

Proposal to Relocate the 18th Aggressor Squadron (18 AGRS) from Eielson Air Force Base (EAFB), Alaska to Joint Base Elmendorf-Richardson (JBER), Alaska and to Right-Size the Remaining Wing Overhead/Base Operating Support at EAFB, Alaska

Executive Summary



Draft
Environmental Impact Statement
May 2013

This Executive Summary is not the Draft F-16 Relocation EIS; rather, this Executive Summary is designed to provide overview information and direct the reader to the EIS. The EIS is designed to be a reader-friendly document that provides an in-depth, accurate analysis for the proposed relocation of the 18 AGRS squadron to JBER and the No Action Alternative. The EIS and this Executive Summary are contained on the CDs located below.

To view the EIS on CD, you will need Adobe Acrobat® Reader. If you do not already have Adobe Acrobat® Reader, you can download it at www.adobe.com.

To review the Draft F-16 Relocations EIS:

- Insert the CD in your computer's CD drive and double-click on the file in the CD directory.
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EXECUTIVE SUMMARY

INTRODUCTION

In January 2012, the Department of Defense (DoD) announced a new Defense strategy guidance, Sustaining U.S. Global Leadership: Priorities for 21st Century Defense (DoD 2012), based on the results of the May 2011 Department of Defense comprehensive review to provide a strategy-based assessment of defense requirements over the next decade. The U.S. Air Force (Air Force) employed this guidance to develop force structure changes that ensures the Air Force meets the following capability and force-sizing requirements:

- Adaptable and capable of deterring aggression and providing a stabilizing presence, especially in the highest priority areas and missions in the Asia-Pacific region and the Middle East, while still ensuring the ability to maintain defense commitments to Europe and other allies and partners;
- Structured to be ready, rapidly deployable, and expeditionary, with the capacity to project power on arrival;
- Capable of conducting homeland defense and providing support to civil authorities;
- Armed with cutting edge capabilities that exploit technological, joint, and networked advantages;
- Able to reconstitute quickly or grow capabilities as needed; and
- Manned and led by the highest quality professionals.

The Air Force's proposed force structure changes (*USAF Force Structure Changes: Sustaining Readiness and Maintaining the Total Force, February 12*) are based on this new strategic guidance and are focused on investments in continued global engagement, robust capabilities to deter and defeat potential adversaries, and flexible capacity across multiple conflicts. As part of this restructuring, and in response to Resource Management Directive 703 and reduction in Total Obligation Authority, the Air Force tasked Major Commands, including Pacific Air Forces (PACAF), to identify operational efficiency measures, which could reduce costs in the PACAF Pacific Region. PACAF was originally requested to identify annual costs savings in excess of \$100 million per year beginning in Fiscal Year (FY) 2013 and in each of the following four years, and a separate manpower reduction of at least 600 civilian positions. The following selection standards were used by PACAF to identify alternatives that would meet these funding and manpower reduction targets, while meeting Air Force capability and force-sizing requirements:

- The action should maintain the necessary operational support to tenant units at PACAF installations and joint installations, including the Air National Guard (ANG);
- The action should have no negative effect on the required installation support at joint bases in PACAF where the Air Force is the executive (or supporting) agency;
- The action should not close any PACAF installations;
- The action should not terminate any current or planned PACAF missions;
- The action should not have a significant adverse impact on strategic or war-fighting capabilities; and
- The action should not have a negative effect on foreign relations or existing international agreements.

Using these standards, PACAF proposed relocating the 18th Aggressor Squadron to JBER and reducing the Base Operating Support (BOS) component. During negotiations with the Air Force corporate structure, a final end-state of 769 personnel at Eielson (559 military and 210 civilians) was determined to be sufficient to maintain remaining mission support requirements. This proposal would generate a cost

savings of \$227 million over the Future Year Defense Plan (FYDP) and was accepted as PACAF's share of Air Force cost savings. Red Flag and other training exercises would continue to be supported at EAFB with the remaining BOS infrastructure.

The Proposed Action would achieve operational efficiencies by consolidating three squadrons of fighters (two F-22 squadrons and one F-16 squadron) under the 3rd Wing (WG) at JBER, Alaska. The proposed end-strength of 769 military and civilians would be sufficient to maintain EAFB as a valuable strategic location as part of the Total Force. The base would continue to provide critical training through the Joint Pacific Alaska Range Complex (JPARC); support vital joint operations through the Joint Mobility Center (and Ammunition Processing Center); and support the Survival School, the Rescue Squadron operations, and contingency and operational plan requirements. The current JPARC development initiative, as being analyzed in the *Modernization and Enhancement of Ranges, Airspace, and Training Areas in the Joint Pacific Alaska Range Complex (JPARC) EIS*, (JPARC Draft EIS) also highlights the DoD desire to continue, and expand, training opportunities in Alaska such as Exercises Red Flag Alaska and Northern Edge (Air Force 2012a).

The purpose of the Proposed Action is to achieve operational efficiencies in the PACAF Pacific region that would meet both Air Force cost-saving and force-sizing requirements while maintaining current operational capabilities within PACAF. The Proposed Action would achieve operational efficiencies by:

- Improving operational effectiveness for the missions at JBER by co-locating aircraft, pilots, and support personnel with the units they provide training support for,
- Maintaining necessary mission effectiveness for the Red Flag mission at EAFB, and
- Continuing to provide realistic combat training experience in the largest combination of overland Military Operation Areas (MOAs) in the United States.

These benefits are in line with an increased focus on the Asia-Pacific region by DoD and emphasis on readiness. The Alaskan theater is one mission area where the PACAF must balance risk to force structure and modernization while maintaining readiness and operational programs across all mission areas.

PURPOSE AND NEED

The Proposed Action would reduce defense spending, while maintaining the mission effectiveness of Alaska's Air Force bases. This proposal meets the need for PACAF to contribute to the Air Force portion of the directed savings and garner manpower savings by consolidating operations/maintenance, supervision, over-head, and base support functions. The subsequent right-sizing of the BOS function is an example of the disciplined use of defense dollars in a constrained fiscal environment.

PROPOSED ACTION

The Proposed Action would relocate the 18 AGRS squadron with 18 F-16 primary assigned aircraft and 3 F-16 backup aircraft to JBER. At JBER, F-16 sorties would fly as the current F-22s fly, with approximately 75% of the departures using Runway 34. Training flights would continue in existing Alaskan training airspace. Eight JBER facilities vacated by the F-15 aircraft (which were relocated from JBER by 2008) would be modified and/or added-to at an estimated cost of \$2 to \$3 million for the F-16 aircraft. Figure ES - 1 identifies facility projects at JBER. JBER would receive 542 active duty positions, 308 students, and 350 other family members from EAFB.

EAFB would incur an initial reduction of 623 positions, with 542 relocating to JBER and 81 eliminated. Follow on personnel reductions would eliminate an estimated 749 military and 179 civilian positions at EAFB to accomplish the required increased efficiencies. The final Air Force active duty and appropriated fund civilian end-strength at EAFB would be 559 military and 210 civilian personnel. Other personnel at EAFB would be Alaska Air National Guard, Non-Appropriated Fund, Base Exchange, and contract personnel. An estimated 17 EAFB facilities would be vacated and made available for re-use or demolition. Figure ES - 2 identifies EAFB facilities.

ALTERNATIVES

The Proposed Action would be accomplished through either Alternative A or B.

Alternative A would base 18 AGRS at JBER as described above. F-16 aircraft and required personnel would be temporarily deployed to EAFB an estimated total of 12 weeks per year to participate as aggressor aircraft for Major Flying Exercises (MFEs), including Red Flag Alaska, Distant Frontier, and related exercises. Under Alternative A, 18 AGRS would annually fly 1,270 sorties from JBER, 630 sorties from EAFB, and 800 sorties from other locations. Normal 18 AGRS training would fly from, and return to, JBER.

Alternative B would base 18 AGRS at JBER as described above. F-16 aircraft would fly from JBER using tanker fueling support to participate as aggressor aircraft for MFE, including Red Flag Alaska, Distant Frontier, and related exercises for an estimated total of 12 weeks per year. Under Alternative B, 18 AGRS would not temporarily deploy to EAFB. The 18 AGRS would annually fly 1,900 sorties from JBER and 800 sorties from other locations. Normal 18 AGRS training would fly from, and return to, JBER.

