

DEPARTMENT OF THE AIR FORCE

**PRESENTATION TO THE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON READINESS**

UNITED STATES HOUSE OF REPRESENTATIVES

**SUBJECT: FISCAL YEAR 2010 AIR FORCE MILITARY CONSTRUCTION,
FAMILY HOUSING AND BASE REALIGNMENT AND CLOSURE
PROGRAMS**

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INTRODUCTION

More than 27,000 Airmen are currently deployed in support of Operations ENDURING and IRAQI FREEDOM, daily demonstrating their importance in support of Joint combat operations. Within the Secretariat for Installations, Environment and Logistics (SAF/IE), we fully appreciate the impact our efforts have in support of these Airman and how it affects their ability to positively influence our Air Force's warfighting abilities and capacity to counter hostile threats.

To that end, the men and women of SAF/IE are committed to ensuring our Air Force installations are right sized to support our forces, our combat systems have a robust logistics infrastructure for sustainment, and our forces have the necessary accessibility to the full spectrum of our environment to ensure combat readiness. In addition to our Airmen's combat readiness, we also appreciate how these same efforts support our Airmen and their families and ensure a Quality of Service commensurate with the contribution they provide to the defense of our Nation.

Air Force Military Construction (MILCON), Military Family Housing (MFH), and Base Realignment and Closure (BRAC) programs form the foundation of our installation structure. Our Air Force installations serve as key platforms for the delivery of Global Vigilance, Reach and Power for our Nation, and our Fiscal Year (FY) 2010 investments reflect a direct connection to this vital work.

As the Air Force continues to focus on modernizing our aging weapon systems, we recognize that we cannot lose focus on critical Air Force infrastructure programs. In order to maintain effective stewardship of the resources given to us, our FY2010 President's Budget of

4.9 billion dollars for MILCON, BRAC, MFH, and facility maintenance is a reduction from our FY2009 request of 5.6 billion dollars. We intend to mitigate potential shortfalls in MILCON and facility maintenance funding by bolstering our restoration and modernization programs as much as possible. Using an enterprise portfolio perspective, we intend to focus our limited resources only on the most critical physical plant components, by applying demolition and space utilization strategies to reduce our footprint, aggressively pursuing energy initiatives, continuing to privatize family housing and modernizing dormitories to improve quality of life for our Airmen.

Our efforts are in direct support of and consistent with the Air Forces' five priorities, 1) Reinvigorate the Air Force Nuclear Enterprise, 2) Partner with the Joint and Coalition Team to Win Today's Fight, 3) Develop and Care for Airmen and Their Families, 4) Modernize our Air and Space Inventories, Organizations and Training, and 5) Recapture Acquisition Excellence. It is with these priorities in mind that I will outline our MILCON, Military Family Housing and BRAC efforts and the individual priorities they support.

REINVIGORATE THE AIR FORCE NUCLEAR ENTERPRISE

The Air Force has a solemn responsibility and obligation to operate and maintain its portion of America's nuclear deterrent posture, which consists of land-based intercontinental ballistic missiles (ICBMs), nuclear-capable bombers and dual capable fighters. Over the past several months the Air Force senior leadership team, along with the Office of the Secretary of Defense (OSD) and Interagency partners, have closely examined the Air Force nuclear enterprise and identified several areas for improvement.

The results of these internal assessments reinforced the need to continually focus on nuclear sustainment and operations as well as the management of the weapons and their delivery platforms. A critical aspect of this effort includes the infrastructure and facilities providing the necessary life-cycle installation support of this vital mission. Air Force Civil Engineers and field experts are currently conducting Facility Condition Assessments (FCA) of all nuclear-related facilities, which will provide detailed information on our infrastructure deficiencies directly supporting the nuclear mission. Projects will be developed, programmed, and prioritized appropriately to obtain the necessary funding required to correct any deficiencies.

Additionally, the FY2010 President's Budget request includes an investment of 45 million dollars in four infrastructure projects at Minot Air Force Base, North Dakota, FE Warren Air Force Base, Wyoming and Clear Air Station, Alaska. These projects include missile procedures, training operations and missile service complex facilities.

