

# Beddown Options for Air National Guard C-27J Aircraft

## Supporting Domestic Response

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*Disasters, by their very nature, occur locally—in communities very often far removed from Federal assets. The elements of the homeland security enterprise geared toward responding to disasters are thus widely distributed. . . . State, local, territorial, and tribal responders will usually be the first official presence on the scene, while the Federal Government will provide support when effective response exceeds their capabilities.*

—Quadrennial Homeland Security Review Report, February 2010

**D**ebate regarding addition of the Joint Cargo Aircraft (JCA) to the military's inventory has spanned numerous years, and the program has endured many revisions. Envisioned as a short-haul asset designed to deliver supplies the "last tactical mile," the JCA morphed from a joint aircraft into an Air Force-only platform that will reside solely in the Air National Guard (ANG) as the C-27J.<sup>1</sup> Its assignment to ANG units makes it a dual-role aircraft, used to support civil authorities in domestic crises in addition to fulfilling its combat role.

The National Defense Authorization Act for Fiscal Year 2010 (Public Law 111-84, 28 October 2009) included funding for the Air Force to purchase the first eight of a proposed 38 C-27J aircraft for the ANG.<sup>2</sup> Despite debate about the "correct" total number of C-27Js to procure after this modest start, a larger issue remains: where will we base these aircraft, and how will the C-27J support its nascent homeland security mission?

Congress has weighed in on these issues with questions regarding beddowns and funding but has given only passing recognition of the C-27J's potential homeland secu-

urity role. In separate reports to be attached to their versions of the FY 10 National Defense Authorization Act, both the House Armed Services Committee (HASC) and the Senate Armed Services Committee (SASC) directed the National Guard and Air Force to report on a C-27J basing plan within 120 days of the act's passage. The HASC's report contained concerns about the 12 C-27J beddowns previously earmarked for the Army National Guard and urged the Air Force to consider those locations for future C-27J basing. Language in the SASC report left the door open for additional C-27J purchases, referring to the currently budgeted number of 38 aircraft as a "floor" rather than a "ceiling." The SASC report also notes that any study regarding intratheater airlift must also give "due consideration" to the contribution of these systems to the homeland security mission.<sup>3</sup> Concerns remain about whether 38 C-27Js represent a sufficient number for performing missions proposed for the aircraft.<sup>4</sup> In a letter of 11 June 2009 to the chairmen and ranking members of both the HASC and SASC, the Adjutants General Association supported "fully fund-

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ing 78 aircraft for the JCA program,” stating that doing so would “provide a critical capability to state emergency management and homeland security missions.”<sup>5</sup> Regardless of the correct number of C-27Js, the aircraft seem destined to play a role in the burgeoning partnership between the Department of Defense (DOD) and Department of Homeland Security (DHS).

The *Quadrennial Defense Review Report* of 2010 calls for increased ties between the Federal Emergency Management Agency (FEMA) and National Guard, directing that “the Department also will draw on existing National Guard forces to build a Homeland Response Force (HRF) in each of the ten Federal Emergency Management Agency . . . regions. These ten HRFs will provide a regional response capability; focus on planning, training and exercising; and forge strong links between the federal level and state and local authorities.”<sup>6</sup> Although it does not specifically address the C-27J, the report’s language clearly indicates that DOD planning for “homeland response” will emphasize the FEMA regions. Given the fact that most disasters will not rise to the level of a national response like that for Hurricane Katrina, ensuring adequate tactical airlift support for each FEMA region offers a prudent way ahead to plan for contingencies less severe than national disasters. Doing so will also give state and local officials the opportunity to plan and exercise with tactical airlift assets.