Alternative C No Action is required to be addressed in a National Environmental Policy Act (NEPA) decision document. The No Action Alternative would not relocate 18 AGRS from EAFB. The No Action Alternative would maintain mission capabilities in Alaska, but would not result in any operational efficiencies.

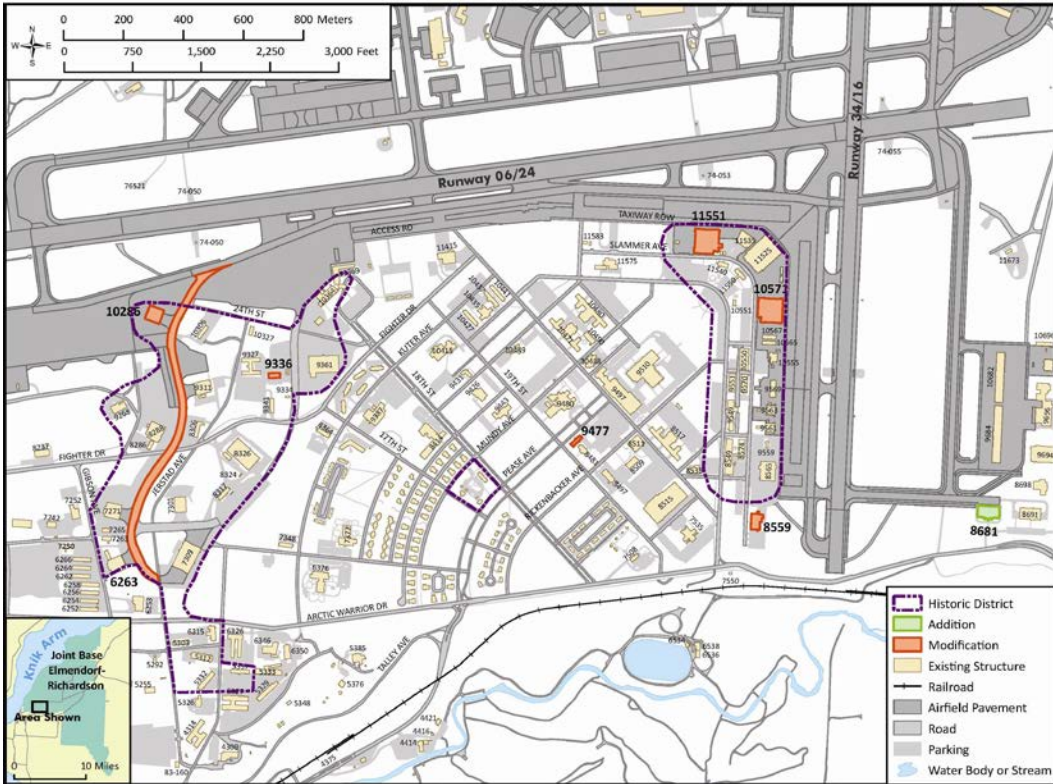


Figure ES - 1. Facility Projects at JBER in Support of the Proposed 18 AGRS Relocation



Figure ES - 2. EAFB Facilities Available for Re-use or Demolition Under the Proposed 18 AGRS Relocation

ENVIRONMENTAL EFFECTS

The Draft Environmental Impact Statement (EIS) describes the affected environment and assesses environmental effects of the alternatives for the following resources:

Airspace Management and Use would not be impacted at JBER or at EAFB (see Sections 3.1 and 4.1). Anchorage Alaska Terminal Area management of regional airspace would be minimally impacted by the 18 AGRS flight operations under either Alternative A or B. Comparable levels of flight operations were managed as recently as 2008 when 3 fighter squadrons were based at JBER. Air traffic control procedures are in place for managing fighter operations in the Anchorage area. One standard F-16 training procedure not previously conducted at JBER would be the Simulated Flameout (SFO). An SFO is a practice approach to a runway at an idle power to prepare a pilot for an engine failure or loss of power. SFOs performed at JBER would be to Runway 06 or Runway 16. The initial altitude needed for an SFO would extend above JBER airspace into airspace controlled by Anchorage Approach Control. Federal Aviation Administration (FAA) controllers would approve or deny an SFO request, depending on other air traffic conditions. Procedures for coordinating SFO requests would be outlined in a Letter of Agreement between JBER and the FAA to ensure those maneuvers do not conflict with other air traffic operations and priorities. The No Action Alternative would result in no change from baseline conditions.

Figure ES - 3 presents the training airspace currently used for fighter aircraft training. Either Alternative A or B would result in a sortie increase in the Stony (6.6% increase), Susitna (10.0% increase), and Fox 3 (2.4% increase) Military Operations Areas (MOAs) near JBER. There would be a reduction in sorties near EAFB in the Eielson (1.1% reduction), Fox 1, 2 (1.4% reduction), Viper B (1.6% reduction), and Yukon (2.7% reduction) MOAs.

Noise would have the potential for continuing and greater off-base environmental impacts at JBER (see Sections 3.2 and 4.2). The existing 65 decibels (dB) Day-Night Average Sound Level (L_{dn}) or greater off-base noise impacts would expand from 408 persons (under No Action) to 831 persons (Alternative A) or 1,079 persons (Alternative B) in the high minority and disadvantaged community of Mountain View. Figure ES - 4 presents noise contours under Alternative A, Alternative B, and Alternative C, existing conditions or No Action.

The community of Mountain View has the highest proportion of minorities and low income when compared with the Municipality of Anchorage as a whole. Children attending the Mountain View Elementary School and/or residing under the existing and expanded 65 dB L_{dn} noise contours could be impacted by existing and/or increased noise levels. At this noise level, schools are not considered a compatible land use according to DoD guidelines, unless the structure provides at least 25 dB outdoor-to-indoor noise level reduction

Aircraft noise at EAFB would be expected to decrease under Alternative A or B. The change in use of training airspace would not result in a discernible subsonic change in noise. A calculated increase of an average of up to 1 additional sonic boom per month under certain approved training airspaces could be detected by someone living under the airspace, but would not be expected to increase annoyance substantially. The No Action Alternative would result in continued JBER off-base noise impacts and no change from baseline conditions for EAFB. In general, noise under the airspaces would not noticeably increase.

Health and Safety would not be significantly impacted at JBER, EAFB, or under the training airspace. (Sections 3.3 and 4.3). The F-16 uses hydrazine to fuel the aircraft emergency power unit. Hydrazine containers would be stored at JBER in a specially designated and constructed facility and would be handled by trained and certified personnel to ensure safety. The No Action Alternative would result in no change from baseline conditions.

