

Written Testimony To  
Base Realignment  
and Closure Commission

By

The Honorable Mark R. Warner  
Governor  
Commonwealth of Virginia

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## **Introduction**

Thank you Mr. Chairman, members of the Commission and staff for this opportunity to appear before you to discuss the Department of Defense recommendations as they pertain to the Commonwealth of Virginia for the 2005 Base Realignment and Closure process. I am pleased to be joined today by distinguished members of Virginia's Congressional Delegation including Senate Armed Services Chairman John Warner and Senator George Allen. I am also joined by a number of local officials and experts, all firmly committed to sustaining Virginia's centuries long commitment to the United States military.

Your task, to provide an objective, non-partisan and independent review and analysis of these extremely complex recommendations, is daunting. You are to be commended for your considerable efforts on behalf of our nation's defense and your commitment to maintaining a fair, open and equitable process. We share your commitment to America's Armed Forces and know of the benefits of a more cost-effective operation of our national defense. We believe it will result in armed forces that are better prepared to meet present and future challenges both at home and abroad. We, as Virginians, welcome the opportunity to continue our supporting role in the transformation of the Department of Defense.

## **The Virginia Military Advantage**

Virginia is proud of its historic responsibility as the foundation of key national defense activities. The range of defense commands, installations and businesses located in Virginia are clearly a testament to the Commonwealth's strategic military advantages. Virginia remains firmly committed to assisting the Department of Defense with the successful achievement of its objectives.

Virginia's strategic military advantage has evolved throughout the creation of the nation and its rise as a world power. Since the earliest Colonial days, America's military has transformed from simply being capable of defending the home-land to projecting its strength across the globe. Because of the inextricable linkages between the two, as the military has transformed, so has Virginia. Today, Virginia is both the center of military thought and the gateway for people, equipment and technology to defend the homeland and project military strength overseas.

This preeminent role has evolved because of the state's many natural attributes, including its geographic location as a gateway to the United States and the world, variant terrain and climate, in addition to an outstanding economy and quality of life. These attributes are underscored by the Commonwealth's consistent attention to the needs of the military installations, defense-related businesses and the thousands of men and women in both the military and private sectors who work to protect America and its interests.

Situated mid-point along the U.S. East Coast, Virginia offers unparalleled strategic and tactical military advantages, including one of the finest natural ports in the world. Positioned strategically at the mouth of the Chesapeake Bay and protected from coastal weather elements, the Hampton Roads region exemplifies one concept of Virginia's military value. It epitomizes

the concept of “jointness” with key components of all military services geographically co-located. This proximity achieves synergy that is not replicated elsewhere.

With the increasingly important role of private industry in military strategic planning and operations, transformation of the military demands efficient access to military suppliers who can respond in the compressed 21<sup>st</sup> century time cycles. More than 35 percent of the nation’s manufacturers are within a day’s drive to the Port of Virginia enhancing coordination and enabling more efficient interaction opportunities.

The region is critical to the support of the nation’s evolving military force structure. Virginia serves as a point of synergy for personnel and material moving from the Northeast, Midwest and Southeast United States. This natural movement and flow of material and personnel identifies Virginia installations as natural locations for “surge” capabilities. As such, joint operations and supportive industries have naturally developed or relocated here. Joint operation concepts and architectures thrive in Virginia’s Military Crescent, which carves a wide swath from Northern Virginia to Tidewater where the Air Combat, Atlantic Fleet, Training and Doctrine, Joint Forces and NATO Supreme Allied commands are located, as is the Virginia Modeling Analysis and Simulation Center (VMASC) which offers the largest battle laboratory in the world for critical joint training. The VMASC exists to foster the innovative concept development and experimentation through war gaming and simulations identified as one of the four pillars of force transformation.

At its center, Virginia’s Capital fosters an environment supportive of these innovative processes is key to successful military transformation. Virginia has a rich tradition of sound governing practices sensitive to the needs of those entities either conducting or seeking to do business here. Virginia offers streamlined regulations, coordinated state-supported workforce training and export assistance which combined create an innovative economic strategy for the Commonwealth and one of the most prosperous business environments in the world. Virginia’s prowess has been recognized with its designation this year as America’s best managed state.

Virginia’s rich and diverse economy has strong roots in manufacturing and service industries. As the birthplace of the Internet, originally designed to support the Department of Defense, and one of the leading centers of software development, Virginia’s high-technology economy continues to excel. It is one of the four U.S. states currently licensed and capable of launching communications satellites and other commercial payloads into Space. Virginia is a leader of the information age. More than 10,400 high-tech companies operate in Virginia. To support this rapidly expanding segment of its economy, Virginia develops and attracts a highly trained, skilled and technologically proficient work force. Nowhere is this more evident than in Northern Virginia where technological synergies offer unparalleled operational advantages in close proximity to the National Capital Region – the seat of our federal government and national leadership.

Virginia has the highest concentration of engineers and doctoral scientists in the Southeast. Virginia’s colleges, universities and community colleges annually produce more than 57,000 degreed students a year and are key assets in training and developing this high technology work force. More than 20,000 engineers and scientists live and work in Virginia. Its nationally

recognized research and development facilities that have clustered around defense operations in Northern Virginia, as well as Hampton Roads, provide the means necessary for the U.S. military to ensure the nation's strategic advantage on the land and sea, as well as in aerospace and cyberspace.

The Commonwealth's diverse climate provides significant advantages. Four distinct seasons enable the U.S. Military unrestricted training opportunities, while also providing natural protection from the destructive effects of severe weather experienced in other southeastern coastal states. The military's critical training venues in Virginia benefit from the rapid recovery rate of the natural environment and significant uninterrupted training days that results from the state's moderate and supportive weather conditions. These same moderate weather conditions create ongoing routine replacement cost savings for installation roads and facilities as well as natural disasters. This keeps installation operational costs low and training day opportunities high.

In addition to the state's beneficial weather conditions, other circumstantial factors benefit Virginia's military presence. With the increasing demands on the U.S. soldier, sailor, airman and marine who must meet the escalating service challenges at home and abroad, quality of life issues can play a pivotal role in mitigating the resulting stress on military personnel and their families. Virginia offers excellent primary and secondary schools. Its 39 public and 35 private institutions of higher education are recognized globally as models of excellence in learning, leadership and research. The state is committed to affordable, quality higher education, last year by increasing funding by \$278 million to higher public education in 2004-06.

Virginia also offers the highest quality health care, affordable housing, transportation choices, award-winning statewide recreational areas and a rich historic setting to explore our nation's past. These quality of life attributes are routinely enjoyed by military families who welcome Virginia assignments.

Virginia also offers a significant advantage in terms of its programs to ensure the safety and security of its citizens, communities and military installations for emergencies and disasters of all kinds, including terrorism. Today the Commonwealth is one of eight states nationally that possesses accreditation of its emergency management programs. This underscores the professionalism of state government to partner with local agencies, military installations and citizens in effectively managing the full range of risks that confront the state.

Virginia's specific focus on homeland security activities is grounded in more than 30 years of planning and preparation that has at its foundation "nuclear attack preparedness", including supporting federal Continuity of Operations and Continuity of Government activities. Following the first bombing of the World Trade Center in 1993 and the Murrah Federal Building in 1995 specific focus has been placed on terrorism readiness. These efforts have been buoyed by the substantial national focus and resources in the aftermath of the September 11, 2001, attacks targeting the Commonwealth, New York and Pennsylvania.

Today, Virginia is one of the most advanced states when it comes to homeland security. The National Capital Region (NCR) comprised of Washington, D.C. and the surrounding

suburbs of Virginia and Maryland is afforded the highest level of security of anywhere in the world. Military installation leaders are fully integrated with local and state officials in the assessment and analysis of intelligence targeting prevention, engaged in the development of plans and protocols to communicate, coordinate and cooperate on response and recovery issues, as well as daily training and exercise activities. This provides a seamless security blanket for the NCR. In addition, the NCR is one of the few places in America that benefits from an immediately available air interdiction capability and standing roving remote sensing detection activities. Key personnel and monitoring activities at all levels of government and in the private sector maintain a higher level of vigilance than those in other areas. This level of vigilance combined with “on the ground” capability to react makes the region among the safest places in America given that no one area can be 100 percent risk free. The nation’s first Secretary of Homeland Security consistently heralded the National Capital Region as the national model for cooperation and coordination among government and the private sector for regional cooperation – a distinction that continues.

The Hampton Roads region benefits from one of the most active port security activities found anywhere. Combined port security activities enjoy full planning and operational inter-relationships made possible by the joint civilian and military port monitoring centers. The geographic size of the Port presents unique opportunities to house many activities under a single security focus supported by committed assets – achieving greater unity of efforts. Co-location of assets in this single geographic region does not present a hazard because of phenomenal advances made in air defenses in the past 50 years, limited capability of most likely terrorist weapons of choice and most notably current security techniques. Given limited resources available nationally to support security it is wise to house key activities in a single geographic region like Hampton Roads with the access options, existing infrastructure and security focus as found in the Port.

Supporting security objectives of DOD is not a new mission for the Commonwealth and its communities where the importance of Continuity of Operations, Continuity of Government and Force Protection in the context of DOD are well known, understood and the values are shared. DOD installations and activities are treated as equal partners with cities and counties in all aspects of prevention and preparedness as evidenced by high levels of coordination, joint training and exercising and most importantly past cooperation that limit the impact of past incidents. We will be pleased to discuss specific initiatives in greater detail with BRAC staff that, for obvious reasons, local communities and the state cannot include in a publicly available document.

Virginia is uniquely poised to provide for the future of the U.S. military. As the Department of Defense seeks ever more creative and innovative approaches to the evolving national security challenges at home and abroad, Virginia already possesses the needed resources to contribute to the successful transformation of our nation’s military.

The Department of Defense recommendations for this round of the Base Realignment and Closure process encompass 140 actions involving military installations and personnel in Virginia. (Summarization Map Attached) Some of these recommendations involve multiple sub-actions. Given the complexity and magnitude of these recommendations, it is not feasible to

address all aspects of these actions in this hearing. We will continue to inform your efforts to analyze the Department of Defense recommendations that impact Virginia over the next few weeks in order to ensure you have comprehensive and accurate data necessary to meet our shared objectives.

### **Northern Virginia – DoD “Leased Space”**

One of the largest and most complex recommendations made by the Department of Defense involves the whole of Northern Virginia. The Department of Defense proposes to relocate approximately 23,000 employees and vacate 8.4 million square feet of commercial office space to satisfy the Office of the Secretary of Defense (OSD) imperative to eliminate leased space, and to comply with its Minimum Anti-Terrorism Standards for Buildings. Virginia remains committed to Department of Defense’s objective, and agrees that this must be a priority. However, the consideration of the Minimum Anti-Terrorism Standards for Buildings to guide BRAC decisions is misplaced and is a substantial deviation from the original Selection Criteria provided to guide the Department of Defense’s development of recommendations.

It is inappropriate for the Department of Defense to arbitrarily assign all leased space a military value of zero simply on the basis of being leased space. This Office of the Secretary of Defense (OSD) imperative is documented by the Technical Joint Cross Service Group meeting minutes of 19 January 2005 that state, “the Military Value analysis is irrelevant as this scenario strives to get out of leased space per the OSD imperative.” The substitution of OSD imperatives for the statutory BRAC Selection Criteria constitutes a significant deviation from the Selection Criteria and undermines the overall credibility of the BRAC process and, in our opinion, exceeds Congressional checks and balances placed on the entire process

Both Arlington County and the City of Alexandria have been and can continue to be able hosts for major administrative, research and headquarters activities of the Department of Defense. With a highly educated population and in-place varied housing stock; a private sector with substantial military knowledge, experience and technological capabilities; a transportation infrastructure that is already in place; and a quality of life which independent surveys rank high, these communities should remain the preferred location of these current Department of Defense activities. Instead, the Department of Defense is missing an important opportunity to consistently re-define its relationship with communities in today’s environment and truly modernize.

Arlington County and the City of Alexandria are hit particularly hard by the Department of Defense recommendations to leave leased space but are also communities where local officials are ready to help the Department of Defense achieve its security objectives. Rather than collaborating with these local communities to address security concerns, the Department of Defense has arbitrarily used the BRAC process to this end. It is disingenuous to promote a Department of Defense transformation process that fails in its ability to modernize how the Department works with local communities. Relationships with local communities and states built on the premise of modern economic development practices will allow the Department to truly achieve better efficiency of mission and cost effectiveness of its activities domestically.

An analysis of the recommendations as they impact these areas reveals additional concerns to those raised above, among them the costing of factors used in the COBRA model

resulted in a cost and savings bias against non-military base office buildings. The DoD minimum anti-terrorism standards for new and existing buildings are overly prescriptive and not performance based as they should be. Performance based standards encourage private sector innovation and can achieve a better security end result for DoD. An open discussion in favor of performance based standards may well prove to be a win-win solution for all concerned. External costs to the DoD are not reflected in the COBRA analysis. For example, stranded lease costs for large blocks of leased space would fall back onto the Federal Government. Also, the definition of community used in the COBRA analysis to determine economic impact was the Standard Metropolitan Statistical Area (SMSA) for Washington, D.C., which is overly broad as it includes population from both Maryland and West Virginia which are unaffected by these recommendations.

Further, by comparing only the existing leased space with existing military installations, the process leaves no room for the possibility of potentially better options for locating administrative, research and headquarters functions. For example, in Alexandria the former Army Material Command building property has been purchased by a major developer who plans to develop and expand the building into a 1 million square foot complex, which can fully meet all twenty-two of the DoD required building standards including the required standoff distances, parking and progressive collapse avoidance standards. A second alternative in Alexandria is to consider the Hoffman Town Center buildings that could accommodate nearly all of the 1.2 million square feet of DoD offices recommended to be moved from the City.