The ANG has announced plans to base a total of 24 C-27Js by placing four of them at each of six locations, but it has not decided where to place the remaining 14 aircraft. Given the announcement of the six bed-down locations and the progress of bed-down planning, changing locations at this late date would be unwise. However, utilizing a squadron consisting of only four C-27Js as primary assigned aircraft (PAA) is not an optimal situation for both overseas employment and domestic use. Lt Gen Harry Wyatt, director of the ANG, has stated that the low number of aircraft (38 instead of the projected 78) will require in-

creased ratios of aircrews to aircraft since he believes that at least 16 of the 38 C-27Js bought by the US Air Force will support wars abroad at any given time.<sup>7</sup> Moreover, routinely deploying all four aircraft from individual units will leave gaps in domestic-response capabilities. On the other hand, deploying with only two aircraft per unit will demand a “rainbow” with another C-27J unit to create a four-ship deployment. Assuming that the six C-27J units will stand up at different times (depending on funding and aircraft availability), merging airframes from different ANG C-27J units will prove difficult in the foreseeable future. Nevertheless, none of the projected beddown locations will affect the C-27J’s overseas support mission. However, considering the dual role of the aircraft, C-27J basing decisions will affect how quickly and efficiently the aircraft can fulfill their domestic-response mission.

Furthermore, the current ANG C-130 and C-21 — “bridge aircraft” for the C-27J bed-downs—do not provide sufficient tactical airlift coverage in support of domestic missions across the country.<sup>8</sup> This problem becomes obvious when one matches these locations against the 10 FEMA regions (fig. 1).

FEMA Region X—including Alaska, Washington, Oregon, and Idaho—has an ANG C-130 unit in Alaska but no assigned ANG tactical assets in the rest of the region. Region VI (Texas, New Mexico, Oklahoma, Arkansas, and Louisiana) receives support from only one ANG C-130 unit in Texas. In contrast, Region IV, the rest of the Southeastern states (minus Virginia), has four ANG C-130 units. Other FEMA regions, particularly in the eastern half of the country, enjoy similar support from substantial numbers of C-130s and C-21s.

Creation of six ANG C-27J units will not significantly improve support for domestic response, primarily due to their planned beddown locations (fig. 2). C-27Js will replace four C-21 units (located at Bradley International Airport, Connecticut; Hector International Airport, North Dakota; W. K. Kellogg ANG Base, Michigan; and Mansfield Lahm Airport, Ohio), making this a zero-