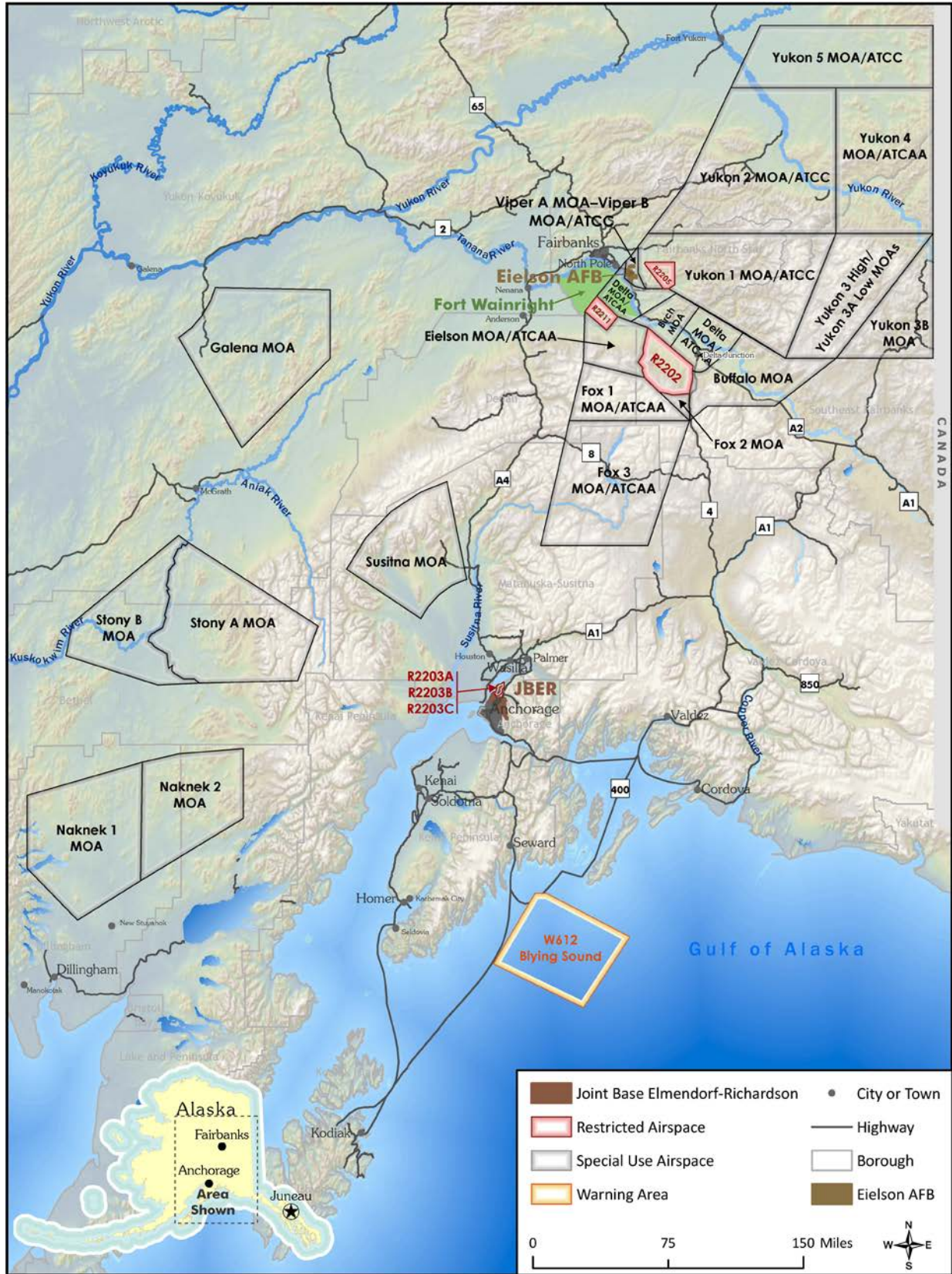


Figure ES - 3. Alaska Training Use Airspace

Air Quality would not be significantly impacted with the implementation of either Alternative A or B (Sections 3.4 and 4.4). The Anchorage area is in attainment for all criteria pollutants and anticipated construction and aircraft emissions resulting from implementation of either Alternative A or B and would not cause, or contribute to, a new National Ambient Air Quality Standards violation. Under Alternative A or B, aircraft emissions and mobile source emissions would decrease at EAFB. Alternatives A or B would not have a significant impact on greenhouse gas emissions and would not normally fly at altitudes that could contribute to emission impacts in the training airspace. The No Action Alternative would result in no change from baseline conditions.

Physical Resources would not be significantly impacted under either Alternative A or B (Sections 3.5 and 4.5). Renovations at JBER would disturb less than 1 acre. Demolition projects at EAFB would affect more than 1 acre and would require a site specific Stormwater Pollution Prevention Plan. No adverse effects from erosion would be anticipated. Floodplain management standards would apply to one EAFB building in the 100-year flood zone. There would be no change from existing conditions under training airspace. The No Action Alternative would result in no change from baseline conditions.

Hazardous Materials and Waste Management impacts would not be anticipated under either Alternative A or B (Sections 3.6 and 4.6). The *JBER Operations Plan (OPLAN) 19-3* would be updated to include hydrazine for the F-16 (JBER 2011a). Hydrazine is used to fuel the aircraft emergency power unit. At EAFB, existing procedures would be implemented to handle the demolition of buildings and to deal with potential asbestos containing material and lead based paint issues. No hazardous materials or wastes would be anticipated under the training airspace. The No Action Alternative would result in no change from baseline conditions.

Biological Resources on JBER, EAFB, or under training airspace are regularly exposed to noise and human activity including military aircraft, defensive chaff and flares, and base construction activities. Biological resources would not be expected to be adversely affected with either Alternative A or B (Sections 3.7 and 4.7). Aircraft noise associated with either Alternative A or B extends into the Knik Arm of the Cook Inlet and Cook Inlet beluga whale (CIBW) regularly traverse the area overflown by aircraft (see noise contours on Figure ES - 4). Potential effects to CIBW include behavioral response to aircraft overflight. No harassment by military aircraft of listed species has been reported. In 2011, the Air Force consulted with the National Marine Fisheries Service (NMFS) for the addition of F-22 aircraft to JBER and the NMFS determined that overflight “may affect, but would not likely adversely affect” listed species. Air Force studies for this F-16 proposed relocation EIS recommend a determination that overflight “may affect, but would not likely adversely affect” listed species. The Air Force and NMFS are participating in ongoing informal consultation under Section 7 of the Endangered Species Act for the proposed relocation and flight operations of the 18 AGRS squadron at JBER. The No Action Alternative would result in no change from baseline conditions.

Cultural Resources, including historic properties or traditional cultural properties, would not be expected to be impacted with implementation of Alternative A or B (Sections 3.8 and 4.8). Renovation of historic Hangars 1, 3, and 7 would require consultation with the Alaska State Historic Preservation Officer. Demolition of any of the facilities at EAFB has the potential to encounter previously unknown archaeological resources. In the case of unanticipated or inadvertent discoveries, the Air Force would comply with Section 106 of the National Historic Preservation Act, as specified in standard operating procedures described in the JBER and EAFB Integrated Cultural Resources Management Plans (EAFB 2006a). There would be no impacts to historic properties under the airspace, and no impacts to traditional cultural properties or Alaska Native activities would be expected as a result of either Alternative A or B. The No Action Alternative would result in no change from baseline conditions.

