, existing space will be altered to support consolidation of Air Force Research Lab's Sensors directorates from Hanscom AFB, MA and Rome Labs, NY. This newly modified facility will allow information fusion and virtual, rapid prototyping through teaming made possible by this realignment. In addition, it will integrate avionics with shared aperture sensor concepts and integrated offensive/defensive functions not currently collocated. Finally, this consolidation will provide a secure location for interactive Modeling and Simulation Laboratories with multi-level security, and support integrated aircraft and weapons system level evaluations. This facility is also on schedule: mission outfitting and transition begins March 2011.

BRAC 2005: THE AIR NATIONAL GUARD AND AIR FORCE RESERVE

Seventy-eight percent of BRAC 2005 implementation actions affect the Air Reserve Components in contrast to BRAC 1995 where just eighteen percent of actions affected either the Air National Guard (ANG) or Air Force Reserve (AFR). Many of the BRAC 2005 actions realigned similar missions or aircraft models to increase the efficient use of manpower, resources, and maintenance budgets. Single mission tasks were combined into Centralized Intermediate Repair Facilities where ANG, AFR, and active duty personnel work side-by-side. The Air Force Reserve has effectively managed manpower resources and minimized adverse

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impacts on personnel at locations such as General Mitchell Reserve Station, WI. The relocated reserve unit from General Mitchell is now fully operational at Pope AFB, NC. The ANG has better positioned units to accept future missions in such vital tasks as Homeland Defense, is more effectively integrated with the active force in current front-line fighters, and will share opportunities to accept new weapons platforms.

The Air Reserve Personnel Center (ARPC) moves from Denver, CO to Buckley AFB, CO providing better compliance with force protection and secures vital personnel records. Remaining in the Denver are avoids costs for personnel separations, retains a highly skilled workforce, and improves service with the latest in communications infrastructure. The new ARPC facility will be environmentally-friendly, and will allow disposition of Buckley Annex real property no longer required.

MULTI-SERVICE, MULTI-AGENCY SOLUTIONS AND EFFICIENCIES

In addition to managing BRAC actions on Air Force installations, the Air Force team is actively engaged with our sister-services and the Defense Agencies/activities ensuring the needs of Airmen are met when BRAC relocates them to sister-services installations. For example, the Air Force Transportation Management and Culinary schools move from Lackland AFB, TX, to Fort Lee, VA. This \$85 million move consolidates the Services' training functions at a single location and results in savings through economies of scale.

The Air Force is also an active participant on a working integrated process team chartered to collaborate and effectively implement commission recommendations to co-locate five independent intelligence organizations and two formal training programs aboard Marine Corps Base Quantico, VA. This collaborative effort focuses on people, processes, funding, planning, programming and execution. The facility's design integrates conference and classroom space in

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common areas while maintaining mission integrity for each Service and Agency. Similarly, the Defense Logistics Agency has Air Force functional representation onsite to minimize risk to ongoing operations during BRAC implementation as supply-related functions are consolidated at 13 locations. The resulting operations eliminate redundant functions, streamline supply processes, and yield savings through efficiencies.

BRAC 2005 EXECUTION REPORT CARD

BRAC 2005 impacts more than 120 Air Force installations. Whether establishing the F-35 Joint Strike Fighter Initial Training Site at Eglin AFB, FL, closing Kulis Air Guard Station in Alaska, or transferring Pope AFB, NC to the Army, the Air Force community as a whole – active, Guard, and Reserve – benefits from changes BRAC achieves. Among the seven closure installations, two are already considered closed while the others are proceeding according to plan. Nearly a third of assigned business plans are now considered complete and the rest are on schedule to complete by September 2011.

As this year's budget request represents the last for implementation, the Air Force expresses its gratitude for your continued support throughout the entire implementation phase of BRAC 2005. This year's budget request is significantly smaller than previous years', but its importance remains. To complete the Air Force's BRAC 2005 program, the Fiscal Year 2011 program focus is in budget areas that affect equipment and personnel.

LEGACY BRAC – REAL PROPERTY TRANSFORMATION

The Air Force remains a Federal leader in the implementation of the management principles outlined in Presidential Executive Order 13327, Federal Real Property Asset Management. We continue to aggressively manage our real property assets to deliver maximum

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value for the taxpayer, improve the quality of life for our Airmen and their families, and ensure the protection and sustainment of the environment to provide the highest level of support to Air Force missions. The Air Force is achieving these goals through an enterprise-wide Asset Management transformation that seeks to optimize asset value and to balance performance, risk, and cost over the full asset life cycle. Our approach is fundamentally about enhancing our built and natural asset inventories and linking these inventories to our decision-making processes and the appropriate property acquisition, management and disposal tools.