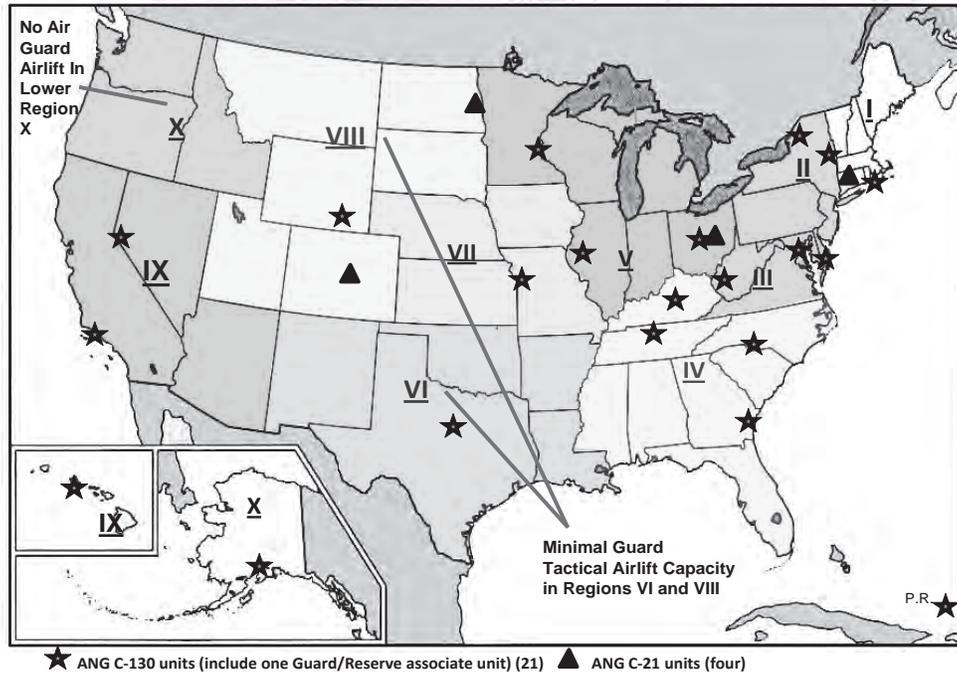


Figure 1. Current beddown of ANG tactical airlift aircraft by FEMA region

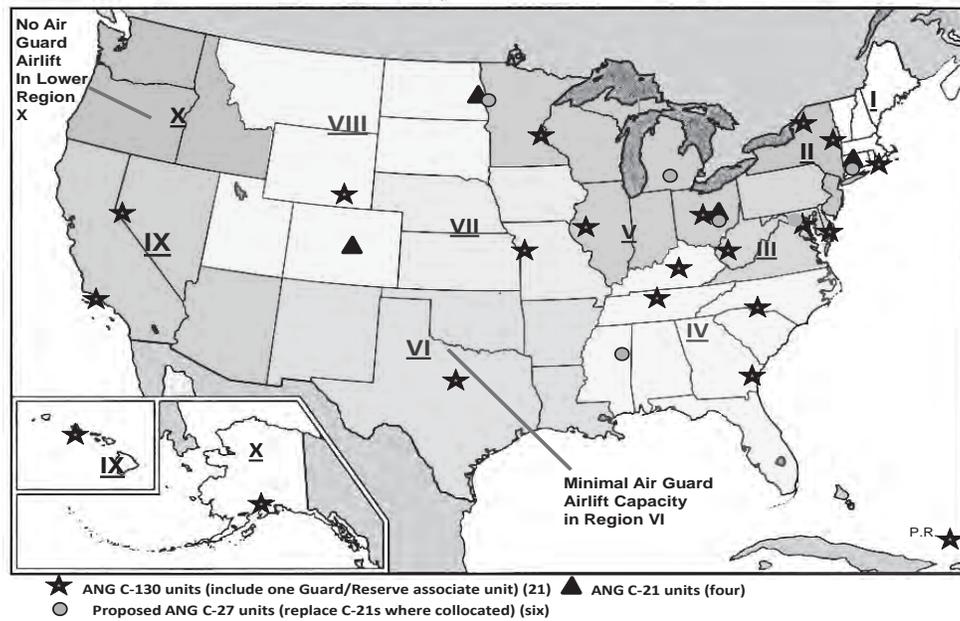


Figure 2. Planned beddowns of ANG C-27J aircraft by FEMA region

sum transfer of unit locations.<sup>9</sup> A C-27J unit will stand up in Meridian, Mississippi (replacing a KC-135 unit), in Region IV, which already has an abundance of ANG tactical airlift assets. The other announced C-27J beddown at Martin State Airport, Maryland, is in Region III, which already has two ANG C-130 units to support it. Against this backdrop, thoughtful placement of the 14 currently unassigned C-27J aircraft can make a significant difference in airlift support for domestic emergencies.

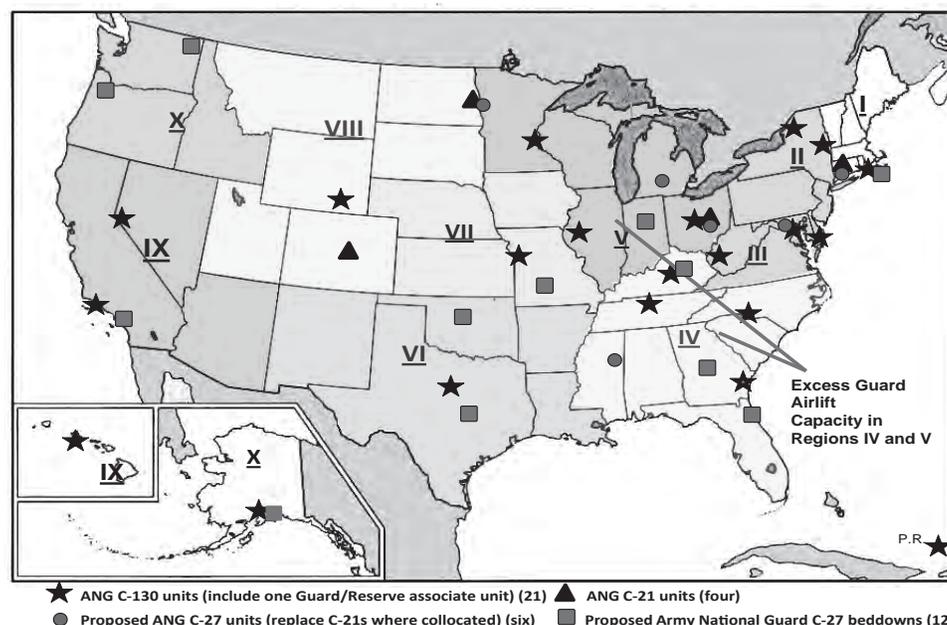
Suggested options for basing the remaining 14 C-27Js in the initial buy depend upon the sole criterion of ANG tactical airlift support to FEMA. Again, basing of the aircraft in the continental United States has little bearing on their overseas deployments.