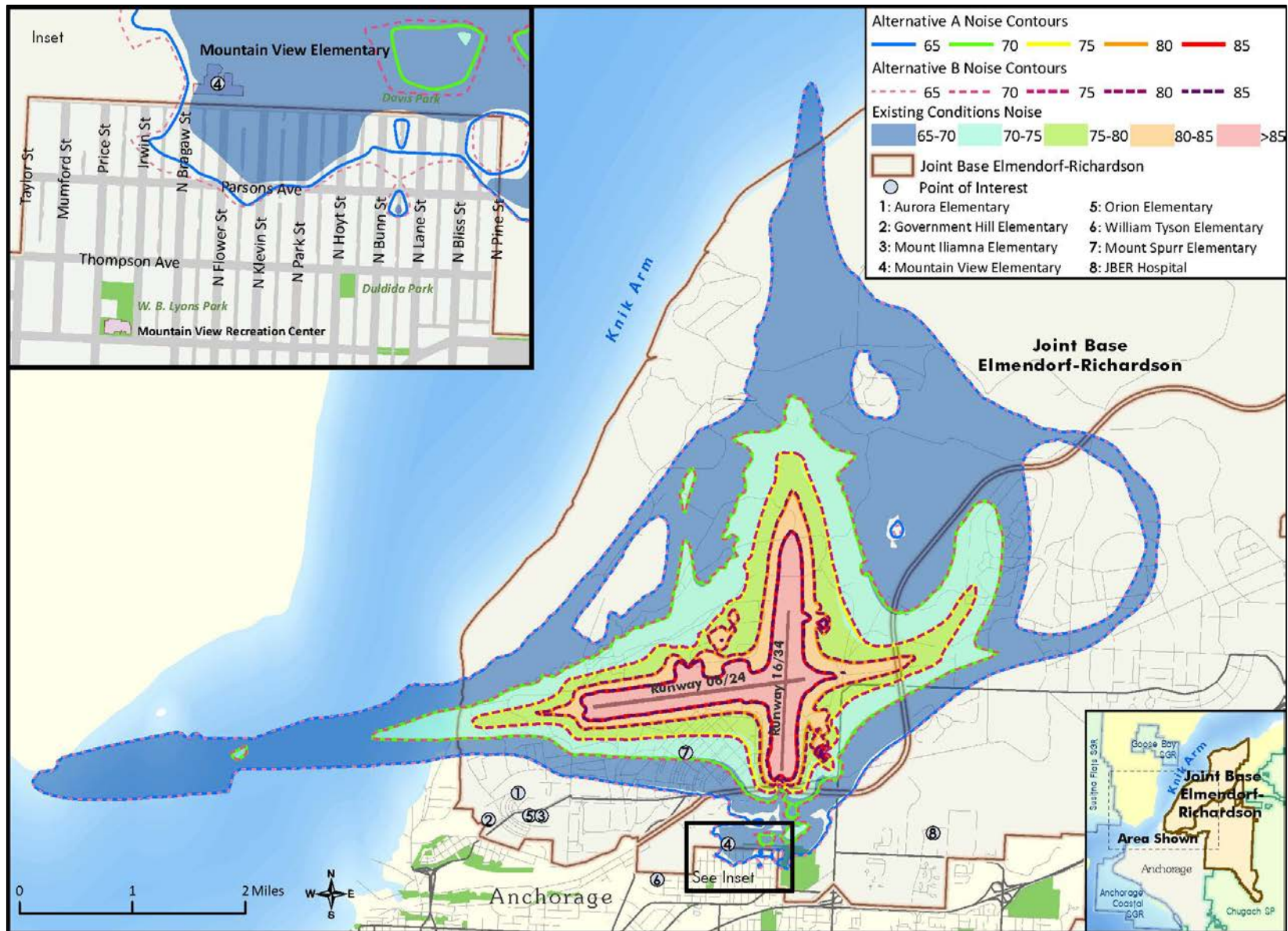


Figure ES - 4. Noise Contours Under Existing Conditions, Alternative A, and Alternative B

Land Use and Recreation would be somewhat affected by implementing the Proposed Action as described in Sections 3.9 and 4.9. The JBER off-base over land 65 dB L_{dn} noise contour would increase from the No Action Alternative of 266 acres to 281 acres with Alternative A or 289 acres with Alternative B. Off base residential land uses can be compatible with 65 dB L_{dn} or greater noise levels with sound attenuation and/or noise attenuation. Parks and most outdoor recreational facilities and activities on JBER are compatible with current and projected noise levels. No impacts would be expected at EAFB. No discernible effects would occur to land use or land use patterns, ownership, or management under the training airspace. The No Action Alternative would result in no change from baseline conditions.

Infrastructure at JBER is adequate to support the proposed 18 AGRS relocation (Sections 3.10 and 4.10). Increased JBER employment and commuters by 2.8% could increase wait times at already congested gates during high demand periods. Ongoing traffic planning has recommended base projects to ameliorate existing and projected JBER transportation issues. Depending on housing location decisions, an addition of less than 400 daily commute trips on the Glen Highway would be less than 1% of the current approximately 50,000 average daily trips. Congestion can already occur, and a very small increase in traffic would not be expected to result in any discernible change to traffic flow. The small amount of traffic change would not be expected to increase moose-car accidents. EAFB demolition of excess structures could generate approximately 50 tons of construction debris, which would be recycled and/or disposed of in licensed landfills. The water distribution within the above ground utilidor must be maintained at design temperatures. Water pumped into ponding areas to prevent freezing creates potentially hazardous ice fog. Depending upon the extent of water consumption, potential capping of the utilidor where multiple buildings are demolished, and/or water distribution requirements, a reduced EAFB water demand could result in a greater incidence of ice fog in winter months. Wastewater systems design changes could be required to maintain wastewater treatment quality during low flow or high dilution periods. Capping utilidor lines has the potential to reduce coal requirements depending on heating requirements. Reduced electrical system loads, roadway use, and taxiway use could have beneficial effects. There would be no impacts under training airspaces. The No Action Alternative would result in no change from baseline conditions.

Socioeconomics at JBER would not be significantly impacted by the proposed addition of approximately 1,200 Air Force accompanied, unaccompanied, and family members to the Anchorage area. Figure ES - 5 locates JBER, the Municipality of Anchorage, and the Mat-Su valley. A 0.3% increase in population to the Municipality of Anchorage would not be noticed (Sections 3.11 and 4.11). The Air Force personnel increase of 542 positions, or a 2.8% increase in base employment, would create approximately 338 indirect and induced jobs in the community. The addition of 306 dependent students would not substantially affect local schools. Depending on market conditions, an estimated up to 150 relocated personnel would not be able to obtain housing in the Anchorage area that met Air Force cost, quality, and commute standards. This could result in additional commute and/or housing costs for those personnel. From the perspective of Air Force housing standards, the increased commute distance for suitable housing or increased cost of housing would be a potential impact to the personnel and associated families. There would be no substantial socioeconomic distinction between Alternative A and B at JBER.

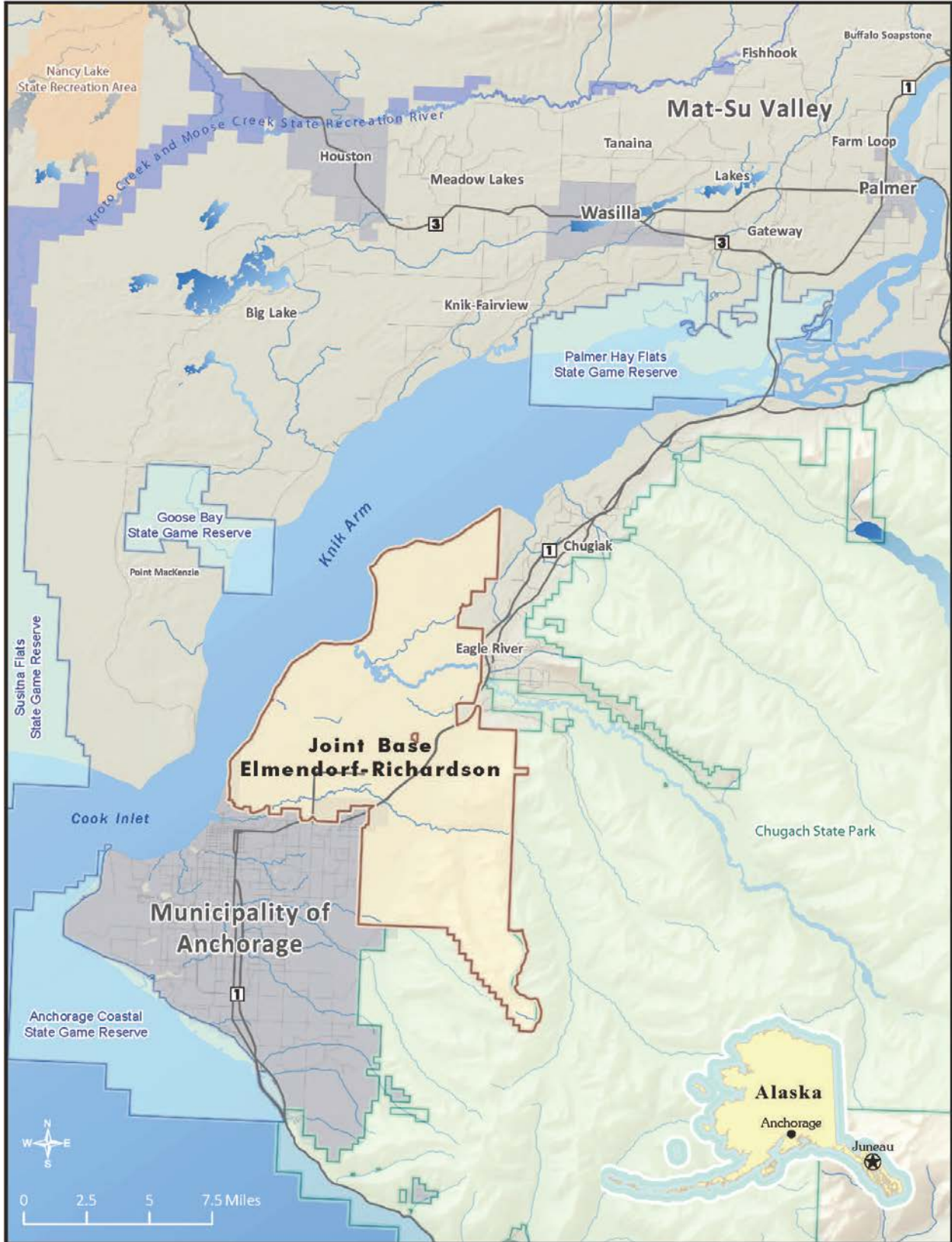


Figure ES - 5. JBER Vicinity Including the Municipality of Anchorage and Communities Within the Mat-Su Valley