The federal presence in Northern Virginia has created a critical Center of Excellence for the Department of Defense, one that is not limited to its own operations. In fact, the Defense Advanced Research Projects Agency (DARPA), the Office of Naval Research (ONR), the Army Research Office (ARO) and the Air Force Office of Scientific Research (AFOSR), which are clustered within a five-block radius in Arlington County, benefit greatly from proximity to the National Science Foundation (NSF), the Department of Homeland Security Research Projects Agency (HSARPA), the White House, Capitol Hill, the Pentagon, a host of other non-DoD agencies and by being in the "heart" of the region's public sector intellectual resources. From a private sector perspective organizations established across the area that support these activities provide the DoD with a better product cost because of the synergy gained when experienced personnel support more than a single federal contract.

To remove these agencies from this established Center of Excellence and this robust intellectual environment would be detrimental to their missions and contrary to the Department of Defense BRAC Principles concerning highly skilled personnel and "jointness" as well as strategic Military Value.

Arlington County will present location options to the BRAC Commission that were not considered by the Department of Defense. These are innovative alternatives that meet the Department of Defense's security requirements. They merit serious consideration by the Commission in the context of evaluating if the Department of Defense recommendations were fully informed and by the Department if it is truly committed to efficiency and the whole concept of transformation. Additionally these alternatives preserve the existing Center of

Excellence for these key defense operations. This will be good for the Department and the nation as a whole.

We submit that for the Extramural Research Program Managers (#TECH 0040Rv2: Co-locate Extramural Research Program Managers to Bethesda), there are viable options, each of which delivers force protection, mission effectiveness and savings better than relocation to the National Naval Medical Center in Bethesda, Maryland. Our proposals include creating a campus-styled environment for DARPA, ONR, ARO and AFOSR and the Defense Threat Reduction Agency (DTRA).

Arlington has prepared options for the Commission's consideration that will be fully detailed in their written testimony which will include all documented evidence and relative COBRA model runs. This written testimony reinforces Arlington's well researched and presented alternatives.

The Arlington alternatives achieve the following:

**Maximize military value** by maintaining the current synergies and inter-relationships with each other, NSF and DHS, and the private contractor community, which is heavily concentrated in the Ballston area of Arlington:

- **Cost less, both short-term and long term, than the NNMC alternative.**
- **Comply with DoD anti-terrorism / force protection criteria (UFC 4-010-01); and**
- **Represent very realistic, researched, cost effective options that had not been considered during the DoD analysis in the BRAC process.**

### **The Arlington Alternatives: Ballston & Arlington Hall**

Arlington offers two specific alternatives that were not considered, nor were not fairly evaluated, in the preparation of the DOD BRAC recommendation process. The first alternative is to construct a new joint, secure, leased facility in Ballston, in immediate proximity to the current locations of the scientific research agencies. A second alternative is to co-locate the extramural research agencies on a secure federal facility at Arlington Hall, approximately 1.5 miles away from their current location, in new, leased buildings. The Arlington alternatives have been developed in conjunction with the private sector and the Commonwealth of Virginia and are meant to provide maximum flexibility for DOD. These are clear examples of the benefit of DoD's collaborating with local and state officials. While they are presented as leased options, built with private capital, they could be converted to ownership. They could also be built with DOD funds. **There is no Military Value justification for relocation from Arlington.** As will be shown below, there are also no force protection reasons to relocate and cost comparisons compel retention in Arlington.

## Alternative 1: The Ballston Site

The first alternative is the construction of a new facility for the co-location of the extramural research agencies in the immediate proximity of their current location in the Ballston area of Arlington. It would also **maximize military value by allowing the research functions to remain in proximity to NSF and HSARPA** as well as the private contractor community. It would require **minimal disruption of the agencies** and meet the desires of existing staff by remaining in an urban environment. The new facility would **comply with DOD force protection and security standards for new construction**. The Ballston alternative **results in savings of \$52 million** in the 2006-2011 period over the DOD NNMC recommendation, based on a COBRA analysis.

**Description:** This alternative would locate the agencies on the current Washington Metropolitan Area Transit Authority (WMATA) Bus Yard Site. The WMATA block is located in Ballston along Wilson Boulevard between North Randolph Street and North Quincy Street. It is approximately one block from Liberty Center I, the current home of ONR, AFOSR, and AOR and about five blocks from DARPA's current location. The National Science Foundation is two blocks away and HSARPA is three blocks further west. The site is an easy three block walk to Metro.

This re-development of this site has been in active planning that was scheduled to bring forward specific proposals this calendar year. A development agreement is in negotiation with WMATA, Arlington County and a private developer who currently has the option on the site. Supplemental parcels are actually owned by Arlington County. Arlington can provide assurances that this proposal meets local development plans and zoning criteria. A site plan submission is expected by the end of 2005 with development scheduled to begin in 2007. The existing bus garage will be relocated in 2007, allowing for occupancy in new construction in late 2009, well within the current window for completion of BRAC moves. Bringing the extramural research functions into the project actually accelerates the development through the identification of the tenant for the major office structure. The extramural research activities would be in a 485,000 square foot building of 17 stories with a floor plate of 28,500 square feet. The building would be for the sole use of the DOD research agencies.

The Ballston alternative is scaled to accommodate all of the research functions recommended for NNMC; however, it could be scaled in either direction to best meet DOD's needs. For example, a smaller building could be constructed for DARPA on the WMATA site and allow the other extramural research agencies to remain at Liberty Center I. This would result in a new building of approximately 285,000 square feet and 10 stories tall.

The Ballston alternative is presented as a leased proposal, but could be converted to an ownership option.

**Anti-terrorism / Force Protection:** The Ballston alternative is in full compliance with anti-terrorism / force protection standards. The new building would be set back from the sidewalk by a minimum distance of 82 feet. The main entrance would be from a pedestrian

walkway extending between Randolph and Quincy Streets. Access to the loading dock would be from Randolph Street and could be fully secured.

A secure parking garage would be constructed off-site on the east side of Quincy Street in a structure separate from the main building itself. This parking facility will be underground and would incorporate a vehicle screening function. A secure underground walkway could extend from the garage to the building.

**Cost Savings:** Compared to the DOD recommendation, the Ballston alternative lowers the one time cost to DOD by \$122 million. Over the implementation period, it saves \$52 million over six years and a NPV of \$4 million over a 20 year period. The COBRA model also indicates that this option represents a cost savings of \$158 million over the initial six year BRAC period and a long term (20 year) savings of \$576 million. The complete COBRA analysis is included in Arlington County's written submission.

The cost estimates for Ballston have been prepared by a developer and contractor (John Shooshan Company) currently constructing similar buildings in the Arlington market. This alternative assumes that the developer would build and lease back the new building to DOD. Significant state and local contributions would be used to defray a portion of the cost of the project. It should be noted that without this state and local support, there would still be a minimum of \$20 million in direct cost savings with the Ballston site beyond the DOD NNMC recommendation. Clearly, savings would be even greater when one considers the loss of experienced workers under a relocation scenario and the added cost of recruiting, training and loss of research momentum.

The construction of the Ballston alternative could be financed by the Virginia Resources Authority which would provide both construction and long term financing. VRA is rated as an AAA lender, and their cost of capital is among the lowest in the market.

A further option associated with this alternative would permit DOD to own the building after the lease period. The cost of this option is not included in the COBRA analysis, but would be an approach the developer and County would consider.

**Community Infrastructure and Environmental Considerations:** The site can meet all local planning and zoning provisions in terms of use and density. It is currently shown on the General Land Use Plan for Medium Office-Apartment-Hotel with 2.5 FAR allowable office density. The 2.5 FAR of allowable office development would support the development of a 485,000 office project based on the overall consolidated site area of 218,652 square feet. A local development company has control of the entire site. Project approval is fully within the control of the County Board. The costs of the environmental remediation from the WMATA use and the removal of the existing gas station are included in the site development costs.

## **Alternative 2: The Arlington Hall Site**

The second alternative site is Arlington Hall, a secured federal facility only 1.5 miles from the current location of the extramural research functions. This option also preserves the existing "Center of Excellence" and is the only secured federal facility that could do so. It meets the most rigorous anti-terrorism / force protection standards. This alternative beats the NNMC recommendation by \$122 million in one-time costs, \$158 million over the implementation period, and \$25 million over 20 years.

**Description:** Arlington Hall is the current location of the Army National Guard (ANG) and the State Department's National Foreign Affairs Training Center (NFATC). This 78 acre campus is behind a secure federal gate, but has an atmosphere more representative of a campus than a military base or compound. The NFATC accommodates an ever-changing cadre of visitors who access the center for training for a few days or weeks at a time. Like the extramural research agencies, the NFATC requires a level of security that not only permits, but welcomes pre-cleared visitors. There are extramural research personnel located in most U.S. embassies, and the NFATC is operated by the Bureau of Diplomatic Security.

The 485,000 square feet of development needed to house the extramural research agencies could be accommodated on this site in a campus environment. Co-location is not only possible on this site, but several optional approaches of clustering the agencies is also feasible. **Agencies could be co-located in a single building or could have a separate but adjacent facility. All of the benefits of creating an extramural research Center of Excellence can be gained without any loss of synergy with NSF and the consultants and contractors that support the functions in Ballston, which is literally down the street.**

**Force Protection and Anti-terrorism:** The proposals for new office development on this site would fully meet the more rigorous DOD UFC Standards. Not only would the operations be behind a federal fence line, but would achieve setbacks exceeding 148 feet around the perimeter – something not achieved on a number of federal installations.

**Cost Savings:** This alternative is structured similarly to the Ballston alternative as a privately constructed lease-back on public land. The lack of land cost, coupled with state and local contributions, results in reduced construction costs of \$95 million, making the Arlington Hall alternative the lowest cost option.

The Arlington Hall alternative can also be structured as a lease purchase, with the building reverting to federal ownership after the lease period. Additionally, DOD could develop at Arlington Hall the same way proposed at NNMC, using MILCON funding to construct the facility.

The COBRA analysis indicates that the Arlington Hall site developed privately and leased back to DOD represents the most cost effective option, saving some \$165 million during the six year BRAC period and \$598 million over the 20 year cycle. This alternative beats the NNMC proposal by \$58 million over six years and \$25 million over the 20 year period. The complete COBRA analysis is included in Arlington County's written submission. Again, clearly savings would be even greater when one considers the loss of experienced workers under a relocation scenario and the added cost of recruiting, training and loss of research momentum.

**Community Infrastructure and Environmental Considerations:** The Arlington Hall site is located along Arlington Boulevard between George Mason Drive and South Oakland Street. It is currently designated on the General Land Use Plan as “Public” and is zoned “S-3A” consistent with current and proposed uses. The height limit in the zoning category of “S-3A” is 45 feet, which would accommodate 4 story structures as a matter of right. There are no known regulatory, environmental, or infrastructure restrictions that would prevent the development proposed.

**These options meet** the Defense Department’s security objectives and provide increased cost savings, as well as preserving proximity to the Pentagon and key agencies and the intellectual capital so vital to the nation’s security. In short, the Arlington County location provides a higher Military Value which is the dominant consideration for BRAC related decisions. The proposed Bethesda location measures poorly in Military Value against Arlington locations in that there is no synergy between the research agencies and a hospital use. The same is true at Anacostia.

## **Military Value**

The Department of Defense recommendation to move the existing cluster of “high end” scientific activities to Bethesda, Maryland offers no Military Value advantage; indeed, it is simply a real-estate relocation grounded in faulty assumptions and lack of innovation. An Arlington County location, offering the required force protection measures, provides the two key Military Value advantages which the Department of Defense seeks as outlined in #TECH 0040Rv2: Co-locate Extramural Research Program Managers to Bethesda. (Copy attached for reference) Those advantages are far better access to the Pentagon via Metro, which is a great time savings over Bethesda, and the retention of the functions’ highly skilled workforce. These are the two targeted Military Value measures for this recommendation. Furthermore, the Department of Defense Memorandum Two – BRAC 2005 Military Value Principles -- details the importance of skilled employees. “The Department must attract, develop and retain active, reserve, civilian and contractor personnel who are highly skilled and educated...to support advances in technology...” Maintaining this Center of Excellence meets the number one listed BRAC Principle as stated by the Department of Defense on October 14, 2004. (Copy attached for reference) The Virginia Council of (University) Presidents also have weighed in on this matter in their letter addressed to the BRAC Commission dated 28 June 05. In part they add, “We feel strongly that moving the agencies away from the complex, thriving research and development environment that has emerged inside the Beltway would have a deleterious effect on the overall defense related research environment for the nation.” (Copy attached for reference)

We respectfully ask that the BRAC 2005 Commission review the recommendation concerning “Extramural Research Program Managers” and direct the Department of Defense to explore all available options. We have proposed very attractive alternatives that offer required force protection; a superior operating location; a much lower cost solution and the critical retention of the current, highly skilled and talented workforce. Additionally, no operational disruption would occur with these functions that are critical to our nation’s security. The BRAC

Commission must perform an independent analysis of the calculations of military value and costs savings in a fair and unbiased review of the DoD recommendations. The resulting Commission recommendation should require DoD to thoroughly investigate and negotiate the feasibility and cost of the alternatives presented by Arlington County before any BRAC relocations or realignment of leased space becomes final.

## **Fort Monroe**

Virginia has made supporting the military a core value dating back to the early 1800's when the state loaned the land to the Federal Government for construction of Fort Monroe.