Since the Army National Guard had already planned for C-27J beddowns, the ANG would be prudent to review those locations as well. However, the 12 previously proposed beddown locations for Army

C-27Js continue the trend of overcapacity in some FEMA regions, particularly those located east of the Mississippi River (fig. 3).<sup>10</sup> However, with 14 C-27Js currently unassigned to beddown locations, using some of the Army Guard's proposed beddown locations makes sense for FEMA support. Two options come to mind.

### The Air National Guard C-27J: The Way Ahead

One option would have the ANG bed down four C-27Js at each of the six previously identified ANG locations. The first eight aircraft would go to the 119th Wing at Hector International Airport in Fargo, North Dakota, and the 103rd Airlift Wing at Bradley International Airport in Windsor Locks, Connecticut. The unit at Fargo, which replaces the C-21 bridge unit there, would augment FEMA Region VIII, cur-



**Figure 3. Proposed beddown of Army National Guard tactical aircraft by FEMA region (added to the existing laydown of ANG tactical airlift aircraft)**

rently served only by the C-130 unit at Cheyenne, Wyoming, and a C-21 unit at Buckley AFB, Colorado. Located near the North Dakota–Minnesota border, the Fargo unit could also support Region V. The 103rd Airlift Wing, also a bridge-unit replacement, would augment the lone ANG C-130 unit stationed in FEMA Region I.<sup>11</sup>

As planned, four C-27Js would go to each of the remaining four previously identified ANG beddown locations to complete the Guard's initial plan for the first 24 C-27Js. Based on the current number of 38 aircraft, the ANG should station two of them at its Advanced Airlift Tactics Training Center (AATTC) at Rosecrans Memorial Airport, Missouri, in order to develop specific tactics and training for C-27J crews (see table 1). Finally, each of the six ANG C-27J units would be augmented by two additional C-27Js from the remaining 12 planes as these aircraft become available. When all 38 aircraft are on station, each of the six units will have the ability to deploy a four-ship package overseas yet keep two aircraft at home station for domestic use.

Designed to create more units instead of adding aircraft to units slated to receive the C-27J, option two would have the ANG bed

down four C-27Js each at the six previously identified ANG locations, as in option one. Instead of placing 12 of the remaining 14 aircraft at these six units, the Guard would establish three new C-27J units (four PAAs each) at three of the Army National Guard's predesignated C-27J beddown locations. Two of the selected units—at Portland International Airport, Oregon, and Fairchild AFB, Washington—would support FEMA Region X, currently served by a lone ANG C-130 unit in Alaska. The third C-27J unit, located at March Air Reserve Base, California, would augment Region IX, currently served by only two ANG C-130 units. The final two aircraft (of the original 38) should remain stationed at the AATTC in Missouri, as proposed in option one, but should bed down before the last 12 in order to begin training in innovative tactics for the previous 24 aircraft and their aircrews (see table 2). Beddown of the final 12 aircraft at these three Army National Guard locations will make the best use of remaining resources, supporting the western FEMA regions as well as taking advantage of the existing infrastructure and trained personnel at the Army Guard's former aviation units.