EAFB reductions would result in a regional decline of 3,154 direct and indirect Fairbanks North Star Borough (FNSB) jobs and a net decline of 1,224 jobs after out-migration of military families. Civilian, Non Appropriated Fund, Base Exchange, and regional indirect employees who lose jobs are assumed to remain unemployed in the FNSB. Figure ES - 6 locates EAFB, the City of Fairbanks, the City of North Pole, and Fort Wainwright. Assuming that none of the unemployed civilians find jobs or out-migrate, unemployment in the FNSB could increase from 6.2% to 8.9%. This level of unemployment is greater than experienced in the past decade. EAFB contracting would depend on projects initiated, although the overall estimated EAFB contracting would be projected to decline from an average of \$90 million per year over the past decade to an average of \$45 million per year in the future. This contracting reduction is reflected in the regional job decline. EAFB Alternative A would supply an estimated 100 seasonal jobs to support the MFEs and 18 AGRS Temporary Duty (TDY) to EAFB. If the proposed relocation were implemented, the population of FNSB would be projected to be flat or decline slightly prior to continuing growth in 4 to 5 years.

EAFB on-base Military Family Housing (MFH) occupancy would be maintained by a process that would permit occupancy by persons with access to EAFB. The combination of EAFB personnel reductions and maintaining on-base MFH occupancy would reduce demand for off-base owner housing by up to 246 units. This represents an approximate 9-month supply of houses for sale. Rental unit demand could be reduced by up to 1,428 units, which would double local rental vacancy rates from 9% to 17% to 20%. Residents of owner-occupied housing and owners of rental units including off-base military personnel could lose a substantial portion of their investment. Non-military homeowners seeking to sell their homes in the area would face the same potential loss. Over the next 4 to 5 years, housing prices and rents would be expected to stabilize at lower than current levels.

Reduced school enrollments of at least an estimated 786 students would result in an anticipated excess of 2.5 schools and an excess of 80 to 100 teachers and administrators in the Fairbanks North Star Borough School District (FNSBSD). FNSBSD is responsible for EAFB schools and, in the face of declining budgets; FNSBSD would likely be forced to close schools. If on-base schools were closed, the Air Force would pay the costs to bus students off base. EAFB schools could be expected to close due to budget constraints and EAFB personnel and others occupying on-base MFH would have to bus students to schools located off-base. Overall impacts to employment, education, and housing would continue for 4 or more years.

Alternative B impacts at EAFB would basically be the same as Alternative A with all the impacts described for housing and education. Alternative B would have the same employment impacts with a seasonal demand of between 80 to 90 employees because 18 AGRS personnel would not be TDY to EAFB for 12 weeks of MFEs. Socioeconomic activities under the training airspace are not expected to be affected. The No Action Alternative would result in no change from baseline conditions.

Environmental Justice at JBER would have the potential for continuing and greater off-base disproportionate environmental impacts to minority and low income populations and impacts to children (Sections 3.12 and 4.12). At JBER, the affected population in the off-base community of Mountain View is 74% minority and 12.3% below the poverty level as compared with Anchorage 37% minority and 7.8% below the poverty level. Under the No Action Alternative, an estimated 408 persons are within the existing 65 dB L_{dn} or greater. With Alternative A, 831 persons are within that noise contour and with Alternative B, 1,079 persons in the minority and disadvantaged community are within the 65 dB L_{dn} or greater noise contour.

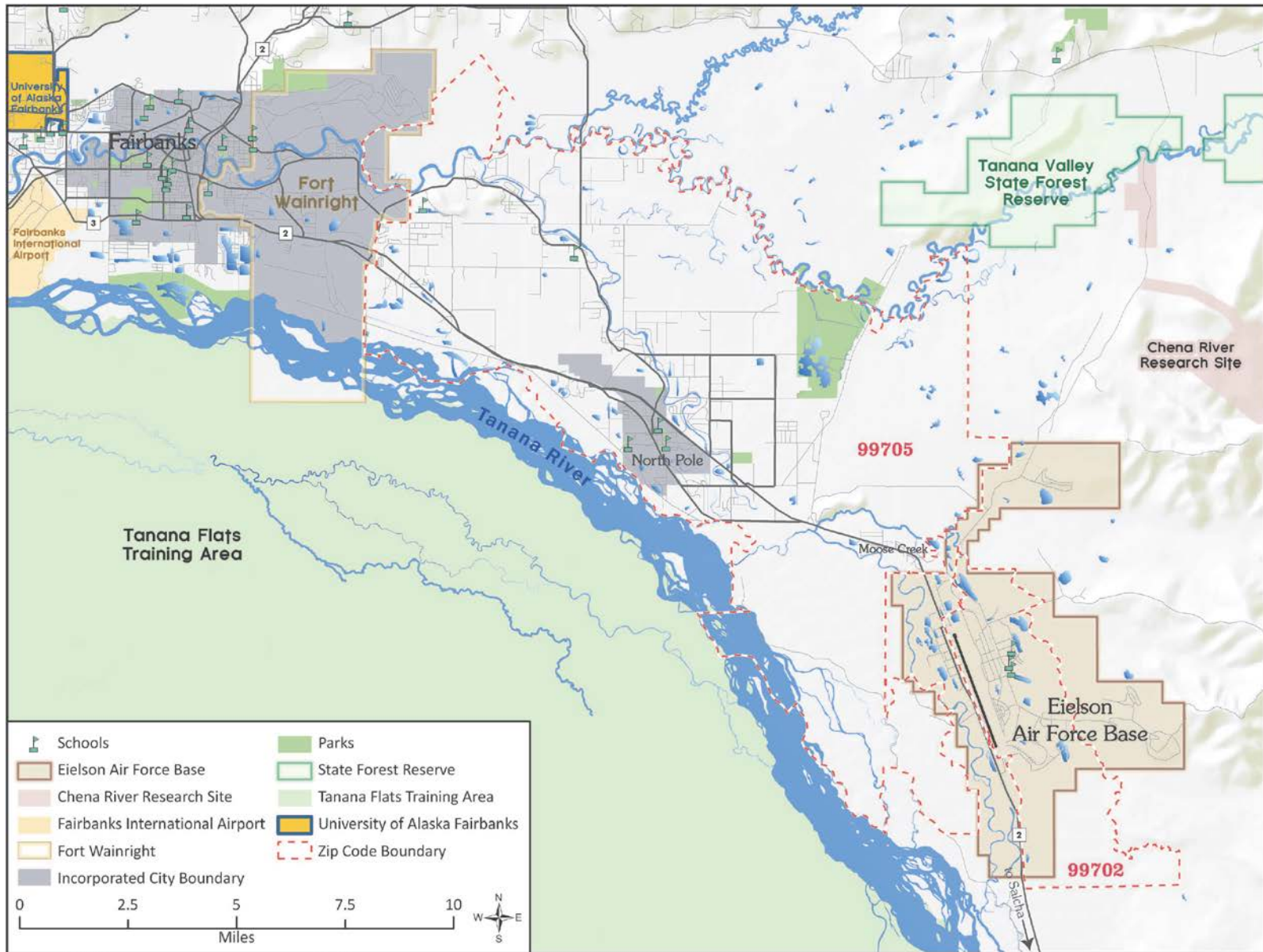


Figure ES - 6. Fairbanks, North Pole, and EAFB Portion of FNSB

Children attending Mountain View Elementary School and/or residing under the existing and expanded 65 dB L_{dn} noise contours could experience health risks by existing and/or increased noise levels. At this noise level, schools are not considered a compatible land use according to DoD guidelines unless the structure provides at least 25 dB outdoor-to-indoor noise level reduction

At EAFB, there would not be disproportionate impacts to minority or low-income populations. An estimated 10% of the annual EAFB service contracts are with Alaska Native Corporations. In 2012, the service contracts with Alaska Native Corporations were \$2.1 million. The reduction of total contracts from an annual average of \$90 million per year to an annual average of \$45 million per year could have the potential to reduce contracts with Alaska Native Corporations by one-half, to \$1.05 million per year. For service contracts, that amount translates to an approximate reduction in 20 direct, indirect, and induced FNSB jobs. These 20 jobs are included in the socioeconomic employment discussion above.