Even though the BRAC 2005 round did not reduce the Air Force's real property footprint, our current transformation efforts seek to "shrink from within" and to leverage the value of real property assets in order to meet our "20/20 by 2020" goal of offsetting a 20 percent reduction in funds available for installation support activities by achieving efficiencies and reducing by 20 percent the Air Force physical plant that requires funds by the year 2020. For the purpose of this hearing, I will focus on our management of BRAC properties and some of the real property management tools we employ.

BASE REALIGNMENT AND CLOSURE PROPERTY MANAGEMENT

To date, the Air Force has successfully conveyed by deed nearly 90 percent of the 87,000 acres of Air Force land directed by BRAC rounds 88, 91, 93 and 95, which we refer to as Legacy BRAC, with the remainder under lease for redevelopment and reuse. With the successful redevelopment of Air Force BRAC property, local communities have been able to increase the number of area jobs by over 31,000.

To complete the clean up and transfer by deed of remaining property, the Air Force is partnering with industry leaders on innovative business practices for its "way ahead" strategy.

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This strategy includes an emphasis on performance-based environmental remediation contracts, using such performance-based contracts on regional clusters of BRAC bases, and innovative tools such as early property transfer and privatization of environmental cleanup so the cleanup efforts complement, rather than impede, property redevelopment plans and schedules. Our objectives remain constant and clear: (1) provide reuse opportunities that best meet the needs of the Air Force and local communities, (2) move the process along smartly in each situation to get property back into commerce as soon as practical, and (3) provide transparency throughout the process. Of the 32 legacy BRAC bases slated for closure, the Air Force completed 20 whole-base transfers. Eight of the remaining 12 bases are targeted for transfer by the end of Fiscal Year 2010, while the last two (former George and McClellan AFBs) will transfer no later than the end of Fiscal Year 2013.

As the Air Force transfers BRAC property for civic and private reuse, it is paramount we ensure any past environmental contamination on the property does not endanger public health or the environment. The Air Force will continue to fulfill this most solemn responsibility, as reflected in our Fiscal Year 2010 request of \$115.7 million for Legacy BRAC cleanup activities, and another \$12.7 million for BRAC 2005 cleanup activities.

The Air Force's environmental clean-up program hit a high point in 2009 when Environmental Protection Agency (EPA) officials removed more than 2,900 of 3,552 acres at the former Griffiss AFB, NY, from their list of potentially hazardous sites. After more than two decades and \$138 million in clean-up costs, Air Force specialists successfully remediated many of the potentially hazardous waste sites at the former Strategic Air Command base, making it eligible for removal from the EPA's National Priorities List (NPL).

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As the Air Force continues cleaning, restoring and transferring property to the community, these former bases are attracting clean, green businesses by the day. California bases provide a good example. McClellan and Mather in Sacramento, George in Victorville, Castle in Atwater, March in Riverside, and Norton in San Bernardino – all on the EPA’s NPL due to pollution from former days – house growing numbers of businesses promoting environmentally-friendly practices and products.

McClellan Park in Sacramento may be the green giant of the group, with numerous tenants on the leading edge of green technology. It now has more people working there than when McClellan AFB closed in 2001. One new tenant is the 91,000-square-foot factory of ZETA Communities, manufacturers of “net-zero energy” homes, which produce as much energy as they use over the course of a year. Constructed in modules, the buildings use photovoltaic power (also known as solar power), Energy Star appliances, ultra-efficient insulation and high-performance windows, among other features. The McClellan Park factory can produce five modules (or two townhouses) per day. ZETA also manufactures energy-efficient, mixed-use facilities at McClellan and is planning to produce green housing and other buildings for various military bases around the U.S.

The Air Force is seeing success with BRAC 2005 bases as well. In 2009, Galena Forward Operating Location in Alaska was the first BRAC 2005 base to transfer property when it returned 60 acres of leased land to the local community. The Galena Interior Learning Academy now occupies this site and operates a statewide boarding school with academic and vocational training for students in grades 9 to 12. In 2010, General Mitchell Air Reserve Station, Milwaukee, WI is slated for whole base transfer. Adjacent to the General Mitchell International

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Airport, the Air Force has already licensed seven facilities to the local redevelopment authority in advance of whole base transfer in early summer. Overall, approximately 90 percent of legacy BRAC property has transferred to local communities, with all remaining property to be transferred by 2013.

As you can see, the Air Force's BRAC property management framework involves an understanding and balancing of our mission needs and risks with market dynamics, the federal budget, the condition and performance of our assets, and the need to protect the environment.

SUMMARY

Thousands of man-hours were spent planning, coordinating, meeting, scrutinizing, discussing, visiting bases, and executing the nearly 400 actions the Air Force must implement to complete BRAC 2005; thousands more man-hours are still ahead. The good news is the Air Force will conclude its program successfully and within the budget established at the outset of BRAC 2005.

The Air Force is fully engaged in executing our requirements and remains squarely focused on successfully implementing all BRAC 2005 recommendations no later than September 15, 2011.