**Table 1. Option one: C-27J beddown projections (six PAAs) (first 38 aircraft)**

<i>Aircraft Sequence</i>	<i>Original Base</i>	<i>New Base</i>	<i>Remarks</i>
1–4	Hector International Airport, North Dakota	Same	Supports FEMA Regions VIII and V
5–8	Bradley Airport, Connecticut	Same	Supports FEMA Region I
9–24*	Meridian, Mississippi	Same	Supports FEMA Region IV
9–24*	Mansfield Lahm Airport, Ohio	Same	Supports FEMA Region V
9–24*	Martin State Airport, Maryland	Same	Supports FEMA Region III
9–24*	W. K. Kellogg ANG Base, Michigan	Same	Supports FEMA Region V
25–26	Rosecrans ANG Base, Missouri	Same	C-27J AATTC
27–38	Two each at the first six bases above	Same	Units can deploy with four PAAs; two PAAs left for FEMA support

\*Stand-up sequence to be determined

**Table 2. Option two: C-27J beddown projections (four PAAs) (first 38 aircraft)**

<i>Aircraft Sequence</i>	<i>Original Base</i>	<i>New Base</i>	<i>Remarks</i>
1–4	Hector International Airport, North Dakota	Same	Supports FEMA Regions VIII and V
5–8	Bradley Airport, Connecticut	Same	Supports FEMA Region I
9–24*	Meridian, Mississippi	Same	Supports FEMA Region IV
9–24*	Mansfield Lahm Airport, Ohio	Same	Supports FEMA Region V
9–24*	Martin State Airport, Maryland	Same	Supports FEMA Region III
9–24*	W. K. Kellogg ANG Base, Michigan	Same	Supports FEMA Region V
25–26	Rosecrans ANG Base, Missouri	Same	C-27J AATTC
27–38*	March Air Reserve Base, California	Same	Original Army Guard beddown at March supports FEMA Region IX
27–38*	Fairchild AFB, Washington	Same	Original Army Guard beddown at Fairchild supports FEMA Region X
27–38*	Portland Army National Guard Base, Oregon	Same	Original Army Guard beddown at Portland supports FEMA Region X

\*Stand-up sequence to be determined

## Back to the Future: Some Other C-27J Options

If Congress authorizes additional C-27Js in future years, the aircraft beddown locations may not be the same as the rest of the original Army National Guard locations. Missions could change, other ANG aircraft could retire and need replacing in order to keep established units open, or other unforeseen circumstances might affect basing decisions. Nevertheless, these previously identified locations can guide future C-27J basing decisions.

### ***A Look down the Road: Acquisition and Beddown of the Next 40 C-27Js (Nine New Units, Four PAAs)***

If the remaining 40 aircraft desired by the ANG and the states' adjutants general are eventually funded (for a total of 78 C-27Js), Guard planners should take a pragmatic look at future beddown locations for them. Although bedding down at all of the previ-

ously identified Army Guard locations will create overcapacity in some FEMA regions at the expense of others, doing so would make the best use of existing resources and infrastructure at each location and allow the Army Guard's skilled aviation personnel to transition into the ANG.

Using the model of four PAAs per squadron for basing these aircraft would create up to 10 more C-27J units—one more unit than the Army Guard's original 12-unit plan (options one and two already include three of the Army Guard locations). As the ANG adheres to the Army Guard's plan for nine additional locations and before it equips FEMA regions with an abundance of aircraft, the ANG should take care to maintain a beddown sequence that satisfies regions that have the least airlift capability. Instead of adding a 10th C-27J unit at a new location, the Guard should apportion the remaining four aircraft to the AATTC, increasing it to a six-PAA C-27J squadron and, in effect, creating a "10th" squadron. Moreover, adding more C-27Js to the AATTC should

occur earlier in the sequence than in previous options. The fact that extra crews will require additional training capacity drives the need for more airframes at the AATTC (see table 3). Sequencing of these aircraft takes into account only the needs of the various FEMA regions and does not reflect any order of merit for any unit.

***The “Coast Guard” Buy***

Although the FY 10 National Defense Authorization Act has approved the initial C-27J purchase, many individuals have called for more than the projected number of aircraft (38); furthermore, additional aircraft buys beyond these 38 may materialize. One intriguing funding option involves the DHS budgeting for and obtaining additional C-27Js. Assuming that the aircraft will have

a dual role—combat airlift and disaster response—and that only the ANG will operate them under authority of the governors of the several states, one can argue that the DHS will benefit from DOD-procured aircraft without incurring any of the attendant costs. Despite instances of DHS-purchased equipment for military units (e.g., chemical-warfare protective equipment and chemical-biological detection gear), a strict proviso forbids use of such equipment for any purpose other than supporting homeland security—the direct antithesis of the DOD’s purchases of dual-use equipment. For example, the ANG’s C-27J and the venerable C-130 can perform either DOD or DHS functions.<sup>12</sup>