DEVELOP AND CARE FOR AIRMEN AND THEIR FAMILIES

Airmen are the Air Force's most valuable resource and we remain committed to recruiting and retaining the world's highest quality force. As part of the American Recovery and Reinvestment Act of 2009, monies allotted to the Air Force support that effort. Over 260 million dollars in MILCON will improve the lives of our Airmen and their families through MFH improvements, dormitory construction, and providing Child Development Center facilities and services.

Developing Airmen

The Air Force must continue to ensure we are preparing Airmen for the challenges of today and tomorrow by providing quality facilities in which to train and operate. Our FY2010 budget request includes 39 million dollars for three projects. We will construct a new recruit dormitory and basic military training facility giving incoming Airmen quality training facilities to start a career of service. Another highlight includes a C-5 Ground Training Schoolhouse addition for the Air Force Reserve Command.

Military Family Housing Program

The MFH Master Plan details our Housing MILCON, operations and maintenance, and privatization efforts. Since last spring, the Air Force completed new construction or major improvements on over 2,000 units in the United States and overseas, with another 2,286 units under construction in the United States and 2,783 units under construction overseas.

Our FY 2010 budget request for MFH is just over 567 million dollars. The Air Force request for housing investment is 67 million dollars to ensure the continual improvement of our overseas homes. Investments will provide whole-house renovations for 365 units at two overseas bases and extend their useful life. Our request also includes an additional 500 million dollars to pay for operations, maintenance, utilities and leases for the family housing program.

Housing Privatization

Housing privatization continues to improve quality of life for our Airmen and their families. By the beginning of FY2010 we will have privatized approximately 38,900 housing units at 44 bases. We have seen the delivery of over 10,000 new or renovated homes and are

currently bringing more than 200 homes a month online. We will have leveraged more than 402 million dollars in government investment to garner almost 6.3 billion dollars in private sector total housing development, or sixteen dollars of private investment for each public tax dollar. With the support of Congress, we will continue to work toward our goal to privatize 100 percent of Military Family Housing in the Continental United States, Hawaii, Alaska and Guam by the end of FY2010.

Unaccompanied Housing (Dormitories)

The Air Force Dormitory Master Plan (DMP) is the cornerstone for developing requirements for unaccompanied housing. The budget request includes five dormitories worth 138 million dollars. We will continue to replace existing dormitories at the end of their useful life with a standard Air Force-designed private room configuration under the “Dorms-4-Airmen” concept. Simultaneously, our implementation of a “bridging strategy” ensures we are investing Facility Sustainment and Restoration and Modernization funds into aging facilities to extend their useful life until MILCON replacements can be executed and to ensure we keep “good dormitories good.”

Fitness and Child Development Centers

Elevated operations tempo and increased home-station demands makes physical fitness an imperative for Airmen. Our FY2010 request includes two Fitness Centers worth 41 million dollars. We also remain focused on providing our families with appropriate and nurturing child care facilities. We will continue to invest in these facilities which we believe are key to caring for Airmen and their families. This year’s budget request includes two child development centers worth 20 million dollars.

Environmental Quality and Management Systems

Our environmental management programs continue to ensure the most basic quality of life needs are met for our Airmen and surrounding communities: clean air, clean drinking water and healthy working and living conditions for our workforce and base residents. We have implemented a new environmental management approach at Air Force installations. Installations are now utilizing the Environmental Management System (EMS) to identify environmental aspects of base operations, assess their impacts, and help commanders make informed decisions and investments to reduce environmental risks and compliance costs. Our installation commanders significantly reduced new environmental enforcement actions by 44 percent from FY2005 to FY2008.

We are also continuing our existing environmental quality and restoration programs. The FY2010 request includes just under 1 billion dollars for direct-funded non-BRAC environmental programs such as: traditional environmental restoration activities, environmental compliance activities and projects, pollution prevention initiatives, environmental conservation activities, munitions response activities, and investment in promising environmental technologies. Our environmental restoration program is proceeding aggressively to clean-up sites contaminated by past practices. The Air Force closed or has remedies in place at 89 percent of the contaminated sites and expects to have remedies in place at all sites by FY2012, two years ahead of the Department of Defense FY2014 environmental restoration goal.

MODERNIZE OUR AIR & SPACE INVENTORIES, ORGANIZATIONS AND TRAINING

Modernizing our aging air and space inventories, organizations and training to prepare for tomorrow's challenges requires significant investment of 353 million dollars for 34 projects.