Children living in MFH on EAFB could incur longer bussing and less available academic-related after school time with school closings.

Alaska Natives who live under training airspace are representative of rural populations throughout the state. Persons living under the airspace, particularly the Stony MOAs could notice up to an additional 1 sonic boom per month. No disproportionately high or adverse impacts to minority or low-income communities under the airspace would result from implementation of either Alternative A or B. There would be no health or safety risks to children under the airspace. The No Action Alternative would result in continued JBER off-base noise impacts to the disadvantaged community of Mountain View and no change from baseline conditions for EAFB.

CUMULATIVE EFFECTS

Cumulative effects analysis considers the potential environmental consequences resulting from “the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions (40 CFR 1508.7). Federal and non-Federal projects near the bases and airspace were identified and evaluated to see whether cumulative impacts could occur (Chapter 5.0). Several projects within the region would overlap in time or location with the proposed F-16 relocation and EAFB personnel reductions.

The major projects with potential for cumulative effects include the realignment of the Army’s force structure (Army 2013), which, under their Alternative 1, would reduce either JBER by a military population of 4,300 and reduce Fort Wainwright by a military population of 4,900 or, under Alternative 2, could increase JBER by 1,000 and increase Fort Wainwright by 1,000. The Joint Pacific Alaska Range Complex (JPARC) modernization and enhancement project would change the shape and altitude of the Fox 3 and Paxon MOAs used for military training (JPARC 2002). Anchorage Port and Knik Arm Bridge are major construction projects immediately adjacent to JBER. The Army resumption of year-round live fire training opportunities would be at the upper end of the Knik Arm, and energy-related projects could increase the demand for construction personnel and supplies.

Potential Cumulative Effects at JBER - JPARC modernization and enhancements propose changes in the Fox 3 MOA (JPARC 2012). F-16 AGRS aircraft are already incorporated into JPARC airspace use projections. Proposed relocation of the F-16 to JBER is projected to increase Fox 3 usage by 0.5%. This is not expected to have a cumulative impact on the proposed JPARC airspace modernization and enhancements.

Port of Anchorage expansion and the Knik Arm Crossing and Resumption of Year-Round Firing Opportunities at JBER could cumulatively increase noise and/or disturbance to the CIBW habitat

(USARK 2010b). The proposed additional fighter aircraft overflights of the Knik Arm are not expected to contribute to any cumulative impact to the CIBW or any other sensitive species.

Knik Arm Crossing bridge access routes on JBER could intrude into JBER runway safety zones. This potential cumulative impact is being addressed through coordination among affected Air Force and bridge development agencies.

Realignment of the Army force at JBER could, under Alternative 1, reduce Army presence at JBER by 4,300 personnel and open housing space for Air Force personnel relocating to JBER. Under Alternative 2, JBER would gain 1,000 Army personnel with a potential to increase demand for housing and schools and increase gate traffic on JBER. An Army action could open housing for EAFB relocating personnel or could reduce housing space and result in more relocating JBER personnel living in housing that did not meet Air Force quality, cost, and location parameters (Army 2013).

Potential Cumulative Effects at EAFB - Realignment of the Army force at Fort Wainwright could, under Alternative 1, reduce Army personnel by 4,900 and more than double the estimated EAFB reduction impacts to employment, housing, and education in FNSB. Under Alternative 2, Fort Wainwright could gain 1,000 personnel. Such an increase could reduce by approximately one-third the projected employment and housing impacts associated with the proposed EAFB changes. An Army decision to locate an Unmanned Aerial Vehicle flying mission into the FNSB could reduce the projected employment and housing impacts associated with the proposed EAFB relocation by approximately 10% (Army 2013).

Proposed energy, rail, and/or dam construction projects within the FNSB, or staging for energy related construction from the FNSB, could increase regional economic activity and reduce the impacts to employment, housing, and education associated with the EAFB reduction.

ENVIRONMENTAL COMPARISON OF ALTERNATIVES

Table ES-1 summarizes the consequences at JBER-Elmendorf, EAFB, and the training airspace of implementing the Proposed Action or Alternatives. This summary is derived from the detailed analyses presented in Chapter 4.0 of the Draft EIS.

Table ES-1. Summary of Impacts by Resource

Resource	Alternative A	Alternative B	Alternative C, No Action
Airspace Management and Use (Section 4.1)	<p>JBER - There would be 1,270 more annual sorties at JBER with minimal impacts on current uses of the JBER airfield environment and the surrounding Class D airspace and Anchorage, Alaska Terminal Area (ATA). Procedures for coordinating Simulated Flame Out (SFO) requests would be outlined in a Letter of Agreement between JBER and the Federal Aviation Administration (FAA) to ensure those maneuvers do not conflict with other air traffic operations and priorities. To the maximum extent possible, SFOs would only be requested during lower density air traffic periods when they would have less potential to affect civil aviation activities in this area.</p> <p>EAFB - There would be approximately 1,270 fewer annual sorties from EAFB and no changes to use and availability of EAFB as an emergency or alternate airfield for FAA Fairbanks.</p> <p>Airspace - There would be negligible effects on Military Operations Area (MOA)/Air Traffic Control Assigned Airspace (ATCAA) and Restricted Areas (RAs) used by the F-16s. No changes to how the airspace is currently managed would be needed.</p>	<p>JBER - There would be approximately 1,900 more annual sorties from JBER, but impacts would be similar to Alternative A.</p> <p>EAFB - There would be 1,900 fewer annual sorties at EAFB but impacts would be similar to Alternative A.</p> <p>Airspace - Same as for Alternative A.</p>	Existing terminal airspace, MOA, range, and other airspace usage would not change. F-16s would continue to train from EAFB and in the airspace as they do today.
Noise (Section 4.2)	<p>JBER - Off-installation acres exposed to noise levels greater than 65 dB L_{dn} would increase from 1,303 to 1,328 and persons in Mountain View from 408 to 831 persons. On-base noise would increase to include 2 additional residences affected by noise greater than 65 dB L_{dn} and 2 more airfield buildings affected by noise greater than 80 dB L_{dn}.</p> <p>EAFB - Noise levels would be reduced while Major Flying Exercises (MFEs) are not under way. During MFEs, noise levels would stay the same as the No Action Alternative.</p> <p>Airspace - Noise levels would imperceptibly increase by less than 1 decibel (dB) under MOA/ATCAA airspace units Fox 3, Naknek, Stony, and Susitna with increased operations. An average of up to 1 additional sonic boom per month could occur under certain approved training airspaces.</p>	<p>JBER - Off-installation acres exposed to noise levels greater than 65 dB L_{dn} would increase from 1,303 to 1,340 and persons in Mountain View from 408 to 1,079 persons. On-base noise would increase to include 5 more acres of residential land affected by noise greater than 65 dB L_{dn} and 7 more airfield buildings affected by noise greater than 80 dB L_{dn}.</p> <p>EAFB - Noise levels would be reduced relative to the No Action Alternative.</p> <p>Airspace - Same as for Alternative A.</p>	Noise contours and conditions at JBER using topography not previously assessed. Existing condition has identified 1,303 off-installation acres and 408 persons in Mountain View exposed to noise levels greater than 65 dB L _{dn} . Continuation of current noise levels from subsonic and supersonic flight in training Airspace. Continued sonic booms under approved airspaces.
Health and Safety (Section 4.3)	<p>JBER - No change in ground safety conditions, munitions, or personnel safety. Hydrazine containers for F-16 emergency power units would be stored in a specially designated and constructed facility and would be handled by certified personnel to ensure safety. Increase in JBER flight activity would result in slightly higher Bird-Aircraft Strike Hazard (BASH).</p> <p>EAFB - No significant impacts to airfield safety conditions, BASH, munitions, or personnel safety.</p> <p>Airspace - No impacts.</p>	<p>JBER - Same as for Alternative A.</p> <p>EAFB - Same as for Alternative A.</p> <p>Airspace - Same as for Alternative A.</p>	Continuation of current safety conditions at JBER-Elmendorf. No change from existing training by F-16s in Airspace. Continued use of chaff and flares in training Airspace.