A 2008 report from the Government Accountability Office (GAO) noted a planning and budgeting disconnect between the DOD and DHS: neither organization budgeted for

**Table 3. Option three: C-27J beddown projections (follow-on buy of 40 aircraft) (four PAAs)**

<i>Aircraft Sequence*</i>	<i>Original Base (Army Guard Plan)</i>	<i>New Base (ANG)</i>	<i>Remarks</i>
1–24	Austin-Bergstrom International Airport, Texas	Naval Air Station Joint Reserve Base, Fort Worth, Texas	Collocated with the 136th Airlift Wing (Texas ANG); supports Region VI
1–24	Bryant Army Airfield, Alaska/Guam**	Kulis ANG Base, Alaska/Guam	Collocated with the 176th Wing, Alaska ANG
1–24	Quonset Point, Rhode Island	Quonset State Airport, Rhode Island	Collocated with the 143rd Airlift Wing; supports Region I
1–24	Will Rogers Army National Guard Base, Oklahoma	Will Rogers ANG Base, Oklahoma	Supports FEMA Region VI
1–24	Springfield Airport, Missouri	Springfield Airport, Missouri	Should remain to support new Missouri National Guard construction initiative
1–24	Cecil Field, Florida	Jacksonville ANG Base, Florida	Supports Southern FEMA Region IV
25–28	N/A	Rosecrans ANG Base, Missouri	Increases the AATTC squadron to six PAAs
29–40	Grissom Joint Reserve Base, Indiana	Fort Wayne ANG Base, Indiana	Collocated with other Indiana ANG units; supports Region V
29–40	Standiford Field, Kentucky	Standiford Field, Kentucky	Supports Region IV
29–40	Robins AFB, Georgia	Robins AFB, Georgia	Supports Region IV

\*Stand-up sequence to be determined

\*\*This Army Guard C-27 unit was slated to share its beddown location between Alaska and Guam.



USAF photo

A C-27J Spartan practices air-dropping bundles during flight testing of the plane at Yuma Proving Ground, Arizona, in early 2009. In April, through Resource Management Decision 802, Defense Secretary Robert Gates moved the C-27J program and its related direct-support mission from the Army to the Air Force.

unique military equipment to support homeland security, mistakenly believing that the other did so.<sup>13</sup> This situation may have stemmed from failure to understand the roles of the nation's military in disaster response and reluctance to earmark a piece of equipment solely for that purpose in an era of declining resources. Given the relative youth of the DHS—a department born in the aftermath of the terrorist attacks of 11 September 2001 and still struggling to organize itself—this reluctance may be understandable. However, acquisition of the C-27J and its assignment solely to the ANG with the expressed desire that it have a role in disaster response may prompt exploration of a funding initiative for more C-27Js by the DHS.

The GAO report of 2008 also used the term “Coast Guard Option” to describe one choice for equipping the National Guard for

its domestic-support mission: “Under an alternative approach modeled after the Coast Guard, DHS would have authority and would provide funding to the National Guard Bureau to organize, train, and *equip* the National Guard with unique capabilities for civil support missions. The National Guard would maintain its existing command and control relationship for civil support operations” (emphasis added).<sup>14</sup> Although the GAO report stopped short of endorsing this idea rather than the other two options, the concept is well worth exploring.

By using DHS funds to buy more C-27Js earmarked only for domestic response (following the “Coast Guard” model), we could acquire additional airframes without increasing the DOD's procurement budget. The proposed beddown locations outlined above would remain in effect, and these “DHS” aircraft would augment the inventory

of C-27J units as they became available. This method would free the DOD-procured C-27Js to deploy in support of current operations while maintaining a stable force of short-haul ANG aircraft at home. By law, DHS-procured equipment cannot be used for any purpose other than homeland defense; therefore, we could utilize these aircraft at any time and could augment them with other undeployed ANG C-27Js. The DHS would find it difficult to project a proper number of C-27Js to contemplate purchasing, but their current price (Congress allocated over \$319 million for eight C-27Js in the FY 10 National Defense Authorization Act) would make such a buy a serious investment for the department.<sup>15</sup> However, failure to weigh in on the procurement of C-27Js could result in future deficiencies of short-haul airlift.