We will complete the planned F-22 beddown, including the two Air National Guard projects at Hickam Air Force Base, Hawaii. The beddown of the F-35 also continues to be a priority, with eight projects supporting actions at Nellis Air Force Base., Nevada and Eglin Air Force Base, Florida.

We also continue to modernize our facilities in support of our larger aircraft by constructing seven new facilities supporting C-130 operations and training. Other projects in this program include a consolidated communication facility at Cannon Air Force Base, New Mexico, two research facilities at Wright Patterson Air Force Base, Ohio and upgrading electrical infrastructure at Hurlburt Field, Florida. As part of our work to achieve balance across our portfolios, we continue to transform the enterprise by developing new concepts of operations, implementing organizational change, and integrating advanced technologies in installation support.

Energy Stewardship

The Air Force has launched an aggressive program to invest in facility energy conservation and renewable energy alternatives. Recently, the Secretary of the Air Force signed a Mission Directive institutionalizing energy policy within the Air Force and driving more efficient energy management practices. Together, these policies will direct specific actions in the areas of operational processes, training, and installation management geared toward reducing our “energy footprint,” and increasing our use of cleaner energy alternatives.

Over the past year, we’ve stood up the Air Force Facility Energy Center (FEC) at the Air Force Civil Engineer Support Agency at Tyndall Air Force Base, Florida. The new FEC consolidates energy technical expertise and project management capabilities in order to leverage best practices across the force. The goal of this office is to develop and implement innovative

energy solutions reducing our energy “footprint” at Air Force installations. In 2008, the *Air Force Infrastructure Energy Strategic Plan* was issued to guide the strategic and tactical direction of our energy program, a plan designed to balance supply-side energy assurance and demand-side energy efficiency. It incorporates the energy strategy of the 21st Century designed to meet the energy mandates outlined in the *Energy Policy Act 2005 (EPAAct 05)*, *Executive Order (EO) 13423* and *Energy Independence and Security Act of 2007 (EISA 2007)*. The strategy maps the way ahead for meeting energy mandates through FY2015 and covers facilities infrastructure as well as fuel efficiency in our ground transportation fleet.

The new infrastructure energy strategy is founded on Four Pillars that are designed to 1) Improve Current Infrastructure, 2) Improve future infrastructure, 3) Expand renewables, and 4) manage cost. We intend to achieve the Four Pillars by incorporating best business practices into our education and training programs, pursuing cultural change in our organizations, and improving our asset management. We see potential indicators that our efficiency strategy is providing return-on-investment. Between the FY2003 baseline year and FY2008, the Air Force decreased energy intensity by 17.8 percent. The Air Force also developed a life-cycle cost-effective metering strategy to meet EPAAct 05, which mandates the installation of electric meters on required facilities by 2012. We recognize the value of metering and are already 74 percent complete toward the goal. The Air Force is also making great strides in our water conservation program, with Air Force-wide water consumption decreasing 1.3 billion gallons from FY2007 to FY2008.

In the area of renewable energy, our strategy expands public and private partnerships by leveraging private sector capital to bring renewable power production to our bases at competitive

prices. For example, in a partnership with state and local government and private industry, the photovoltaic (PV) solar array at Nellis Air Force Base, Nevada, the largest PV array in North America, generated 57,139 megawatt-hours in FY2008, and saving approximately \$1 million per year. Through a Congressional appropriation, F.E. Warren Air Force Base, Wyoming, installed a 2,000 kilowatt wind turbine in January 2009, adding to the two turbines already operational. Together the three wind turbines are capable of generating 6.7 million kilowatt-hours per year, enough to power 836 homes. These and other renewable energy and conservation initiatives provide examples of how the Air Force is committed to not only meeting, but exceeding the goals of the new Executive Order with initiatives that provide long-term return-on-investment.