Table ES-1. Summary of Impacts by Resource

Resource	Alternative A	Alternative B	Alternative C, No Action
Air Quality (Section 4.4)	<p>JBER - Construction emissions would produce localized, short-term elevated air pollutant concentrations. This localized elevation would be short-term and would not be expected to adversely impact air quality or visibility. Operational emissions are projected to be minimally higher. For example, nitrogen oxide and sulfur oxide increase 0.63% and 0.49 %, respectively. Aircraft emissions of carbon dioxide equivalents are projected to increase by 0.76% at JBER. Air quality, including greenhouse gas emissions, would not be significantly impacted. The action would not cause, or contribute to, a new National Ambient Air Quality Standards violation.</p> <p>EAFB - Air quality would not be significantly impacted.</p> <p>Airspace - Flight operation altitudes would not result in emission impacts. No significant impact to Greenhouse gas emissions.</p>	<p>JBER - Construction emissions are the same as for Alternative A. Aircraft emissions of carbon dioxide equivalents are projected to increase by 1.03% at JBER. Air quality would not be significantly impacted as noted for Alternative A</p> <p>EAFB - Air pollutant emissions would decrease at EAFB.</p> <p>Airspace - Negligible impacts.</p>	<p>Aircraft operations would not change from current activity. There would be no new construction and no change from current emissions.</p>
Physical Resources (Section 4.5)	<p>JBER - A total of less than 1 acre of soil disturbance in 2 locations.</p> <p>EAFB - Demolition projects would affect more than 1 acre and require a site specific Stormwater Pollution Prevention Plan. Floodplain management would apply to one building in the 100-year flood zone. No adverse effects on earth or water resources,</p> <p>Airspace - No impacts.</p>	<p>JBER - Same as for Alternative A.</p> <p>EAFB - Same as for Alternative A.</p> <p>Airspace - Same as Alternative A.</p>	<p>No change from existing conditions.</p>
Hazardous Materials and Waste Management (Section 4.6)	<p>JBER - No significant impact on hazardous materials, hazardous wastes, or the Environmental Restoration Program (ERP). Existing hazardous waste accumulation sites and procedures are adequate to handle the changes anticipated with the expected 18 additional primary aircraft. Facility additions will take place to accommodate hydrazine servicing and maintenance.</p> <p>EAFB - No significant impact on hazardous materials, hazardous wastes, or the ERP. Existing hazardous waste procedures are in place to handle asbestos, lead based paint, and other materials anticipated with Alternative A demolition.</p> <p>Airspace - No significant impact on hazardous materials or hazardous wastes in training airspace.</p>	<p>JBER - Same as for Alternative A.</p> <p>EAFB - Same as for Alternative A</p> <p>Airspace - Same as for Alternative A.</p>	<p>No change from existing use of hazardous materials and generation of hazardous waste.</p>
Biological Resources (Section 4.7)	<p>JBER - Facility modifications and increased airspace activity would result in minimal impacts to biological resources on JBER. Air Force and National Marines Fishery Service are consulting on potential effects to Cook Inlet beluga whale population. No significant effect on any Federally listed, candidate, or proposed species eagles, and/or designated or proposed critical habitat is anticipated.</p> <p>EAFB - Possible demolition would not affect vegetation or wildlife habitat. Construction contract specifications would further minimize potential effects to local biological resources.</p> <p>Airspace - Possible minor effects to Endangered Species Act (ESA)-listed species from noise or visual presence. No impacts to biological resources from continued use of chaff and flares under Alternative A.</p>	<p>JBER - Same as for Alternative A.</p> <p>EAFB - Same as Alternative A.</p> <p>Airspace - Same as Alternative A.</p>	<p>Biological resources would not change from existing conditions.</p>

Table ES-1. Summary of Impacts by Resource

Resource	Alternative A	Alternative B	Alternative C, No Action
Cultural Resources (Section 4.8)	<p>JBER - No significant impacts are expected to historic properties or traditional properties at JBER. JBER will consult with Alaska's State Historic Preservation Office (SHPO) to reduce, minimize, or avoid impacts in compliance with the National Historic Preservation Act (NHPA) Section 106 for renovations in the historic district.</p> <p>EAFB - No significant impacts are expected to historic properties or traditional properties at EAFB. EAFB will consult with Alaska SHPO in compliance with NHPA Section 106 for building demolitions.</p> <p>Airspace - No impacts to historic properties under the airspace. Increase in of up to 1 sonic boom per month under approved airspace, when discernible, may annoy users of land, but would not be expected to affect Alaska Native subsistence hunting.</p>	<p>JBER - Same as Alternative A.</p> <p>EAFB - Same as Alternative A.</p> <p>Airspace - Same as Alternative A.</p>	No change from existing conditions.
Land Use and Recreation (Section 4.9)	<p>JBER - No change in land use and recreation on base. Some extension of the 65 dB L_{dn} over land noise contours from 266 acres to 281 acres. Residential land use requires sound attenuation to be compatible in over 9 additional acres of residential land and approximately 4 acres of transportation land to the west around the docks. Industrial land uses would be compatible with existing and projected noise levels. About 2.8% increase in JBER employment would result in slight increases in usage of local recreational facilities, but is not expected to exceed the resource capacity.</p> <p>EAFB - Noise levels and traffic would be reduced at EAFB and in surrounding communities. Possible reduction in support for recreational areas.</p> <p>Airspace - No impact to land use or land use patterns under the Airspace. Recreationists, hunters, and fishermen may discern an increase up to 1 sonic boom per month under approved training airspace.</p>	<p>JBER - No change in land use and recreation on base. Some extension of the 65 dB L_{dn} noise contours from 266 acres to 289 acres. Other impacts same as Alternative A.</p> <p>EAFB - Same as for Alternative A.</p> <p>Airspace - Same as Alternative A.</p>	No change to land use and recreation at JBER, EAFB, or beneath training airspace. JBER would continue to have 266 over land acres exposed to 65 dB L _{dn} or higher noise levels.
Infrastructure (Section 4.10)	<p>JBER - Utilities are adequate to support the proposed 18 AGRS relocation. Increased JBER employment and commuters by 2.8% could increase wait times at already congested gates during high demand periods. Depending on housing location decisions, an addition of less than 400 daily trips on the Glen Highway would be less than 1% of the current traffic load. Congestion can already occur, especially in periods of extreme weather, and a very small increase in traffic would not be expected to result in any discernible change to traffic flow. The small amount of traffic change would not be expected to increase moose-car accidents on the highway.</p> <p>EAFB - Water distribution within the above ground utilidor must be maintained at design temperatures to prevent damage. Water pumped into ponding areas to prevent freezing creates localized ice fog. A reduced EAFB water demand could result in a greater incidence of potentially hazardous ice fog in winter months. Wastewater systems design changes could be required to maintain wastewater treatment quality during low flow or high dilution periods. Capping utilidor lines could reduce coal consumption, although heating systems are continuously run in cold weather to avoid risks of heating system failure and could have continuing high energy requirements. Reduced electrical system loads, roadway use, and taxiway use could have beneficial effects.</p> <p>Airspace - There would be no infrastructure impacts under the airspace.</p>	<p>JBER - Same as Alternative A.</p> <p>EAFB - Same as for Alternative A.</p> <p>Airspace - No effect.</p>	No change from existing conditions, which include adequate capacity at JBER and continued cold weather actions to protect utilities at EAFB.