## Conclusion and Recommendations

National disasters on the order of a Hurricane Katrina are far less common than local or regional catastrophes. However, the post-Katrina relief efforts by the nation's armed forces proved that, when such events occur, they will respond with everything necessary—aircraft and all—when and where needed. The availability of resources to transport personnel and equipment rapidly to the scene of disasters that fall short of a national catastrophe, however, remains less certain. The C-27J can help in this regard.

Current plans call for the purchase of C-27Js in insufficient numbers to have a significant impact on short-haul transportation, either overseas or domestically. The fact that 14 C-27Js within the initial buy of 38 are currently not earmarked for any ANG unit compounds this problem. Acquisition of only 14 airframes for active duty is not a viable alternative, nor does it appear that the active duty Air Force wishes to do so. We should place these currently unassigned aircraft at locations that would best support FEMA's regional needs. Their

beddown locations will not have a bearing on their in-theater combat roles, but an unwise choice of locations could affect domestic response. Furthermore, Congress should revisit the original contracted purchase of 78 aircraft. The addition of 40 C-27Js would create a force large enough to fill both “last mile” transportation needs in-theater and domestic-response operations without sacrificing one for the other.

Since initial planning for the C-27J relied heavily on aviation assets of the Army National Guard, we should capture that expertise—following a suggestion by the HASC report—as an “Army to Air Force” resource. Just as “Blue to Green” transfers—from the Air Force to the Army—have become common, so could the National Guard embrace “Green to Blue” transfers within its own ranks. This personnel initiative would go hand-in-hand with bedding down additional C-27Js at previously proposed Army Guard locations that already host flight operations. Merging Army aviation personnel with new aircraft at their home stations could produce an operational unit in minimum time, save resources, and bring a new perspective to the Air Force's short-haul airlift operations.

In terms of selecting among future funding options, the DHS should consider budgeting and procuring additional airframes earmarked exclusively for supporting domestic disasters. By doing so, the department will break new ground in military support to civil operations and set a precedent for other purchases of single-use military equipment. The DHS will find this transition difficult and costly—but necessary. The DOD and Air Force should partner with the DHS to make this concept not only a reality but also a road map for future cooperation.

Today, we often hear leaders at all levels encouraging an “all in” approach to operations. We should heed that call with regard to acquiring, utilizing, and basing the C-27J. ✪

*Maxwell AFB, Alabama*

## Notes

1. For a complete, albeit somewhat biased, review of the JCA deliberations, see “Joint Cargo Aircraft: We Have a Winner (?)” *Defense Industry Daily*, 23 April 2009, <http://www.defenseindustrydaily.com/joint-cargo-aircraft-we-have-a-winner-03372/>.

2. In addition to the \$319.050 million for the first eight aircraft, another \$9.353 million was made available to the Air Force for JCA “Research, Development, Test and Evaluation” in FY 10. *National Defense Authorization Act for Fiscal Year 2010*, HR 2647, Public Law 111-84, 111th Cong., 1st sess., 28 October 2009, 553, 583, [http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=111\\_cong\\_bills&docid=f:h2647enr.txt.pdf](http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=111_cong_bills&docid=f:h2647enr.txt.pdf).

3. House, *Joint Cargo Aircraft Force Structure Requirements and Basing Plan; HASC Committee Report to Accompany H.R. 2647 NDAA*, 25 June 2009, 111th Cong., 1st sess., <http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000005390/HASC%20Report%20on%20NDAA%20JCA%20Language.pdf>; and Senate, *SASC Report 111-35, to Accompany S. 1390, FY10 NDAA Joint Cargo Aircraft Language*, 25 June 2009, 111th Cong., 1st sess., 31–32, <http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000005391/SASC%20Report%20JCA%20Language%20NDAA.pdf>.