Fort Monroe is one of three U.S. Army installations designated as a National Historic Landmark. The property's history began as Fort Algernourne in 1609, and its construction as Fort Monroe dates to 1819. Due to the peninsula shape of the installation and its water surroundings, this property offers tenants exceptional force protection. Additionally, the installation's configuration has the effect of mitigating all civilian encroachment issues. Both force protection and encroachment are key concepts for consideration during development of Department of Defense BRAC recommendation.

When all factors are taken into consideration, the age of the installation does not preclude the opportunity to operate the facility as efficiently as a newer one. In fact, Ft. Monroe has a modernized, well-maintained infrastructure to accommodate headquarters operations. Monroe is on the leading edge of technology having an extensive installation-wide fiber optic network providing unclassified and classified data transfer. This installation is fully engaged with the Army's "Installation Information Infrastructure Program." Additionally, the recent \$88.4 million upgrade for housing, administrative buildings and utility systems make the historic fort complex extremely usable for modern technology. The military value principles embodied by Ft. Monroe include: retaining highly skilled and educated personnel, providing a high quality of life, and jointness and synergies realized through its Hampton Roads location among a cluster of four and three-star commands. Furthermore, this property offers exceptional force protection and can be utilized as a keystone property for homeland defense.

Fort Monroe also provides a unique natural configuration unequaled along the East Coast due to the varying depth conditions along its shore, which allows the Naval Surface Warfare Center (NSWC) to operate a Range House on the Chesapeake Bay. The NSWC has measurement systems that measure signatures of minesweepers looking at the phenomena of acoustic, magnetic, electric, and pressure data considered critical to the Navy. The location at Fort Monroe is also ideal due to the naval ships traveling the nearby channel. The Department of Defense recommendation to close Fort Monroe did not provide an alternative location for this activity.

At Fort Monroe, the City of Hampton has presented an option that can enhance the operational efficiency of Fort Monroe given its strategic importance to the Department of Defense. City leaders have identified more than 90 acres of developable land on the site. With the consent of the Defense Department, the land could be leased to the Hampton Industrial Development Authority. The city agency would then issue bonds and construct new buildings,

leasing them back to the Department or private firms to cover debt payments. The Virginia General Assembly has already approved this as an option.

Major portions of the property, under the original loan agreement by the Commonwealth of Virginia, would revert to the state if the property is not used for national defense. Since the Commonwealth has a significant vested interest in the property it is important that we note the Commonwealth's preference as well. The Commonwealth fully supports the City of Hampton's proposal and is committed to the 200 year old state commitment to this site being integral to national defense.

The City of Hampton's plan to have the City's Industrial Development Authority partner with Fort Monroe and the Department of Defense in further strengthening operational efficiencies at the installation reflects Virginia's ability to transform along with the military. There is a good case for growing Fort Monroe -- its strategic location on the East Coast, as well as its ability to partner with key elements of all of the Services and its ability to accept overseas units being re-stationed at home. Further, its position at the mouth of the James River and the Chesapeake Bay suggest an opportunity to locate homeland defense operations at this natural guard station.

If the recommendation to close Fort Monroe is approved, resolution of all of the issues surrounding the closure will likely take many years -- and the investment of hundreds of millions of dollars - to resolve. Resolution of the myriad issues created by closing this 400-year-old military site will entail solving complex real estate, environmental and historic resources issues, including:

- The Fort sits on land accumulated at different times, involving different legal instruments, some involving reverter clauses and one the subject of a Virginia statute. What happens to buildings straddling two parcels of land, one subject to reverter and one that is not? Who owns accreted lands? How are structures on the land handled if the land is transferred back to the State?
- Several parcels of land at the Fort are subject to current leases. The Chamberlin Hotel lease began December 1, 2004 and ends November 30, 2054. The Catholic Chapel & Rectory is leased to the Bishop of Richmond; the lease began June 8, 1860 and is of indefinite duration. The U.S. Coast Guard Air Rights is leased land upon which a lighthouse sits. The lease began May 1984 and ends May 31, 2009.
- A 1994 geophysical survey of unpaved, accessible areas detected 73,331 magnetic anomalies (an additional 80,000 are estimated to be in the moat). The survey did not include main roads, under buildings, wetlands, or any associated archeological investigations. How will the Department of Defense clean up unexploded ordnance under buildings? The estimate to remediate to a depth of 10 feet was approximately \$21.7 million in 1995 dollars; the City of Hampton estimates that the cost will be closer to \$200 million.
- A 2003 Closed, Transferred and Transferring (CTT) Range/Site Inventory Report covering unexploded ordnance, discarded military munitions or munitions constituents based upon available records and historical research found that the estimated remediation cost for sites within the installation is \$11.1 million. Remediation for sites outside installation boundaries (transferred sites) was estimated at \$180.9 million.

- The cost to complete all sites eligible for the Military Munitions Response Program is \$192 million (35 percent of acreage to a depth of four feet).
- Complete remediation costs cannot be estimated at this time because there is no complete lead and asbestos survey, and there has been no complete field sampling of groundwater, surface water and soils for other possible environmental contaminants.
- Most of Fort Monroe is a National Historic Landmark. Fifty-six percent of the permanent buildings contribute to the National Historic Landmark designation and 16 archaeological sites are eligible or potentially eligible for listing in the National Register. There are thought to be several historic cemeteries (African American and Native American) on the installation that have not yet been discovered.
- The National Historic Landmark designation includes 83 housing buildings, 2 buildings to support housing, 55 administrative buildings, 3 structures, 6 landscape features, 1 stone fort with 11 named/numbered segments, and 11 archaeological sites eligible for the register and 5 additional sites that are potentially eligible.

The issues briefly outlined above represent a sample of the situations that will need to be addressed in the event of closure. The potential closure of Fort Monroe is more problematic than the Department of Defense BRAC analysis thus far would seem to indicate. The Commonwealth is also concerned that environmental remediation numbers used by the Department of Defense for the purposes of cost-benefit calculations appear to be significantly lower than actual estimates. Thus there are not likely to be cost savings. While maintaining the installation as a military operation is the preferred alternative, it should be noted that the Army has been very diligent in managing the property and the environmental issues. It is feasible that continued high-level DOD occupancy at Fort Monroe would allow greater flexibility and time in completing some aspects of these activities

### **Fort Eustis**

The presence of Defense activities and military installations in the Hampton Roads area make it a centerpiece in the region and on the East Coast with robust joint service mission activities. A review of a listing of military installations and commands in the Hampton Roads area quickly underscores the significant level of “jointness” the Department of Defense enjoys in the Commonwealth. The Commonwealth provides tremendous resources for diverse training of all the Services and venues to support their requirements, both individually and jointly, for a significant portion of the nation’s military functions.

The regional compatibility and infrastructure capacity for military missions make Fort Eustis an excellent fit as the new home for the Army’s Training and Doctrine Command (TRADOC), Installation Management Agency Southeast and Northeast Region Headquarters, Network Command, and the Northeast Region Army Contract Agency should Fort Monroe close. We support the decision by the Defense Department to retain this installation and to leave the important four-star TRADOC command on the Virginia Peninsula.

Fort Eustis provides proximity to commands including Air Force Air Combat Command, the Navy’s Fleet Forces Command, Naval Network Warfare Command, Naval Submarine

Forces, Atlantic Fleet and the Marine Corps Forces, Atlantic, as well as the Joint Forces Command encouraging the continued enhancement of joint operations critical to these particular missions. The military synergy of the Hampton Roads area is unparalleled by any other area of the nation with the exception of the National Capital Region.

Fort Eustis has land for new facilities in any imaginable configuration. With a total of 8,300 acres, 475 of which are buildable, the installation is more than sufficient in size to offer a very secure environment from a force protection perspective. It also has the infrastructure, including fiber optic capabilities necessary for a modern office environment. The nearby Oakland Industrial Park, home of the East Coast's Army and Air Force Exchange Service Distribution Center, has an outstanding record of utility reliability.

As with all military operations in the area, Fort Eustis offers military personnel a concentration of medical, educational and recreational facilities. A network of exchange facilities throughout the region also contributes to the high quality of life through excellent service to both active duty and retired military personnel.

Given Fort Eustis's high military value, however we would vigorously question the recommendation to relocate the Surface Deployment and Distribution Command (SDDC) Operations Center and its related Transportation Engineering Agency (TEA), as well as the SDDC Command Headquarters in Alexandria to Scott Air Force Base in Illinois. All but one of these was consolidated at Fort Eustis and in Newport News at substantial expense and work force disruption as a result of the 1995 BRAC process. The SDDC Operations Center routinely coordinates the work of joint service activities whose commands are already concentrated within the Hampton Roads region.

Just as the Department of Defense has recognized that the Military Sealift Command should remain at the Washington Navy Yard on the East Coast, consolidation of the SDDC should occur in the Hampton Roads region to achieve complete regional command consolidation.

The City of Newport News has offered to construct, at favorable financial terms to the government, the needed facilities to accommodate all elements of SDDC at Fort Eustis. The city's proposal was offered in tandem with an Army decision in early 2004 to consolidate SDDC headquarters at the installation. The reversal of this decision by the Headquarters and Support Activity Joint Cross Service Group was based on force protection and mission consolidation considerations. However, this decision seems to focus primarily on consolidation of headquarters personnel at Scott Air Force Base rather than the military mission interests or operational cost considerations.

The consolidation of these mission commands and operations at Fort Eustis would meet the operational needs of the Army and USTRANSCOM and is the least costly alternative. Consolidating SDDC at Fort Eustis would eliminate the need for \$40 million in new construction at Scott Air Force Base, an installation with limited available capacity. The military value advantage is that Fort Eustis is "optimally located for mission accomplishment that supports

power projection, rapid deployable capabilities, and expeditionary force needs for reach-back capability that sustain the capability to mobilize and surge.”

The package of recommendations related to SDDC should be carefully examined and overturned.

The Department of Defense realignment recommendation to relocate the Transportation School at Fort Eustis to Fort Lee also demands critical analysis. As it was objectively described to Chairman Anthony J. Principi and Commissioner Lloyd W. Newton during the May 25, 2005 Fort Eustis site visit, the calculations that resulted in this recommendation did not include important pertinent data. Fort Eustis offers unique multi-modal facilities including an airfield, a deep-water port and an active Army railroad network. These facilities are not present at Fort Lee. Realignment watercraft, cargo specialist and rail training activities for the Transportation School would require an investment of hundreds of millions of dollars in new facilities at Fort Lee – a cost not included in the BRAC analysis or the COBRA analysis.

Fort Lee supported this position during a BRAC Commission site visit to Fort Lee on June 27, 2005. The installation has recommended that the Maritime Training, Cargo Training, and Rail Training activities of the Transportation School remain in place at Fort Eustis given its ability to provide necessary facilities.

### **Naval Station Norfolk**

Hampton Roads is the fourth largest metropolitan area in the Southeast and has a significant military population and numerous military installations. It offers significant infrastructure advantages including world class port facilities, extensive road and rail networks, as well as two major military airfields and two major commercial airports. Most notably, Hampton Roads is second only to the Pentagon for its concentration of military decision-makers in the U.S.

The Naval Station Norfolk is part of the extremely large Hampton Roads Naval Complex which includes approximately 83,000 active duty personnel and 27,500 federal civilian employees on approximately 4,600 acres. The Naval Station has 75 ships and 13 afloat staffs home ported with 13 piers. It is the home of the Atlantic Fleet Headquarters and homeport to five nuclear aircraft carriers and a large number of cruisers, destroyers, large amphibious ships, submarines and a variety of supply and logistics ships. Naval Station Norfolk is the largest navy base in the world. Among the 29 U.S. Navy bases that homeport surface ships and submarines, the Naval Station Norfolk ranks number two in military value, second only to strategically located Pearl Harbor.

With a total docking capacity of over 97 cruiser equivalents, Norfolk is the Navy’s largest homeport in terms of capacity to base ships. More than 100 surface ships and submarines called Norfolk home during the height of the Cold War. Over the past 15 years, the number of ships homeported in Norfolk has dwindled, leaving ample pier space and support infrastructure to support mission expansions. The BRAC data calls clearly show that Naval Station Norfolk

has sufficient excess basing capacity to fully accommodate the additional forces and missions proposed for realignment to Norfolk.

Over the years, the Norfolk Naval Complex has evolved into a unique region of the U.S. and serves as the Navy's only major combatant fleet staging and training area on the East Coast. These key capabilities more than meet the Department of Defense BRAC principle which calls for "secure installations that are optimally located for mission accomplishment (including homeland defense), that support power projection, rapid deployable capabilities and expeditionary force needs for reach-back capability, that sustain the capability to mobilize and surge, and that ensure strategic redundancy."

Norfolk Naval Station is located at a point in the Chesapeake Bay where three rivers enter the Bay, which connects with the Atlantic Ocean. This configuration provides maximum flushing potential – from both river movements and tidal action – to move suspended solids in the water out to deeper ocean depths and minimize the amount of dredging required to maintain necessary water depths of up to 50 feet.

We support the Department of Defense recommendations to expand missions at Norfolk Naval Station. The base offers 25 percent excess capacity for ships. The Department of Defense BRAC recommendations place a high Military Value on the capability of a base to expand and handle multiple missions.

Submarines continue to play a vital role in the post-Cold War era. The Navy's Vice Admiral Charles Munns on June 13, 2005 reported to the U.S. House of Representatives Armed Services Subcommittee on Projection Forces that the Navy's combatant commanders already ask for about 50 percent more daily submarine missions than he can provide. Further, it was reported that the Navy's submarine fleet is assuming increasing importance as the Defense Department recognizes its ability to do things that cannot be accomplished any other way. Norfolk Naval Station is well-prepared to support additional submarines from the New London, CT, base that is recommended for closure.