Table ES-1. Summary of Impacts by Resource

Resource	Alternative A	Alternative B	Alternative C, No Action
<p style="text-align: center;">Socioeconomics (Section 4.11)</p>	<p>JBER - JBER would not be significantly impacted by the proposed addition of approximately 1,200 Air Force accompanied, unaccompanied, and family members to the Anchorage area. A 0.3% increase in population to the Municipality of Anchorage would not be noticed. Between \$1 million and \$2 million in facility modification costs would generate between 5 and 33 temporary construction jobs and between \$775,000 and \$2.3 million in indirect and induced income. Air Force personnel increase of 542 positions, or a 3.6% increase in base employment, would create approximately 338 indirect and induced jobs in the community. The 306 dependent students would not substantially affect local schools. Depending on market conditions, up to 150 relocated personnel would not be able to obtain housing in the Anchorage area that met Air Force cost, quality, and commute standards. Additional commute and/or housing costs could result for those personnel and is a potential impact to the personnel and associated families.</p> <p>EAFB - EAFB reductions result in a decline of 3,154 direct and indirect Fairbanks North Star Borough (FNSB) jobs and a net decline of 1,224 jobs after out-migration of military families. Civilian, Non Appropriated Fund (NAF), Base Exchange, and regional indirect employees are assumed to remain unemployed in the FNSB. Unemployment in the FNSB would increase from 6.2% to 8.9%, which is greater than experienced in the past decade. Estimated EAFB contracting is projected to decline from a past average of \$90 to \$45 million per year in the future. Contracting reduction is reflected in job decline. An estimated \$2.1 million of the contracts are with Alaska Native Corporations. EAFB Alternative A would have an estimated 100 seasonal jobs to support MFEs and 18 AGRS Temporary Duty (TDY) assignments. FNSB population after relocation would be flat or decline slightly prior to continuing growth in 4 to 5 years. The combination of EAFB personnel reductions and maintaining on-base Military Family Housing (MFH) occupancy would reduce demand for off-base owner housing by up to 246 units or an approximate 9 month's supply of houses for sale. Rental unit demand could be reduced by up to 1,428 units, which would double local rental vacancy rates from 9% to 17% to 20%. Residents of owner-occupied housing, including off-base military personnel, could lose a substantial portion of their investment. Over the next 4 to 5 years, housing prices and rents would be expected to stabilize at lower than current levels.</p> <p>Reduced school enrollments of at least an estimated 786 students would result in an excess of 2.5 schools and 80 to 100 teachers and administrators in the Fairbanks North Star Borough School District (FNSBSD). FNSBSD is responsible for EAFB schools and, in the face of declining budgets, the FNSBSD would likely be forced to close schools. If on-base schools were closed, the Air Force would pay costs to bus students off base. EAFB schools could be expected to close due to budget constraints and EAFB personnel and others occupying on-base MFH would have students that needed to be bussed off-base. Overall impacts to employment, education, and housing would continue for 4 or more years.</p> <p>Airspace - Socioeconomic activities under the training airspace are not expected to be affected. An increase of up to 1 sonic boom per month would not be expected to affect activities under the airspace or local economies that rely on subsistence resources.</p>	<p>JBER - There would be no discernible socioeconomic distinction between Alternative A and Alternative B at JBER.</p> <p>EAFB - Alternative B impacts at EAFB would be basically the same as Alternative A with all the impacts described for housing and education. Alternative B would have the same employment impacts with a seasonal demand of between 80 to 90 employees because 18 AGRS personnel would not be TDY to EAFB for 12 weeks of MFEs.</p> <p>Airspace - Same as for Alternative A.</p>	<p>JBER - No change from existing conditions. There are no costs associated with facility modifications or benefits of temporary construction jobs.</p> <p>No F-16 induced change in base personnel.</p> <p>EAFB - No change from existing conditions.</p>

Table ES-1. Summary of Impacts by Resource

Resource	Alternative A	Alternative B	Alternative C, No Action
<p style="text-align: center;">Environmental Justice (Section 4.12)</p>	<p>JBER - Existing 65 dB L_{dn} noise in the 74% minority and 12% low income community of Mountain View and associated elementary school would expand from approximately 408 persons to approximately 831 persons. Children attending the Mountain View Elementary School and/or residing under the existing and expanded 65 dB L_{dn} noise contours could experience health risks by existing and/or increased noise levels. At this noise level, schools are not considered a compatible land use, according to DoD guidelines, unless the structure provides at least 25 dB outdoor-to-indoor noise level reduction.</p> <p>EAFB - No disproportionate impacts to disadvantaged populations. The estimated reduction of contracts from an annual average of \$90 million per year to an annual average of \$45 million per year could have the potential to reduce by one half (to \$1.05 million) service contracts with Alaska Native Corporations. For service contracts, \$1.05 million translates to an approximate reduction in 20 direct, indirect, and induced FNSB jobs. Children living in MFH on EAFB and east of EAFB could incur longer bussing and less available academic-related after school time with school closings.</p> <p>Airspace - Alaska Natives who live under training airspace are representative of rural populations throughout the state. Persons living under the airspace, particularly the Stony MOAs could notice up to an additional 1 sonic boom per month. No disproportionately high or adverse impacts to minority or low-income communities under the airspace would result from Alternative A. There would be no health or safety risks to children</p>	<p>JBER - Existing 65 dB L_{dn} noise in highly minority and disadvantaged community of Mountain View and associated elementary school would expand from approximately 408 persons to approximately 1,079 persons.</p> <p>EAFB - Same as Alternative A.</p> <p>Airspace - Same as for Alternative A.</p>	<p>JBER - Approximately 408 persons off-base in the Mountain View Community, who are primarily minority and/or low income, are exposed to 65 dB L_{dn} noise levels or greater. This impact estimate not been previously assessed is derived from topographic components of the noise model.</p> <p>EAFB - Same as current conditions.</p> <p>Airspace - Same as current conditions.</p>

ACRONYMS AND ABBREVIATIONS

3 WG	3rd Wing
18 AGRS	18th Aggressor Squadron
EAFB	Eielson Air Force Base
F-16 Relocation EIS	Environmental Impact Statement for the Proposal to Relocate 18 AGRS from EAFB, Alaska to JBER, Alaska and Rightsizing the Remaining Wing Overhead/Base Operating Support at Eielson AFB, Alaska
JBER	Joint Base Elmendorf-Richardson (combination of Elmendorf AFB and Fort Richardson)
JPARC	Joint Pacific Alaska Range Complex
MFE	Major Flying Exercise
MTR	Military Training Route
PACAF	Pacific Air Forces
NEPA	National Environmental Policy Act of 1969
AATA	Anchorage, Alaska Terminal Area
SFO	Simulated Flame-Out
FAA	Federal Aviation Administration
dB	decibel
DoD	Department of Defense
L _{dn}	Day-Night A-Weighted
CIBW	Cook Inlet Beluga Whale
NMFS	National Marine Fisheries Service
FNSB	Fairbanks North Star Borough
TDY	Temporary Duty
MFH	Military Family Housing
FNSBSD	Fairbanks North Star Borough School District
EIAP	Environmental Impact Analysis Process
RA	Restricted Area
ATCAA	Air Traffic Control Assigned Airspace

PRIVACY ADVISORY

Your comments on this Draft Environmental Impact Statement (EIS) are requested. Letters or other written or oral comments provided may be published in the Final EIS. As required by law, comments will be addressed in the Final EIS and made available to the public. Any personal information provided will be used only to identify your desire to make a statement during the public comment portion of any public meetings or hearings or to fulfill requests for copies of the Final EIS or associated documents. Private addresses will be compiled to develop a mailing list for those requesting copies of the Final EIS. However, only the names of the individuals making comments and specific comments will be disclosed. Personal home addresses and phone numbers will not be published in the Final EIS.

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See the Draft Environmental Impact Statement (EIS) for the Proposal to Relocate the 18th Aggressor Squadron (18 AGRS) from Eielson Air Force Base (EAFB), Alaska to Joint Base Elmendorf-Richardson (JBER, Alaska and to Right-Size the Remaining Wing Overhead/Base Operating Support at EAFB, Alaska for the References Sited in this Executive Summary