4. Department of the Army and the Department of the Air Force, memorandum of agreement, subject: Way Ahead for the Convergence of the Army Future Cargo Aircraft (FCA) and the Air Force Light Cargo Aircraft (LCA) Programs, 16 June 2006, [http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000001623/JCA-MOA-\(20JUN06\).pdf](http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000001623/JCA-MOA-(20JUN06).pdf). Par.5.j.(3)(a) and (b) call for 75 aircraft for the Army and up to 70 for the Air Force. Debate continues regarding the correct number of aircraft. Is the original 2007 purchase agreement to buy 78 C-27Js still valid? Should that number be 91, as suggested in a study by the Institute for Defense Analyses? What about the original decision to purchase 145 JCAs, as detailed in the above memorandum of agreement?

5. Adjutants General Association of the United States, to Hon. Carl Levin, Hon. Ike Skelton, Hon. John McCain, and Hon. John M. McHugh, letter, 11 June 2009, [http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000005311/JCA%20Memo%20\(final\)3.pdf](http://www.ngaus.org/NGAUS/files/ccLibraryFiles/Filename/000000005311/JCA%20Memo%20(final)3.pdf). Fifty-three adjutants general signed the letter.

6. Department of Defense, *Quadrennial Defense Review Report* (Washington, DC: Department of Defense, February 2010), 19, [http://www.defense.gov/qdr/images/QDR\\_as\\_of\\_12Feb10\\_1000.pdf](http://www.defense.gov/qdr/images/QDR_as_of_12Feb10_1000.pdf).

7. Amy Butler and David A. Fulghum, “Reduced JCA Buy Calls for Higher Crew Ratio,” *Aviation Week*, 30 July 2009, [http://www.aviationweek.com/aw/generic/story\\_channel.jsp?channel=defense&id=news/C27J073009.xml&headline=Reduced%20JCA%20Buy%20Calls%20For%20Higher%20Crew%20Ratio](http://www.aviationweek.com/aw/generic/story_channel.jsp?channel=defense&id=news/C27J073009.xml&headline=Reduced%20JCA%20Buy%20Calls%20For%20Higher%20Crew%20Ratio).

8. Following the 2005 Base Realignment and Closure Commission’s (BRAC) decisions, it was apparent that some ANG units would have a multiyear hiatus between weapon systems as BRAC-directed realignments occurred ahead of the arrival of replacement aircraft. These units received bridge aircraft in order to keep skilled cadres until assignment of follow-on aircraft. See US Government Accountability Office, *Military Base Closures: Management Strategy Needed to Mitigate Challenges and Improve Communication to Help Ensure Timely Implementation of Air National Guard Recommendations*, GAO Report 07-641 (Washington, DC: GAO, May 2007), 19, <http://www.gao.gov/new.items/d07641.pdf>. See also “C-21,” fact sheet, US Air Force, <http://www.af.mil/information/factsheets/factsheet.asp?id=88>.

9. Mansfield Lahm’s current C-130J inventory is slated to convert to the C-21 in the fall of 2010.

10. For example, utilization of all the proposed Army Guard beddowns would give FEMA Region IV eight tactical airlift units, and Region V (Minnesota, Wisconsin, Illinois, Ohio, Indiana, and Michigan) would have six. In contrast, Region VIII (Colorado, Wyoming, Utah, Montana, North Dakota, and South Dakota) would gain no new assets.

11. For all of the ANG’s current beddown locations, see *Airman Magazine: The Book*, 2010 54, no. 3 (March–April 2010): 11, <http://www.airmanonline.af.mil/shared/media/document/AFD-100302-029.pdf>.

12. See US Government Accountability Office, *Enhanced National Guard Readiness for Civil Support Missions May Depend on DOD’s Implementation of the FY2008 National Defense Authorization Act*, GAO-08-311 (Washington, DC: GAO, April 2008), table 2, p. 18, <http://www.gao.gov/new.items/d08311.pdf>.

13. For a detailed explanation, see *ibid.*, 4. Equipment purchased for homeland security missions with DHS funds cannot be used for other purposes, including war fighting; therefore, these DHS-procured C-27s could not deploy.

14. US Government Accountability Office, *Enhanced National Guard Readiness*, 23.

15. “Joint Cargo Aircraft: We Have a Winner (?)”