New London, CT homeports 16 nuclear submarines. Because they are in port 75 percent of the time, the closure of the New London submarine base would necessitate the ability of Norfolk Naval Station and the Navy's submarine facilities in Kings Bay, GA to bed down 12 at a time – the number of submarines to each has yet to be announced. A nuclear submarine is three-fourths of a cruiser equivalent (CGE), so measured in CGEs, the question becomes the base's capability to bed down 8.4 CGEs divided between bases in Norfolk and Kings Bay. Norfolk has excess capacity of almost 19 CGEs and Kings Bay has excess capacity of 9.5 CGEs. So from a capacity analysis perspective, there is more than enough capacity at the bases in Norfolk and Kings Bay to bed down the 16 New London submarines. In fact, Norfolk has enough excess pier space to homeport all 16 New London submarines even if they never went to sea (12 CGE required, 19 CGE available).

Virginia and her local governments are proud of both their historic role in housing national defense activities and in their strong commitment to supporting and assisting the Department of Defense in successfully achieving its objectives. Both Virginia and her local

governments stand ready, willing and able to handle growth to Virginia military installations - additional operations, personnel and families will be wholeheartedly supported and housed:

- Virginia is served by a strong transportation infrastructure including interstate highways, major rail lines and international airports. The Virginia Department of Transportation will work with the Naval Station Norfolk as planned improvements are funded such as the reconstruction of Route 337 from Rogers Avenue to “B” Avenue; the interchange at Route 337 and Route 406; the I-564 Intermodal Connector and Chambers Field interchange. The Virginia Department of Transportation will also continue seeking aggressive demand management strategies, such as ridesharing, flextime and telecommuting.
- Virginia has a highly regarded public educational system and many of the leading public universities and colleges in the country are located here. The Virginia Department of Education will work with localities to ensure that local schools can provide a quality education to the children of military families;
- The quality of life enjoyed in Virginia by military families is high – a Virginia “posting” is welcomed by families, especially those with school aged children. Virginia has 120 recreation and natural areas including 35 state parks that were voted “America’s Best” and many historical and cultural attractions;
- The quality and availability of civilian health care services is critical to successful military operations and essential to an acceptable quality of life. Premium health care services are readily available in Virginia, which ranks in the top ten states in the nation in access to health care services, according to a 2003 study by the Morgan Quitno Corporation. The Virginia Department of Health offers a complete array of health services including Child Health Services, Family Planning Services, Maternal health Services and Communicable Disease Services to those who qualify based on annual income levels;
- Virginia was recently rated by Governing magazine as the best managed state in the U.S. and is one of only seven states having an AAA bond rating from all three rating agencies;

The impacts of military installation mission growth or expansion off the installation, such as housing, utility enhancements, transportation, education, and recreation, are managed by local communities or regional alliances in Virginia, with the strong support of the Commonwealth and its state agencies.

### **Norfolk Naval Shipyard**

Norfolk Naval Shipyard is the East Coast's largest Federal facility for ship, aircraft carrier, and submarine overhauls, maintenance and modernization. The Shipyard provides logistic support for assigned ships and service craft; performs work in connection with conversion, overhaul, repair, alteration, dry-docking and outfitting of ships and craft; performs manufacturing, research, development and test work; and provides services and material to other activities and units. The shipyard can accommodate any ship in the fleet. State-of-the-art

technology provides capability to service nuclear, as well as conventional ships of all sizes and types, from tugboats to submarines to aircraft carriers.

The Navy ranks Norfolk number one in Military Value among its shipyards and number three overall among the Navy's 29 major surface ship and submarine facilities.

A former colonial shipyard, it was established in 1767 under the British flag and actually predates the U.S. Navy. It became the Navy's nucleus in the Hampton Roads area with the evolution of the Norfolk Naval Station.

Strategically situated on the southern branch of the Elizabeth River, the Shipyard secures a key Center of Excellence for U.S. Naval operations in the South Hampton Roads region with its proximity to the Norfolk Naval Station and Naval Air Station Oceana in neighboring Virginia Beach.

Norfolk Naval Shipyard sits on approximately 800 acres with almost four million square feet of production space, houses eight dry docks, 400 cranes, four miles of waterfront and an outstanding infrastructure of roads and rail service. On a typical day, the Shipyard is servicing about 15 percent of the Navy's active fleet.

Of the four public Navy shipyards located in Pearl Harbor, Hawaii; Portsmouth, Virginia; Portsmouth, New Hampshire; and Bremerton, Washington, only Norfolk Naval Shipyard has the capability and capacity to work on all classes of military ships including nuclear-fueled ones.

In addition to the public shipyard, the Hampton Roads includes a number of private shipyards which greatly augment the public yard's capabilities. Such shipyards include; Northrop Grumman Newport News, Norfolk Shipbuilding and Drydock, Moon Engineering, Metro Machine, Norshipco, and Marine Hydraulics to name a few. The Hampton Roads area currently offers a robust Center of Excellence which can handle any and all ship repair and maintenance issues. This maritime industry complex embraces the Military Value BRAC principle that "the Department needs access to logistical and industrial infrastructure capabilities optimally integrated into a skilled and cost efficient national industrial base that provides agile and responsive global support to operational forces." Another routine capability of the Norfolk Naval Shipyard is to dispatch work teams around the world to work on ships. In fact, in the spirit of "jointness," Navy welders, electricians, boilermakers and steelworkers from the shipyard are "up-arming" Army trucks in Kuwait. They are wrapping soldiers in heavy metal to protect them as they drive ammunition and supplies through Iraq. This Hampton Roads complex provides the complete maritime package that can rightfully be called a Maritime Center of Excellence.

The Norfolk Naval Shipyard workforce has varied from a high point of over 40,000 during World War II, to 14,500 at the close of the Cold War in 1990 to the current level of 7,500. The shipyard has an excellent four-year apprentice program covering all required trades and skill sets. The apprentice program has 550 students in training at any given time and expects to graduate approximately 175 fully qualified tradesmen annually over the next several years. The Norfolk Naval Shipyard also has a sizeable pool of trained personnel available in the civilian

community due to the concentration of private sector shipbuilding and repair facilities located in Hampton Roads. The BRAC capacity analyses and workload projections prove that Norfolk Naval Shipyard has ample capacity to absorb the nuclear work being proposed for realignment to Norfolk beginning in Fiscal Year 2008, which is the year during which the workload associated with refueling 688 Class SSNs falls off significantly.

The impacts of military installation mission growth or expansion, such as housing, utility enhancements, transportation, education, and recreation, are managed by local communities or regional alliances in Virginia, with the strong support of the Commonwealth and its agencies. For example, the Virginia Department of Transportation is confident that NNSY can easily accommodate their projected growth through the completion of the Pinner's Point interchange in Portsmouth.

### **Naval Air Station (NAS) Oceana**

The third side of the Naval Center of Excellence in South Hampton Roads is NAS Oceana, which actually was established as an "auxiliary airfield" to the Norfolk Naval Complex. The original 328-acre airfield was located in an isolated, swampy area close enough to the Atlantic Coast to serve the needs of naval aviation in the World War II era. The airfield grew significantly and was designated as "Naval Auxiliary Station Oceana," an auxiliary field to the Naval Air Center in Hampton Roads in 1943. As it expanded, it earned the designation of Naval Air Station in 1952. As jet aircraft were introduced into naval aviation, Oceana became a valuable training installation.

Oceana has grown 16 times larger – to more than 5,331 acres within the fence and an additional 3,680 acres in restrictive easements outside the main fence – and is now comprised of several installations/activities: the "Main Base," the 2,560-acre Naval Auxiliary Landing Field (NALF) Fentress with an additional 8,780 acres of restricted easements, Dam Neck-Combat Direction Systems and Fleet Combat Training Center and Chambers Field at Naval Station Norfolk.

We applaud the Department of Defense for recognizing the value of retaining Oceana in its BRAC recommendations. Oceana is the Navy's Master Jet Base on the East Coast. It is home to 19 fighter/attack squadrons flying F-14 and F-18 aircraft and a Search and Rescue unit – flying the SH-3 Sea King helicopter – that provides rescue services for both military and civilian communities. Oceana's primary mission is to train and deploy Navy fighter/attack squadrons to "support the Navy's Atlantic and Pacific Fleet force of Strike-Fighter Aircraft and Joint Operations." Its daytime onboard strength is approximately 12,300.

The main base is located about three and a half miles from the Atlantic Ocean. Although the main base has approximately 317 buildings, it has a reported 1,000 build-able acres that could potentially be used for other facilities.

Oceana has been evaluated in the Operational Air Station subcategory, along with 19 other air-facilities and stations operated for Navy and Marine Corps active and reserve units. The subcategory included activities that had a "principal mission to home port, support, provide

training facilities and operate a base from which operational and training missions can be flown by Navy and Marine Corps aircraft squadrons.”

A series of data calls were performed by the Navy to obtain required information to fairly assess the relative merits of the 20 installations included in the subcategory. Capacity data calls measured the ability to house, maintain and operate aviation units. The available training infrastructure and sufficient support facilities were of particular importance.

The finding that a 22 percent excess capacity existed in this subcategory prompted a military value analysis of operational assets needed to support flying units such as training ranges, special use airspace outlying/auxiliary airfields and encroachment/environmental factors that were or could reduce future mission capabilities. This analysis indicated the Navy could achieve its goals by closing 7 and retaining 13 air stations. Scenarios were then developed to test alternate solutions – in all scenarios, Oceana was retained.

The City of Virginia Beach and surrounding region have a long and successful history of supporting growth of the area’s military activities.

Most recently, the City Council has acted to address the new Office of the Chief of Naval Operations (OPNAV) instruction which expanded the Air Installation Compatible Use Zone (AICUZ) to deem residences within the 65 to 74 decibel noise level to be “incompatible and encroaching on Oceana. The Virginia Beach City Council, in concert with the cities of Norfolk and Chesapeake, and the Department of Defense Office of Economic Adjustment, recently completed a Joint Land Use Study (JLUS). Designed to identify how the adjacent cities can grow without jeopardizing the military mission, the study was endorsed by all communities involved and prompted the creation of a permanent regional committee to address ongoing concerns about jet noise and other issues that affect residents and local military bases.

Cited by participants as one of the most positive steps ever taken in the region to build partnerships between military leaders and local communities, the study includes proposals to amend Virginia Beach’s Comprehensive Plan and outlines the creation of a new zoning overlay district aligned with the Navy’s noise and accident potential zones. A key result of this proposal is that Virginia Beach has agreed to retain agricultural zoning of one residential lot per 15 acres in the inter-facility zone between Oceana Naval Air Station and Fentress Auxiliary Field at or above 75 dB Day and Night Level (DNL) and amend the Comprehensive Plan to retain agricultural zoning with residential density not to exceed one dwelling per five acres in the 70 to 75 dB Day and Night Level (DNL) noise zone. The City agreed to limit density to one dwelling per acre in the 65-70 dB DNL noise zone. The City also agreed to consider ways to substantially reduce the number of residential units allowed by current zoning in the Resort Area.

Based on legislation recently passed by the Virginia General Assembly, sound attenuation laws would be expanded to certain non-residential uses and disclosures of noise and/or accident potential zones would be improved for the sale or lease of residential units.

In 1995, the City of Virginia Beach demonstrated its support for Oceana by obtaining authority from the Virginia General Assembly for the creation of an Airport Zoning Ordinance,

which allows the City to better plan for development around Oceana and to require noise attenuation where appropriate.

Furthermore, the City of Virginia Beach has invested many millions of dollars to accommodate the Navy's needs at Oceana. The City of Virginia Beach has invested \$202 million in transportation improvements around Oceana during the last decade. This includes Dam Neck Road, the intersection of London Bridge Road and Great Neck Road, Oceana Boulevard, and the currently approved Birdneck Road project. The southeastern Parkway and Greenbelt (SEPG) will hopefully be constructed within the next eight years, which will provide interstate access from Oceana to I-64 in Chesapeake. Oceana already has excellent access to I-264.

The City of Virginia Beach has also invested in other community improvements including relocating schools at the request of previous BRAC rounds, providing a world-class education system and a quality living environment for the service men and women and their families who enjoy tremendous job opportunities for spousal and family employment, higher education opportunities, a tremendous support network for military families with special needs children, miles of beaches, public parks and other attributes too numerous to mention. Service men and women and their families love Virginia Beach and love being stationed at the installation.

A survey conducted in early 2004 by the firm of Bennett, Petts and Blumenthal found that an overwhelming majority (86 %) of Virginia Beach residents are opposed to closing Oceana. Ninety percent of those surveyed believe Oceana is "good for the people of Virginia Beach." More than half of all Virginia Beach residents surveyed do not believe the jet noise from Oceana is particularly loud. (Survey summary attached)

Oceana enjoys inherent strength from its high replacement value of over \$1.5 billion and the region is blanketed with high-quality training venues. Military air crew training requires dedicated and specialized airspace to achieve and remain combat-ready. The Military Training Routes, Restricted Areas, Military Operating Areas, Warning Areas and other Special Use Airspace available over the area and just off the mid-Atlantic Coast support the full spectrum of training requirements for naval aviators. Additionally, the ability to train in a "joint environment" within the region is an important attribute of the installation and jointness is a Department of Defense emphasis item for the BRAC 2005 round.

Oceana's location adjacent to the city of Norfolk, where the majority of the East Coast aircraft carriers are stationed, is also very advantageous for military families. Personnel, before and after deployments, can stay with their family, even as they load and unload the carriers and other ships during the day and stay with them up until the morning of their departure and immediately upon their return from deployment. Locating tactical air and other assets away from Oceana would mean military personnel would – a week before and a week after every deployment – be forced to leave their families to move support gear and other assets to the carriers, in essence adding two weeks or so to every deployment. This can only have a deleterious effect on retention.