Sustainability

With an eye toward improving future infrastructure, our traditional project goals of delivering high quality facility projects on schedule and within budget is expanding to include creation of functional, maintainable, and high performance facilities. Under *EO 13423* and *EISA 2007*, the Air Force employs the Federal Leadership in High Performance and Sustainable Building Guiding Principles to reduce total cost of ownership and improve energy efficiency and water conservation to provide safe, healthy, and productivity-enhancing facility environments. We also employ the U.S. Green Building Council's Leadership in Energy & Environmental Design (LEED) criteria in our designs. The LEED Green Building Rating System is the nationally accepted benchmark for the design, construction, and operation of high performance green buildings. In 2008, the Air Force certified its first LEED gold building at Offutt Air Force Base, Nebraska. This year, 100 percent of Air Force-eligible MILCON projects will be capable of certification in LEED.

The Air Force understands that it is not just new construction that needs this focus and attention. We have already begun the task of greening our existing building inventory and installation support platforms. Sustainability cannot just be about facilities, it has to be a holistic approach to include how we develop and sustain our installations. The vision is to build and shape sustainable communities using innovative solutions to lower the cost of installation support and provide more eco-friendly installations.

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 Air Force Base, Florida, closing Kulis Air Guard Station in Alaska, or transferring Pope Air Force Base, North Carolina to the Army, the Air Force community as a whole – active, Guard, Reserve -- will benefit from changes BRAC achieves.

Unlike the last round of BRAC where 82 percent of the implementation actions affected the active Air Force, in BRAC 2005, 78 percent of implementation actions affect the Air National Guard and Air Force Reserve. In fact, the Air Force will spend more than 486 million dollars on Air National Guard and Air Force Reserve BRAC MILCON projects. In addition, many of the BRAC MILCON projects on active Air Force installations, like the C-130 facilities built or renovated at Elmendorf Air Force Base, or KC-135 facilities built or renovated at Seymour-Johnson and MacDill Air Force Bases, will benefit Air Reserve Component forces stationed there.

The Air Force's total BRAC budget is approximately 3.8 billion dollars, which the Air Force has fully funded.

The Air Force's largest BRAC costs are for military construction projects; approximately 2.6 billion dollars. Operations and Maintenance (O&M) expenditures closely follow at 926 million dollars. This includes expenditures for civilian pay and moving expenses, supplies, equipment, travel, etc. There are other BRAC expenses, as well. Other requirements include expenses for information technology, equipment procurement, and Air Force Reserve and Air National Guard training, to name a few, at 142 million dollars.

Other BRAC programmed amounts include 132 million dollars for military personnel expenses and environmental planning and cleanup.

The Air Force's Fiscal Year 2010 BRAC 2005 Budget Request is ~418 million dollars, of which less than 20 percent is for BRAC MILCON projects.

The Air Force's primary focus in the Fiscal Year 2010 program is in budget areas other than BRAC MILCON because we are now more focused on personnel-related issues, relocating assets and functions, outfitting new and renovated facilities, procuring end-state necessities, and continuing environmental actions to realign and integrate the total force.

Joint Basing

The Air Force has a long and successful history of working toward common goals in the Joint environment. The Air Force remains committed to ensuring all bases, Joint or otherwise, maintain their capability as weapon system platforms and meet our quality of life standards. To accomplish this we worked with our sister Services and OSD to establish common quality of life standards that ensure our personnel receive efficient installation support services.

The Services are addressing many complex issues such as information technology integration, human resources planning, manpower and fiscal resources, and new organizational structures. A Senior Joint Base Working Group, led by the Deputy Under Secretary of Defense (Installations and the Environment) developed implementation policy to guide the transition of installation management functions and meet the BRAC timeline. The group is in the process of reviewing and coordinating the numerous details in the formal support agreements and implementation plans to establish each Joint Base. The five Joint Bases aligned in the first phase of implementation have developed comprehensive Memoranda of Agreement (MOA) establishing the relationships between the Services, and are now shifting their focus to the orderly transition of installation management functions by October 2009. The seven Phase II installations are developing their MOAs now and will begin the transition of functions next year, and will complete the process by October 2010.

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 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.

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 BRAC 88, 91, 93 and 95, which we refer to as legacy BRAC, with the remainder under lease for redevelopment and reuse. The highly successful reuse of Air Force Base closure property led to the creation of tens-of-thousands of jobs in the affected communities. 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. These include 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 that the cleanup efforts complement, rather than impede, the 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. Ten of the remaining 12 bases are targeted for transfer

by the end of Fiscal Year 2010, while the last two (former George and McClellan Air Force Bases) will be transferred no later than the end of Fiscal Year 2012.