Of particular importance to any decision regarding Oceana is the National Command Authority activity supported by Oceana Naval Air Station. The support of those operators has historically and must now also be given a high priority in any discussion you have on the future of Oceana.

### **Naval Medical Center Portsmouth**

Naval Medical Center, Portsmouth occupies a 112-acre site along the Elizabeth River in downtown Portsmouth, Virginia. It is located on the original site of Fort Nelson which was built in 1776 to provide harbor defense for Norfolk and Portsmouth. In 1826, a Naval Hospital Fund was established by taxing every Officer, Seaman and Marine in the Navy. In 1827 construction began on the Naval Hospital, and by July 1830 a portion of Building One was occupied. Naval Medical Center, Portsmouth has provided continuous care since that time and remains the oldest hospital in the U.S. Navy.

In 1960 Building 215 was constructed to accommodate the ever-increasing demands of the Naval Medical Center. As the military establishment grew, Naval Medical Center Portsmouth became the major military medical facility serving active duty Navy, Marine Corps, Army, Air Force, and Coast Guard, their families, retired personnel, their dependents and other beneficiaries authorized treatment in uniformed services clinics and hospitals.

Through its extensive graduate Medical Education Programs, the Naval Medical Center conducts internships and residency training in medicine, dentistry, psychology, and pastoral care. As one of three major teaching hospitals in the Navy, Naval Medical Center Portsmouth offers residency programs in 13 specialty areas. Each year, approximately 75 officers complete internships at the Naval Medical Center.

In June 1990, the Naval Medical Center broke ground on a major construction project designed to build a modern replacement hospital with extensive support structures and services over the next 10 years. The project was completed in 1998 and began operations in 1999. The Charette Health Care center is a 1.02 million square foot facility and the most modern available in the Naval inventory. The center contains over 300 clinical exam rooms, 140 specialty exam rooms and 17 operating rooms. In its first year there were over 392,000 outpatient visits, 859,115 pharmacy visits and over 5,500 inpatient surgeries. In addition to the eight clinics in Hampton roads the Charette Health Care Center is well poised to serve the medical needs of the half-million military beneficiaries well into the next century.

We urge the Commission to reconsider the realignment of the Naval Medical Center in Portsmouth to relocate basic and specialty enlisted medical training to Fort Sam Houston, TX.

We share the goal of streamlining the military base structure, but the streamlining must not degrade war fighting capabilities and support. In this case, the issue is not whether – but how and where – to best consolidate the military's medical training and research capabilities.

We believe that the Department of Defense recommendation goes too far in over-centralizing these critical activities at one location, in this case Fort Sam Houston in Texas.

While consolidation has benefits, we believe that the Pentagon's recommendation swings the pendulum too far. Instead of locating the training and research at several bases around the country, these functions would best be performed as they currently are at Portsmouth Naval Medical Center, Fort Sam Houston and Great Lakes in Illinois.

The presence of Defense, in particular U.S. Navy, activities and military installations in the Hampton Roads area – second only in the nation to the National Capital Region would suggest that a medical training facility such as that at the Naval Medical Center Portsmouth should remain in proximity to the largest navy base in the world.

The current arrangement is a stronger, more secure platform for the future and avoids the syndrome of “putting all your eggs in one basket,” or in this case, one base. This more balanced approach would provide needed savings, operational flexibility and a level of healthy redundancy.

It appears that the Pentagon's recommendation for the Medical Center was made without adequate consideration of either the military value advantages of keeping this program at current facilities such as the highly regarded Portsmouth Naval Medical Center or the financial risks of implementing the recommended action. The recommended action to consolidate training at Fort Sam Houston Texas, as demonstrated by the Department of Defense's own calculations is a risky venture. The entire recommended action is estimated to cost more than one billion dollars, approximately 4 percent of the entire cost of this BRAC round, which is more than double the cost of the four BRAC rounds of the late 1980s and 1990s. The Department of Defense predicts that it will take 10 years to get a pay back on this investment which is about fifteen years from now. Very few businesses would take on an investment of this magnitude and lengthy payback period because of conditions that will certainly change several times over the next fifteen years. Please compare this lengthy payback period with actions recommended by the Department in previous rounds where the average payback periods appear to be considerably shorter, particularly since no investment needs to be made to maintain the status quo that has provided more than adequate service for many years.

For military value, financial risks and local economic concerns, we urge the BRAC Commission to reverse the contemplated downsizing of Portsmouth Naval Medical Center.

Based on the record, excellence of training capability and capacity, and training redundancy, we would hope that the Commission will concur that Portsmouth Naval Medical Center is a base that should be expanded, not downsized.

### **Fort Belvoir**

As a strategic sustaining U.S. Army base, Fort Belvoir is vital to meeting the goals and objectives of the nation's defense strategy. Fort Belvoir is home to more than 112 tenant organizations including one Army major command headquarters and elements of 10 others; 19

different agencies and direct reporting units of the Department of Army; eight elements of the U.S. Army Reserve and the Army National Guard; and 26 Department of Defense agencies. Also found at Fort Belvoir is a Marine Corps detachment, a U.S. Air Force activity, and an agency from the Department of the Treasury.

Fort Belvoir is recommended for realignment, both gaining and losing agencies, and stands to gain a net of up to 18,000 people. The base, the local community and the Commonwealth are prepared to aggressively facilitate this significant growth in the BRAC 2005 process.

The installation has been preparing for substantial growth prior to the BRAC 2005 recommendations. The planning process is firmly in place to continue that growth to accommodate for the addition of the realigned activities/functions. By 2011, Fort Belvoir had planned for 1,630 new houses for military families to replace existing houses scheduled to be demolished in phases. Additionally, 170 historic Colonial brick houses are scheduled for renovation for the families of senior officers.

A privatization of the installation housing has streamlined the process and greatly improved its management. Under a partnership with the military, Clark Pinnacle Residential Communities has taken over management of the existing installation housing and has constructed the first cluster of homes for enlisted personnel, called Herryford Village.

Installation commanders, including Major General Galen B. Jackman, MDW commanding general, have recognized the importance of working in tandem with the local and state officials, and all involved are optimistic about preparing for the installation's growth given its potential impact on the infrastructure of schools and roads, among other things. Local leaders and representatives from Fort Belvoir have already participated in a series of meetings to prepare for the BRAC changes.

Fort Belvoir Installation Commander Col. Thomas W. Williams has pledged to maintain constant communication with community leaders as the results of the BRAC process unfold in the coming months and years. Officials from Prince William and Fairfax counties and Fort Belvoir have been very supportive of the installation and its efforts to work together in planning for the anticipated growth.

Fairfax County has formed a Fort Belvoir Committee chaired by the county's Lee District supervisor, Dana Kauffman. The Committee will be an important resource as the installation continues to plan for BRAC changes. The Committee will also work closely with Fort Belvoir's BRAC Implementation team, which is currently at work examining potential scenarios and locations for new functions.

The Fairfax County Executive, Anthony H. Griffin, has confirmed the County's commitment to support the proposed transfers to Fort Belvoir. The County's top-rated school system, which currently serves approximately 166,000 students in grades K through 12, will work to accommodate any additional students from families moving to the County as a result of the recommended realignment at Fort Belvoir.

Of the approximately 18,000 additional civilian and military employees slated to move to Fort Belvoir, the largest percentage of those – nearly 9,000 people – would be employees of the National Geospatial-Intelligence Agency (NGA), a combat support agency with offices currently in Virginia, Washington, D.C. and Maryland. The synergistic value of bringing together all of the NGA's East Coast employees into one facility supports the proposed realignment as it fulfills the BRAC Principle of Organization: "force structure sized, composed and located to match the demands of the National Military Strategy, effectively and efficiently supported by properly aligned headquarters and other Department of Defense organizations and that takes advantage of opportunities for joint basing."

According to NGA officials, the agency would require approximately 150 acres of land and 2.2 million square feet of office space to accommodate its employees. The Engineer Proving Grounds (EPG) at Fort Belvoir has been identified as an ideal future home for the NGA. It has approximately 540 acres available for development at the installation.

The Office of the Assistant Secretary of the Army for Installations and Environment has jurisdiction over any redevelopment at the EPG. However, installation leaders have pointed out that there is adequate space on Fort Belvoir to build a complex to accommodate the NGA without using the EPG. Installation capacity will be significantly increased with the proposed realignment of the Army Materiel Command and the Security Assistance Command to Redstone Arsenal, AL.

Fairfax County elected officials have reported that the addition of the NGA personnel to Fort Belvoir would have a minimal impact on traffic because of non-traditional work schedules. NGA employees work on a 24-hour clock.

Virginia, together with county planners, is preparing for the impact on transportation from all of the recommended realignments to Fort Belvoir. While numerous options to facilitate people and vehicle movement are being considered, Virginia is focused on three primary areas. The Virginia Department of Transportation is investigating ways to improve traffic flow on the Route 1 corridor. This includes the expansion of Route 1 itself and the development of other roads which could redirect some of the current traffic in the area. The Fairfax Parkway is also slated for completion to four lanes. We are currently waiting for access to the property to begin construction. The Commonwealth of Virginia and Fairfax County stand ready to begin on Fairfax Parkway as soon as possible. This should significantly improve traffic flow. VDOT also suggests maximizing use of the Engineer Proving Grounds on the west side of I-95. Fort Belvoir and the associated Engineer Proving Grounds will be better positioned to accommodate the projected growth if the following planned improvements are completed as scheduled; Route 1 widened from Lorton to Telegraph Road, widen I-95 from Newington to Occoquan, and expand bus service in the Route 1 Corridor. Once the Ft. Belvoir and Engineer Proving Ground land uses have been established, VDOT, working with Fairfax County, has already identified other projects and programs to address growth concerns.

One of the major gains for the post is the relocation of primary and specialty patient care from Walter Reed Army Medical Center in Maryland to Fort Belvoir, where a new, expanded

hospital would be built. Under Walter Reed's realignment, its patient care would be joined with the National Naval Medical Center in Bethesda, MD. By combining the two medical care facilities' capabilities, a Walter Reed National Military Medical Center would be established at Fort Belvoir.

Fort Belvoir had planned to break ground in 2006 for a 26-bed inpatient hospital near the North Post's Commissary and Post Exchange. With the BRAC realignment recommendations for Walter Reed, those plans have been put on hold. Now plans are underway to build a 165-bed Defense joint service facility which would add 2,069 additional military and civilian slots and would be slated to open in 2011.

The installation's DeWitt Army Community Hospital currently serves beneficiaries of all the Armed Forces. Half of the beneficiaries are Army and the remainder is comprised of Air Force, Navy and Marine forces.

One particular tenant of note recommended for movement from Fort Belvoir is the Army's Night Vision Lab (NVL). The Night Vision Lab is the recognized world leader for night vision sensor and countermeasure research and development. NVL's products revolutionized the way the U.S. forces fight and give us a well-documented advantage in combat. NVL employs more than 500 people along with 200 civilian support contractors. About 340 of these personnel are scientists and engineers having specialties in numerous advanced and unique sensor areas such as molecular beam epitaxy, laser design, sensor design/testing, infrared sensor optical design/testing, focal plane arrays and numerous others. These specialties are learned over time on the job through mentoring and experience. They are not taught at colleges and universities. Thus the personnel supply for these critical skills are limited. It is expected that a critical number (some estimate 75 percent to 80 percent) of these scientists and engineers will not relocate to Aberdeen Proving Grounds in Maryland. The reconstitution of this workforce loss will take up to 5 to 10 years as these specialists require security clearances and on the job mentoring. Both quick reaction capabilities and carefully planned research and development programs will undoubtedly be disrupted. This disruption could cause a sensor advantage loss to nations such as China and France. The key military value principle this movement violates is that "the Department (DoD) must attract, develop, and retain active, reserve, civilian, and contractor personnel who are highly skilled and educated ... to support advances in technology, and to respond to anticipated developments in joint and Service doctrine and tactics." Damaging a rapid response capability, disrupting new development, and risking our advantage in sensor technology are not ways to maintain or improve mission capabilities. The second BRAC military value principle involves equipping: "... effectively place superior technology in the hands of the war fighter to meet the current and future threats." The bottom line is that the Army will lose uniquely skilled personnel which will disrupt the continued development of the superior technology that enables the U.S. to overmatch our combatant foes on the battlefields of today.

We would appreciate the opportunity to meet with staff on the question of the military value of this recommendation.

**Fort Lee**

U.S. Army Garrison Fort Lee is situated on 5,849 acres east of Petersburg. It is the home to 19 U.S. Army tenant operations including the Combined Arms Support Command, the Quartermaster Center and School and the Army Logistics Management College. It currently employs 2,500 civilians, 434 NAF employees and 565 contractor personnel, in addition to its 2,800 military personnel. Approximately 3,000 families live on the installation and the average daily student load is approximately 4,000.

We support the recommendation to consolidate and expand missions at Fort Lee. The installation offers a high degree of military value, and we are pleased the Department of Defense has recognized Fort Lee for consolidation of its joint services missions including the Combat Service Support (CSS) Center, Defense Commissary Agency and the Joint Center of Excellence for Culinary Arts Training.

In addition to its 1,800 buildable acres, Fort Lee has recently accumulated 333 acres from the Commonwealth of Virginia and the federal government. This acreage is available for additional training area. Also, the Commonwealth welcomes the opportunity to work with Fort Lee to share training facilities at Fort Pickett through an Interservice Support Agreement.

With over 35,000 acres of available maneuver training area at Fort Pickett, its training area consists of diverse terrain with few environmental constraints. It offers the best in both mounted and dismounted infantry training. Open upland savannas, with rolling contours and patches of cover, lend themselves effectively to both mounted and dismounted operations. Three platoon-sized lanes have been developed offering "open/broken" terrain, typically intermixed with patches of forest. The installation offers 2,924 acres of training land unconstrained by environmental issues and has unrestricted airspace. Terrain is being managed to closely resemble the eastern European theater. The prescribed burn program in use at Fort Pickett has opened the understory significantly to facilitate maneuvering. The ultimate goal is to provide "GO" terrain for all types of combat arms, combat support, and CSS units.

Virginia looks forward to continuing to work closely with Fort Lee along with the six jurisdictions surrounding the installation including the cities of Colonial Heights, Hopewell and Petersburg and the counties of Chesterfield, Dinwiddie and Prince George to provide infrastructure support including transportation improvements, education facilities and housing options. The Virginia Department of Transportation has reviewed the transportation issues and believes that Fort Lee can easily accommodate its projected growth. The key improvements to be made are on Route 36 and the I-95/Rives Road interchange. In addition, VDOT recommends that Fort Lee should consider expanded bus service from Richmond and Petersburg; look at demand management strategies such as ridesharing, flex time and telecommuting; and security check and facility entrances designed to avoid queuing onto public highways. The area cost of living compares quite favorably with the rest of Virginia and the nation with higher than average annual incomes and lower than average housing costs.

State and local efforts to work in tandem with installation leadership to provide for the needs of Fort Lee and its personnel are ongoing. Three years ago, representatives from the surrounding jurisdictions formed the Tri-Cities Area BRAC Policy Initiative to ensure that the region would speak with one voice and address installation needs effectively and cohesively.

The communities provide further support through the Crater Planning District Commission, which is comprised of 10 local governments in south central Virginia. Established in 1970, the Commission includes the cities of Colonial Heights, Emporia, Hopewell and Petersburg and the counties of Chesterfield, Dinwiddie, Greensville, Prince George, Surry and Sussex. Commission representatives include local elected officials and community leaders. The Commission has fully endorsed the proposed growth at Fort Lee and is confident that the area infrastructure will be able to support full implementation of the Department of Defense recommendations for growth at Fort Lee. The Commonwealth and local communities welcome the additions to the installation and are committed to assisting in the transition for Fort Lee.

From a regional standpoint, Fort Lee also benefits from being part of the Richmond-Petersburg MSA, which offers military families a great quality of life and numerous choices for housing and education.

### **Marine Corps Base Quantico**

The Fredericksburg Regional Chamber of Commerce, localities, and the Commonwealth of Virginia realize the important role of the defense industry in the Fredericksburg Region. Community leaders actively support the defense industry and the installations in the region and regularly interact with the state and congressional delegations. This ongoing support and energy has led to the funding of several high priority military construction projects to ensure future warfighting capabilities. These include the Electromagnetic Launch RDT&E Facility at Dahlgren, the Combined Arms Collective Training Facility (CACTF) at Fort A. P. Hill, and the Network Operations Center (NOC) at Marine Corps Base Quantico. The Fredericksburg Chamber and localities have begun the planning dialogue to accommodate growth for the Fredericksburg Region and its military installations. We will encourage planning efforts with Stafford and Prince William counties which examine development of the underutilized northwest portion of the base.

The Region offers:

- An excellent multi-modal transportation network.
- Modern utility systems with excess capacity.
- Extensive fiber-optic network.
- A highly skilled labor force of over 909,000 individuals within commuting distance.
- Access to extensive, quality health care.
- Access to abundant historic, cultural and recreational amenities.

Marine Corps Base Quantico is situated on approximately 60,000 acres about 35 miles south of Washington, D.C. Known as the "Crossroads of the Marine Corps," the base has approximately 54,000 acres of range and training areas and is home to approximately 18 tenant commands and interagency organizations such as the FBI Academy and Crime Laboratory.

Quantico's secure western campus and training area has been recommended as a receiver site for the Military Department Investigation Agencies with the Department of Defense

Counterintelligence and Security Agency to include all components of the Counterintelligence Field Activity (CIFA) and Defense Security Service (DSS), which includes about 3,000 people.

The proposed realignment produces operational synergies by locating entities with similar or related missions and meets the BRAC principle which espouses secure installations that are optimally located for mission accomplishment, that support power projection, rapid deployable capabilities and expeditionary force needs for reach-back capability, that sustain the capability to mobilize and surge and that ensure strategic redundancy.

The recommended realignment also supports a primary Department of Defense objective to rationalize the presence of Department of Defense activities within the National Capital Region – resulting in a significant improvement in military value.

Base infrastructure upgrades, available developmental areas on base at approximately two million square feet, and force protection capability make Quantico an excellent location for additional missions offering the required force protection.

From Virginia Department of Transportation (VDOT) standpoint, MCB Quantico is well-positioned to accommodate the projected increase of personnel. Planning and coordination must take place between Prince William County, Stafford County, and VDOT to maximize the underutilized base areas on the west side of I-95; design security check and facility entrances to avoid queuing onto public highways, and design facility access points to maximize the use of bus, HOV and HOT lane facilities in the I-95 and Route 1 corridors. VDOT has identified other projects to further position MCB Quantico for anticipated growth which include; main gate security improvements, expansion of I-95 interchange to provide direct access to underutilized base areas on the west side of I-95; and extend HOV/HOT lanes on I-95 from Stafford County to Dumfries.

#### **Naval District Washington, West Area, Dahlgren**

Naval District Washington, West Area, Dahlgren, known as the Dahlgren Military Complex, is located approximately 50 miles southeast of Washington, D.C. It is home to four major tenant commands including one of the Navy's lead research and development laboratories (NSWCDD), a joint operations command (JWAC), a space operations command (NNSOC), and a training command (CSCS/ATRC). Situated on approximately 4,300 acres, Dahlgren provides an integrated, high tech and intellectual excellence environment with a scientific edge and systems engineering competency. Jointness between services and missions that have been identified as the keys to the transformation of the nation's Defense are already well-established at Dahlgren. Further supporting the military value of this installation is the fact that Dahlgren is the location of the only over-the-water instrumented testing range critical for regularly testing naval gunnery, future military weaponry, and joint homeland defense programs (such as Chemical and Biological Defense).

The installation is equipped to provide force protection with sensor systems and secure building access, updated and modern self-sufficient on-base utility sources. Dahlgren's unique and modern facilities include approximately one million square feet built in the last 15 years and approximately 162,000 square feet now under construction. The installation also has state-of-the-art information technology infrastructure with a fiber optic network available and designated areas available for development to accommodate 1.7 million square feet of space and more than 8,000 additional personnel.

We want to highlight what appear to be inconsistencies in the BRAC report regarding two items of realignment at Dahlgren.

The recommended realignment to create a Naval Integrated Weapons and Armaments Specialty Site for Guns and Ammunition at Picatinny Arsenal, NJ would relocate the gun and ammunition research and development and acquisition at Dahlgren to Picatinny Arsenal, NJ. We believe this consolidation does not enhance military value given the following situations:

1. **The application of large guns is different for the Army and the Navy.** Other than tanks, Army artillery guns/howitzers are not stabilized or integrated onto a platform as are Navy guns. Furthermore the expected need for range of Army guns is 40 kilometers or 21.6 nautical miles. The Navy needs to stand offshore 25 nautical miles in order to fire 25 to 200 nautical miles deep on shore to support U. S. Marine Corps requirements and to provide a "hit" without risking expensive armaments such as a tomahawk missile.
2. **In the case of smaller size guns, the Army and Navy target sets are very different and significantly impact weapon design.** For the Navy, the degree of integration on a moving platform with sensors that are not on a gun mount and fire control systems require a great deal of integration not required by the Army. The Navy uses systems in automatic and semi-automatic modes because the firing engagement sequence requires decisions quicker than the human can effectively perform.
3. **Packaging, handling shipping and transportation of armaments are different for the Army and the Navy.** The Army prefers to ship in wooden boxes. The Navy does not allow wood on ships because of fire hazards. The Army also ships fuses and projectile separately and assembles them on the battlefield, whereas the Navy assembles them before shipping to reduce the hazard shipboard of having exposed explosive material in its magazines.

We would like to offer an alternative proposal that would consolidate small arms work at Picatinny, NJ, and consolidate Maritime Guns and Ammunition Work and Life Cycle Management of Navy Ammunition at Dahlgren.

This proposed realignment provides higher military value than the Department of Defense's recommendation for realignment. It also offers a greater degree of jointness and synergy for the missions. It provides design, in-service maintenance and surveillance people at one location and eliminates functional overlap that exists in separate locations. Dahlgren is currently doing this type of work and therefore facilities and space already exist, which would reduce the cost of operations. In addition, a skilled workforce already exists, which would ensure military capability and enhance military value, and meets the BRAC principle to "retain active,

reserve, civilian and contractor personnel who are highly skilled and educated..." Further, the Navy requires an over-water gunnery range which currently exists at Dahlgren.

The plan to consolidate all of Dahlgren's gun and ammunition work at Picatinny is in conflict with the recommendation to establish Dahlgren as a specialty site for Naval Surface Warfare. This is unique to the services and a centroid for Navy surface ship developments to preserve the synergies between large highly integrated control system developments and the weapon system developments themselves (Tech-16). Full consolidation at Picatinny will result in the reduction of the Navy's ability to engineer and integrate its shipboard combat systems. System integration is best done, for both engineering and cost purposes, when those elements being integrated are co-located. The Department of Defense recommendation will result in a reduction in military value and potentially negatively impact the warfighting capability of the Navy unless additional systems integration funds are provided. We do not believe that these costs were considered during the Department of Defense BRAC analysis.

The Department of Defense recommendation to consolidate the Chemical-Biological warfare organization with the Army's at Aberdeen Proving Ground, MD is similarly flawed. We support the concept of creating a National Center of Excellence for chemical-biological defense to maximize the efficacy of Department of Defense missions in Homeland Defense, Global Presence and the Global War on Terrorism.

We endorse the designation of the Navy's Chemical-Biological Defense Team at Dahlgren as a remote detachment of the National Center that would be located at Aberdeen. The Commonwealth has well-established Homeland Defense roles including direct support of State First Responders to any chemical-biological incident. Dahlgren also has newly completed facilities, the Honorable Herbert A. H. Bateman Chem-Bio Defense Building, with an existing, highly effective team of dedicated scientists and engineers already in place. Movement of this capability to Aberdeen would require construction of new facilities there and the predicted loss of team members which would destroy a national capability at the very time it is most necessary. It is also contrary to the BRAC principle which calls for the Department of Defense to "retain active, reserve, civilian and contractor personnel who are highly skilled and educated and have access to effective, diverse, and sustainable training space in order to ensure current and future readiness."

We believe maintaining a Chemical-Biological Defense entity at Dahlgren better supports the system engineered integration of chemical-biological defense into Navy ships, submarines, aircraft and ashore facilities.

In both of the recommendations for Dahlgren outlined above, we believe a solution may be to retain Navy Chemical - Biological and gunnery physically as detachments at Dahlgren while organizationally realigning them under a joint structure with Aberdeen and Picatinny respectively.

**Fort A.P. Hill**

Fort A. P. Hill is located approximately 65 miles southeast of Washington, D.C. The installation is an all-purpose, year-round, military training center with 76,000 acres of land, including a 28,000-acre live-fire range complex and training unencumbered by environmental or encroachment constraints. It is one of the largest East Coast military installations and is the range and training center nearest the National Capital Region. It is one of only two installations in the Northeastern section of the United States capable of training a large maneuverable force.

Fort A. P. Hill provides opportunities for growth for additional and complimentary training and maneuvering missions. This facility is geographically located between the National Capital Region and the military complex located in the Hampton Roads. Fort A.P. Hill is an optimal location for growth for both training as well as those missions which require proximity to the NCR or the Hampton Roads as well as a venue to consider for overseas locations.

## **Conclusion**

Virginia is proud of its long history in support of our nation's defense. We continue that support today for the BRAC mission to create cost-effective operation of our armed forces and to ensure that those forces are prepared to meet present and future challenges both at home and abroad. It is clear that our nation's military must become more agile and flexible to accomplish this. Situated mid-point along the U.S. East Coast, Virginia offers unparalleled strategic and tactical military advantages towards that goal, including one of the finest natural ports in the world with ready access to vital ocean training and weapons systems testing areas coupled with similar land-based activities which allow military activities to achieve maximum readiness and response.

Certainly the process of building efficiencies that contribute to military readiness and ensure a well-utilized infrastructure include disposal of surplus assets and realignments of operations. It is a formidable task which demands a careful assessment of existing strengths and weaknesses, as well as creativity and innovation.

We believe that in considering the efficiency and operational necessity of military bases and missions in Virginia, the Department of Defense has endeavored to apply sound military judgment to achieve its goals for a transformed, more effective national defense; however it has overlooked some opportunities to realize increased savings and create synergies that would maximize military value.

We respectfully request your review of the proposals outlined in this testimony and the data presented in their defense. Over the coming weeks, as we continue to provide you and your staff with information about affected installations, we look forward to working with the BRAC Commission staff further on the numerous recommended actions.

Thank you for the opportunity to contribute to this critical process for our Commonwealth and our nation. Over the course of history, the military has become an integral part of our Commonwealth to include our security, our economy and our civic life. Given the critical mission of Virginia's military installations, and their proximity to the Nation's Capital at

this unique juncture in history, and our homeland security imperative, the importance of Virginia to the nation's security has never been greater.