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 116 million dollars for legacy BRAC cleanup activities and another 20 million dollars for BRAC 2005 cleanup activities. Recent progress at the former McClellan Air Force Base in Sacramento, once the most environmentally contaminated closure base within DoD, is a sterling example of the effective approach taken by the Air Force and the local community in fostering redevelopment of closure base property. As a result of previously unprecedented collaboration between the local community, the Environmental Protection Agency, state environmental regulators, the primary developer, and the Air Force on the privatization of cleanup of the base, the former base is quickly becoming the “greenest” business park in California. It is home to what will be the most energy-efficient computer data center in the nation.

In summary, the Air Force’s real property asset 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.

PARTNER WITH THE JOINT AND COALITION TEAM TO WIN TODAY’S FIGHT

America’s Airmen are “*All In*” supporting the Joint and Coalition team to win today’s fight with precision and reliability. Our FY2010 program includes 544 million dollars for 28 projects

directly connected to today's fight. Four projects valued at 198 million dollars directly support U.S. Central Command by providing much needed in-theater airlift ramp and fuel facilities, a war-reserve material compound, and a passenger terminal. Other projects include an aerospace ground equipment maintenance complex at Ramstein Air Base in Germany, a Global Hawk maintenance and operations complex at Naval Air Station Sigonella in Italy, and beddown facilities for Air Force air support and operations personnel with Army units. These investments provide direct returns by reducing backlog and waste in our logistics trail, and increase the capacity and efficiency of our fighting forces at downrange locations.

Approximately 30,000 Airmen are currently deployed as part of Operations ENDURING FREEDOM and IRAQI FREEDOM. More than 3,000 of these Airmen are civil engineers, with over 40 percent of our deployed engineers filling Joint Expeditionary Tasking (JET) billets, serving side-by-side with our sister Services. Our heavy construction Rapid Engineer Deployable Heavy Operational and Repair Squadron Engineers (RED HORSE) and our Prime Base Engineer Emergency Force (BEEF) engineers are well-known in-theater for their ability to build and maintain expeditionary installations. Airmen continue to assist both Iraq and Afghanistan in building the capacity to provide self-governance. Since 2004, the Air Force has completed over 5.6 billion dollars in major renovation or construction projects, giving the governments of Iraq and Afghanistan the capacity to provide basic services for its people. Whether it is serving on Provincial Reconstruction Teams, mitigating the threat of improvised explosive devices (IED), standing up host nation Field Engineering Teams, or teaching aspiring engineers at the Afghan Service Academies, Airmen continue to demonstrate courage, commitment, and dedication in contingency operations. We are honored to serve with our Joint and Coalition team partners and will continue to support the

Nation's call-to-arms by providing unique engineering capabilities and the most talented installation support personnel available.

RECAPTURE ACQUISITION EXCELLENCE

The Air Force remains committed to recapturing acquisition excellence and developing innovative solutions that enable smart business decisions. Through the Air Force Civil Engineer Strategic Sourcing Program Management Office at the Air Force Civil Engineer Support Agency at Tyndall Air Force Base, Florida, we are working to select and prioritize sourcing opportunities and oversee the efforts of other Major Command-initiated CE strategic sourcing efforts. The Program Management Office will capitalize on industry-best practices to reduce the cost of building systems and commodities while improving the delivery of support to our customers. Five strategic sourcing opportunities and a commodity cost review are currently in progress to identify sourcing strategies leading to regional or enterprise-level acquisitions. We organized a staff comprised of civil engineers, contracting officers and financial specialists to ensure we implement a well-integrated, cross functional approach aimed at determining the right investments for our enterprise.

CONCLUSION

Air Force MILCON, MFH and BRAC initiatives will continue to connect directly to Air Force priorities. It is imperative we continue to manage our installations by leveraging industry-best practices and state-of-the-art technology. Our CE transformation effort, now entering its third year, continues to produce efficiencies and cost savings that enhance support for the warfighter, reduce the cost of installation ownership, and free resources for the recapitalization

of our aging Air Force weapon systems. More importantly, these investments reflect effective stewardship of funding designed to serve our Airmen in the field, their families, and the taxpayer at home.