Virginia stands ready to deliver.

## ATTACHMENTS

- A. Department of Defense Recommended BRAC Actions for Virginia  
Announced on May 13, 2005
- B. BRAC 2005 Military Principles – October 14, 2004
- C. TECH 0040 Rv2: Co-located Extramural Research Program Managers to  
Bethesda – May 4, 2005
- D. Virginia Beach Survey on NAS Oceana  
Conducted January 19-21, 2004
- E. Virginia Council of Presidents Memorandum, June 28, 2005
- F. Retired U.S. Navy Admirals' letter to the BRAC Commission as regards to  
NAS Oceana, Dated July 5, 2005

# **Attachment A**

# DoD Recommended BRAC 2005 Closure and Realignment Impact VIRGINIA

## Department of Defense Installation

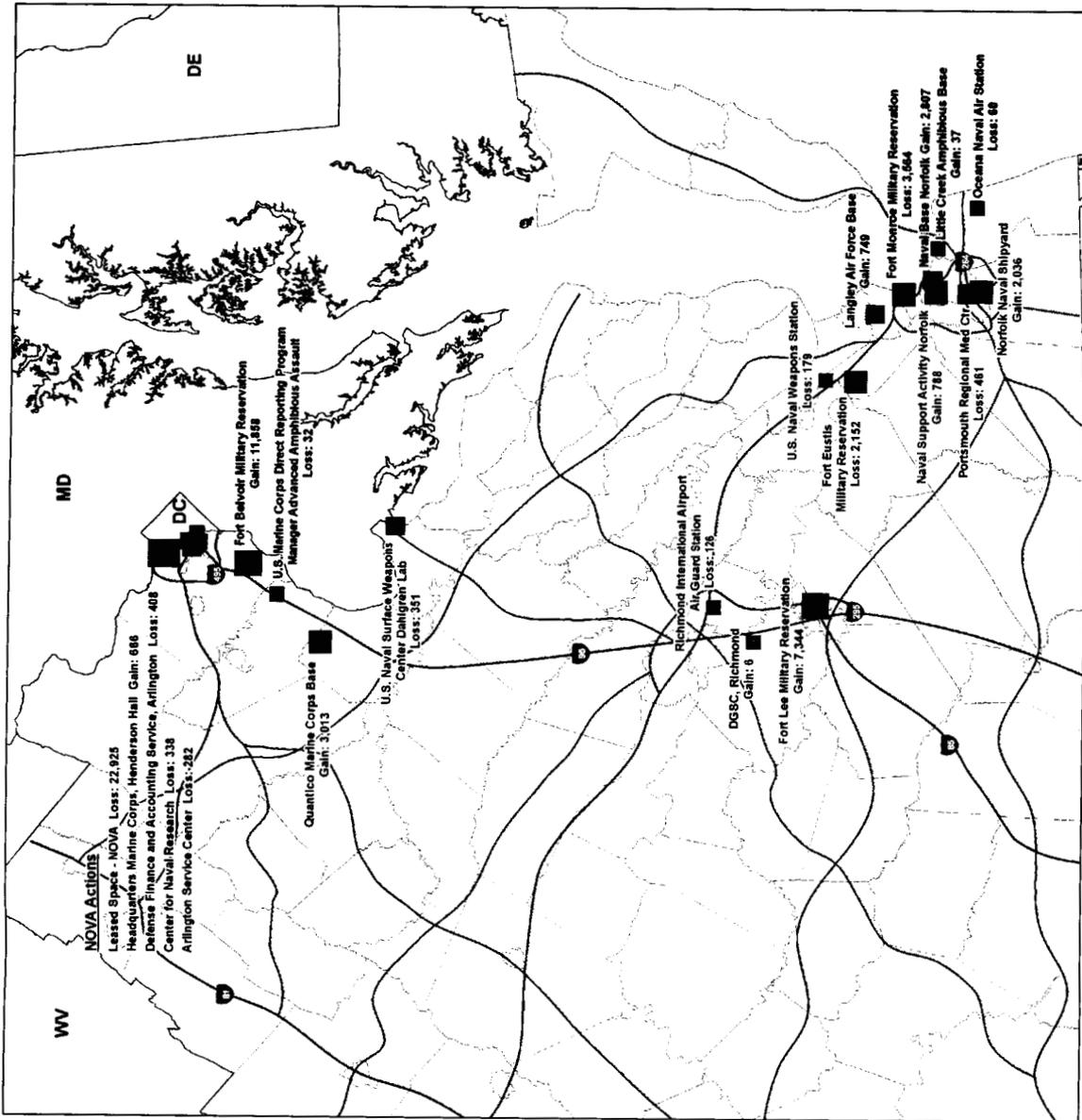
Net Gain/(Loss)	Department of Defense Installation
(3,564)	Fort Monroe
(22,925)	Leased Space - VA
6	Defense Supply Center Richmond
11,858	Fort Belvoir
7,344	Fort Lee
666	Headquarters Battalion, Headquarters
	Marine Corps, Henderson Hall
749	Langley Air Force Base
3,013	Marine Corps Base Quantico
37	Naval Amphibious Base Little Creek
2,036	Naval Shipyard Norfolk
2,807	Naval Station Norfolk
788	Naval Support Activity Norfolk
(282)	Arlington Service Center
(338)	Center for Naval Research
(408)	Defense Finance and Accounting Service, Arlington
(2,152)	Fort Eustis
(60)	Naval Air Station Oceana
(461)	Naval Medical Center Portsmouth
(351)	Naval Surface Warfare Center Dahlgren
(179)	Naval Weapons Station Yorktown
(126)	Richmond International Airport Air Guard Station
(32)	U.S. Marine Corps Direct Reporting Program Manager Advanced Amphibious Assault
(1,574)	Virginia Total

- Military Installation Gain (size based on number gain)
- Military Installation (Loss) (size based on number: Loss)
- US Highway
- Interstate Highway

Source: United States Department of Defense, 2005  
Virginia Economic Development Partnership, 2005  
Environmental Systems Research Institute, 2005

**VIRGINIA**  
Is For Business

05/19/2005



Project BRAC

# **Attachment B**



ACQUISITION,  
TECHNOLOGY  
AND LOGISTICS

## THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-3010

OCT 14 2004

### MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS CHAIRMEN, JOINT CROSS-SERVICE GROUPS

SUBJECT: Policy Memorandum Two--BRAC 2005 Military Value Principles

The Department has determined that the most appropriate way to ensure that military value is the primary consideration in making closure and realignment recommendations is to determine military value through the exercise of military judgment built upon a quantitative analytical foundation. The quantitative analytical foundation is built by the Joint Cross-Service Groups and Military Departments applying the BRAC selection criteria to rank the facilities for which they have responsibility. The exercise of military judgment occurs through the application of principles. Limited in number and written broadly, the principles enumerate the essential elements of military judgment. The Military Departments and the Joint Cross-Service Groups shall use the attached principles when applying military judgment in their deliberative processes.

Michael W. Wynne  
Acting USD (Acquisition, Technology & Logistics)  
Chairman, Infrastructure Steering Group

Attachment:  
As Stated



## BRAC Principles

**Recruit and Train:** The Department must attract, develop, and retain active, reserve, civilian, and contractor personnel who are highly skilled and educated and have access to effective, diverse, and sustainable training space in order to ensure current and future readiness, to support advances in technology, and to respond to anticipated developments in joint and service doctrine and tactics.

**Quality of Life:** The Department must provide a quality of life, including quality of work place that supports recruitment, learning, and training, and enhances retention.

**Organize:** The Department needs force structure sized, composed, and located to match the demands of the National Military Strategy, effectively and efficiently supported by properly aligned headquarters and other DoD organizations, and that takes advantage of opportunities for joint basing.

**Equip:** The Department needs research, development, acquisition, test, and evaluation capabilities that efficiently and effectively place superior technology in the hands of the warfighter to meet current and future threats and facilitate knowledge-enabled and net-centric warfare.

**Supply, Service, and Maintain:** The Department needs access to logistical and industrial infrastructure capabilities optimally integrated into a skilled and cost efficient national industrial base that provides agile and responsive global support to operational forces.

**Deploy & Employ (Operational):** The Department needs secure installations that are optimally located for mission accomplishment (including homeland defense), that support power projection, rapid deployable capabilities, and expeditionary force needs for reach-back capability, that sustain the capability to mobilize and surge, and that ensure strategic redundancy.

**Intelligence:** The Department needs intelligence capabilities to support the National Military Strategy by delivering predictive analysis, warning of impending crises, providing persistent *surveillance of our most critical targets*, and achieving horizontal integration of networks and databases.

# **Attachment C**



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# BRAC 2005

Briefing to the  
Infrastructure Executive Council

May 4, 2005



## #TECH 0040Rv2: Co-locate Extramural Research Program Managers to Bethesda

**Candidate Recommendation (summary):** Close the Office of Naval Research facility, Arlington, VA; the Air Force Office of Scientific Research facility, Arlington, VA; the Army Research Office facilities, Durham, NC, Fort Belvoir, VA, and Arlington, VA; and the Defense Advanced Research Project Agency facility, Arlington, VA. Relocate all functions to Bethesda, MD. Realign the Defense Threat Reduction Agency Telegraph Road facility, Alexandria, VA, by relocating the Extramural Research Program Management function (except conventional armaments and chemical biological defense research) to Bethesda, MD.

<u>Justification</u>	<u>Military Value</u>
<ul style="list-style-type: none"> <li>■ Foster coordination among extramural research activities</li> <li>■ Enhance force protection</li> </ul>	<ul style="list-style-type: none"> <li>■ DARPA and ONR had higher quantitative MV scores than Bethesda.</li> <li>■ Military judgment said quantitative scores high because of research managers, not location. Bethesda provides highest overall MV because of enhanced force protection, accessibility to Pentagon and Capital Hill by metro.</li> </ul>
<u>Payback</u>	<u>Impacts</u>
<ul style="list-style-type: none"> <li>■ One-time cost: \$154M</li> <li>■ Net implementation savings: \$108M</li> <li>■ Annual recurring savings: \$49M</li> <li>■ Payback time: 2 years</li> <li>■ NPV (savings): \$574M</li> </ul>	<ul style="list-style-type: none"> <li>■ Criteria 6: -193 jobs (122 direct, 71 indirect); &lt;0.1%</li> <li>■ Criteria 7: No issues</li> <li>■ Criteria 8: No impediments</li> </ul>

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**Attachment D**

Confidential

# Survey of Virginia Beach, Virginia

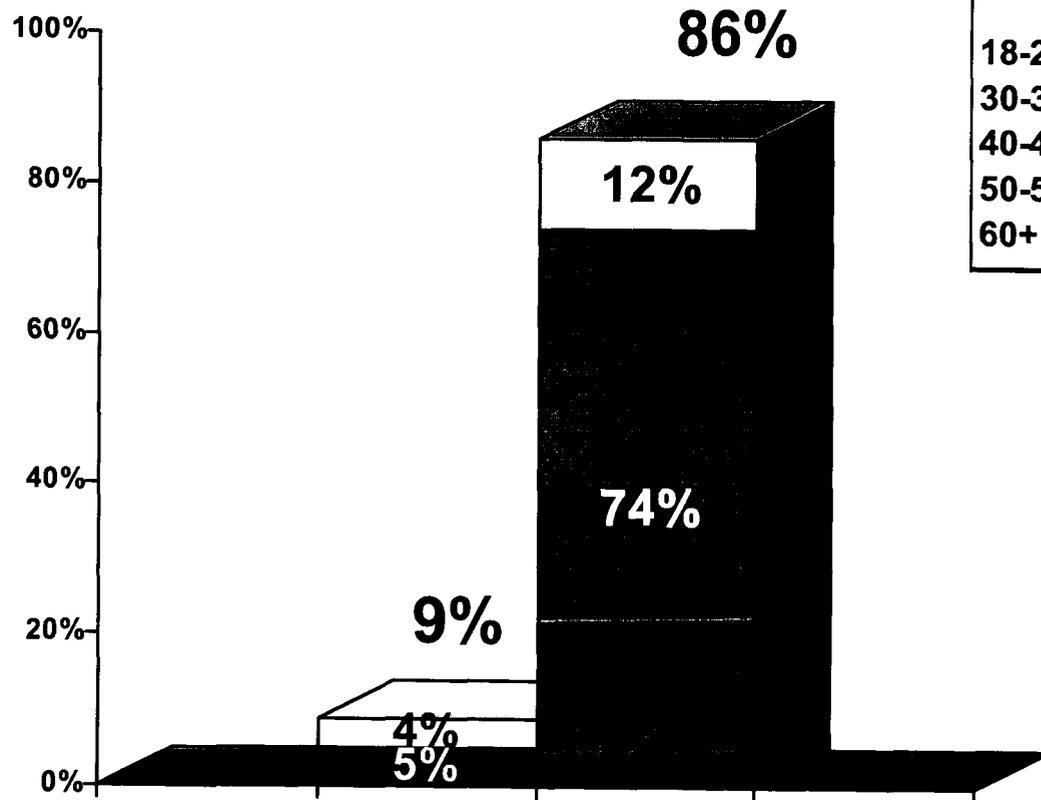
Conducted January 19-21, 2004

**Bennett, Petts & Blumenthal**

# Methodology

- 500 interviews conducted among residents of Virginia Beach, Virginia who are 18 years of age or older.
- Survey conducted from **January 19-21, 2004**.
- In 95 cases out of 100, the responses to this survey should fall within  $\pm 4.4\%$  of those that would have been obtained from interviewing the entire population of likely general election voters in the Virginia Beach, Virginia.

Q6. Would you STRONGLY FAVOR, SOMEWHAT FAVOR, SOMEWHAT OPPOSE, or STRONGLY OPPOSE closing down the Oceana Naval Air Station and moving the planes to bases outside of Virginia?



	<u>Strong Favor</u>	<u>Smwt Favor</u>	<u>Smwt Oppose</u>	<u>Strong Oppose</u>	<u>Total Favor</u>	<u>Total Oppose</u>
Men	6%	4%	13%	72%	10%	85%
Women	4%	4%	12%	75%	8%	87%
18-29	9%	7%	20%	60%	16%	80%
30-39	3%	4%	14%	71%	7%	85%
40-49	4%	4%	11%	79%	8%	90%
50-59	4%	4%	10%	81%	8%	91%
60+	6%	2%	6%	80%	9%	86%

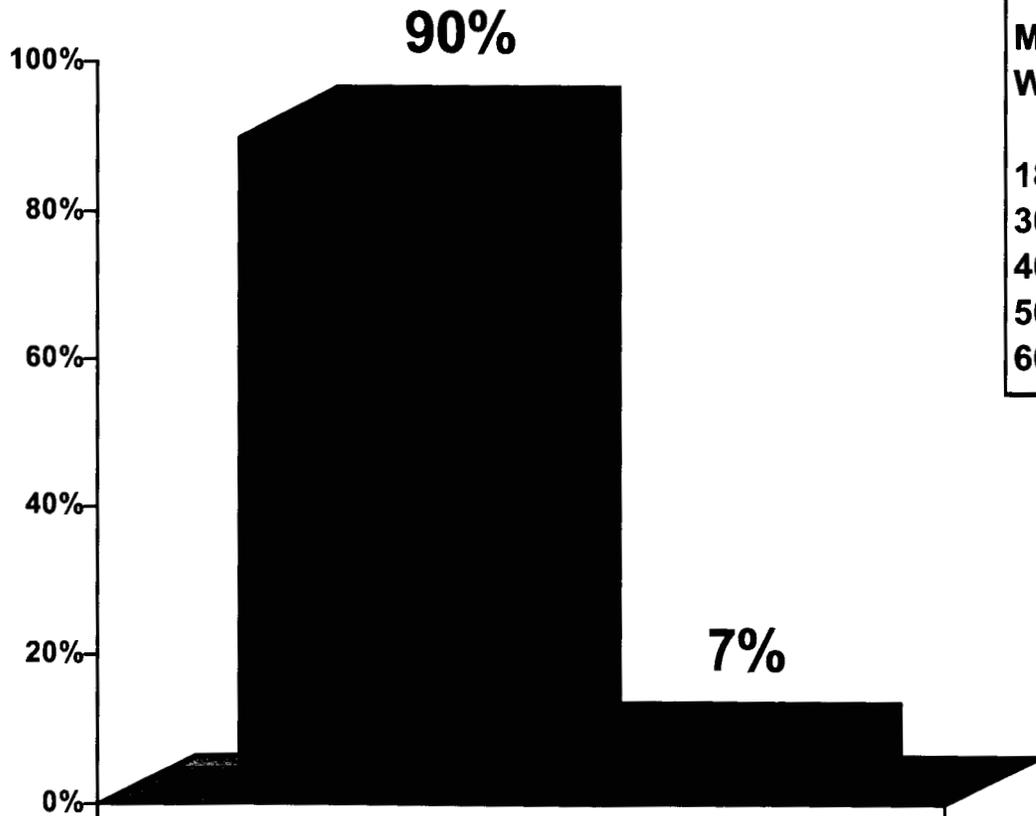
An impressive 86% of those surveyed are opposed to closing down Oceana (74% said they are strongly opposed to closing Oceana). Just 9% favor closing down Oceana.

■ Strongly Favor □ Somewhat Favor ■ Strongly Oppose □ Somewhat Oppose

Q7. Which of the following statements is closer to your opinion: [ROTATE ORDER OF STATEMENTS]

The Oceana Naval Air Station is good for the people of Virginia Beach. It provides jobs for the local economy, tax revenue for the city, and is important to our national defense.

The Oceana Naval Air Station is bad for the people of Virginia Beach. It creates terrible jet noise, air pollution, and poses a safety risk to thousands of people

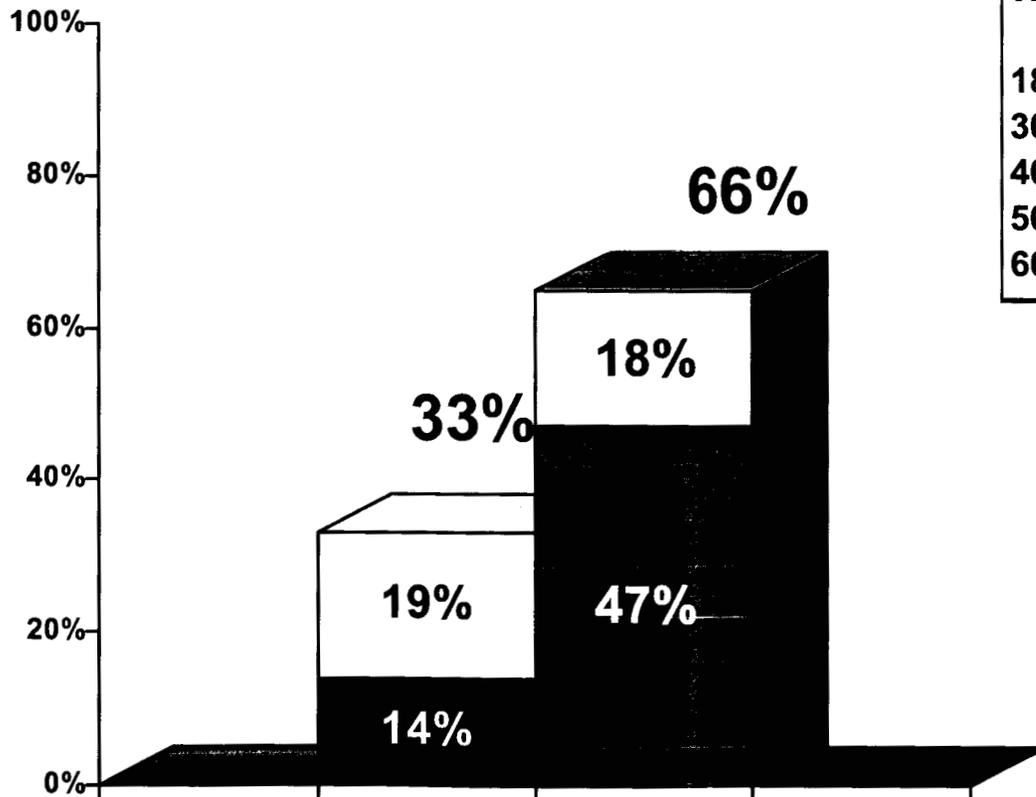


■ Good for VA Beach ■ Bad for VA Beach

	Good for VA Beach	Bad for VA Beach
Men	89%	6%
Women	90%	8%
18-29	87%	10%
30-39	92%	5%
40-49	92%	6%
50-59	90%	8%
60+	87%	9%

Ninety percent (90%) believe that "The Oceana Naval Air Station is good for the people of Virginia Beach. It provides job for the local economy, tax revenue for the city, and is important to our national defense." Only 7% chose the alternative statement that "The Oceana Naval Air Station is bad for the people of Virginia Beach. It creates terrible jet noise, air pollution, and poses a safety risk to thousands of people."

Q9. Recently there has been a lot of talk about the issue of noise created by jets taking off and landing at the Oceana Naval air station. Thinking about your own home, how would you rate the noise created by these jets where you currently live? Would you call it VERY LOUD where you live, SOMEWHAT LOUD, NOT VERY LOUD, or NOT LOUD AT ALL where you live?



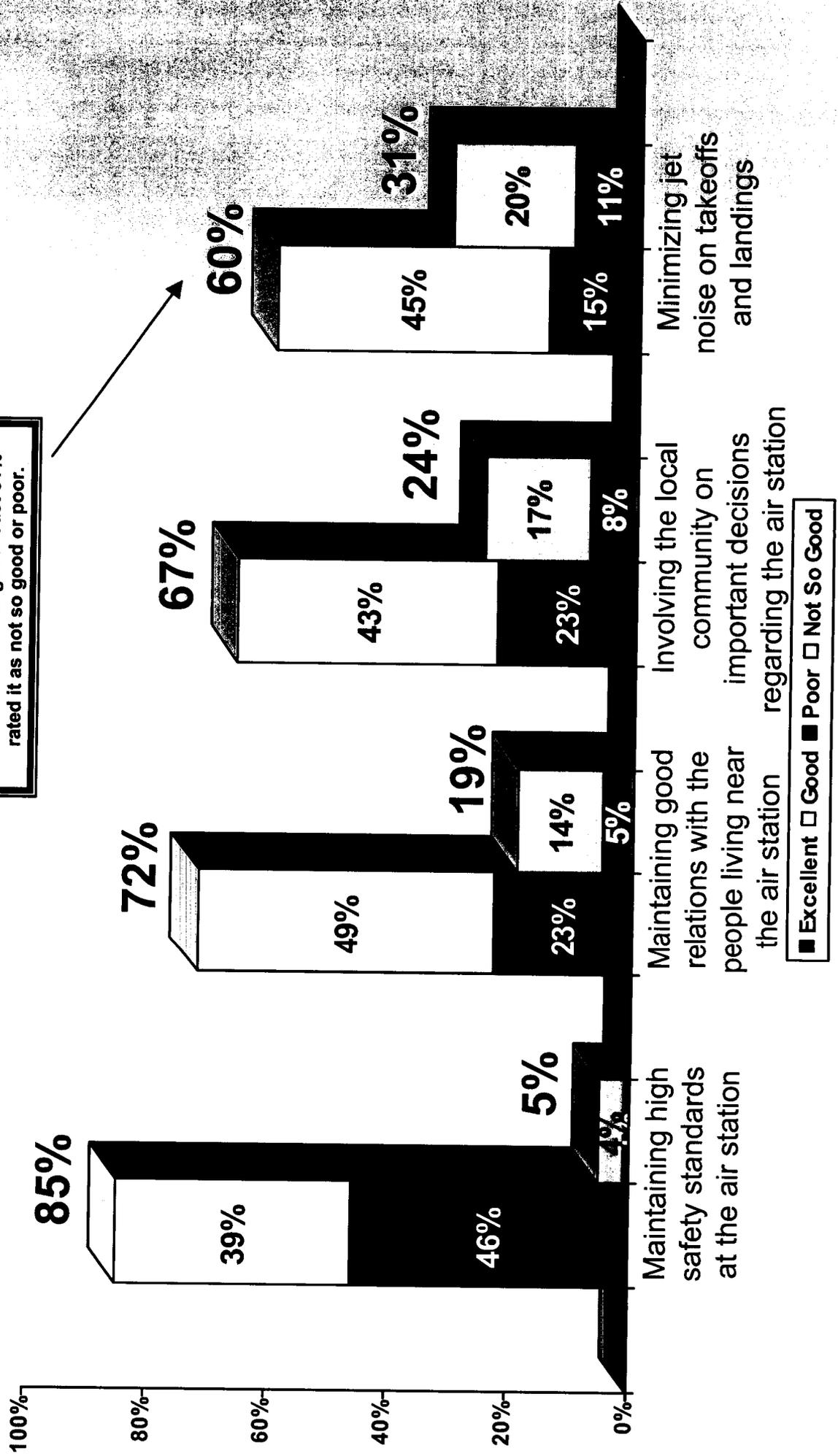
	<u>Very Loud</u>	<u>Smwt Loud</u>	<u>Not Very</u>	<u>Not At All</u>	<u>Total Loud</u>	<u>Total Not Loud</u>
Men	13%	17%	18%	51%	30%	69%
Women	16%	21%	18%	44%	36%	62%
18-29	18%	21%	13%	47%	39%	60%
30-39	16%	20%	18%	46%	36%	60%
40-49	13%	18%	18%	50%	30%	68%
50-59	13%	10%	26%	50%	23%	76%
60+	11%	22%	19%	47%	33%	66%

When asked to evaluate the level of jet noise where they currently live, 69% said it was either not very loud or not loud at all. Just 14% said it was very loud, and an additional 19% said it was somewhat loud.

■ Very Loud □ Somewhat Loud ■ Not Loud At All □ Not Very Loud

Q8. I'm going to read you some issues the U.S. Navy is responsible for dealing with when it comes to managing the Oceana Naval Air Station and I'd like you to rate the job the Navy is doing on each one using a scale of EXCELLENT, GOOD, NOT SO GOOD, or POOR.

Sixty percent (60%) rate the Navy's performance minimizing jet noise as either excellent or good. Just 31% rated it as not so good or poor.



■ Excellent □ Good ■ Poor □ Not So Good

# **Attachment E**

## Virginia Council of Presidents

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### *MEMORANDUM*

**To:** 2005 Defense Base Closure and Realignment Commission  
**From:** Council of Presidents  
**Date:** June 28, 2005

We write to express our grave concern over the BRAC Commission's recommendation to move major defense research-related agencies out of Arlington and Alexandria. We feel strongly that moving the agencies away from the complex, thriving research and development environment that has emerged inside the Beltway would have a deleterious effect on the overall defense related research environment for the nation.

These agencies include the Defense Advanced Research Projects Agency (DARPA); the Office of Naval Research; the Army Research Institute; and the Air Force Office of Scientific Research. The success of these agencies depends on their ability to partner with both the academic research community, including the National Science Foundation in Arlington, and a large number of high technology research and development firms that have emerged in the region over the past three decades. The close proximity of these organizations to each other, and their mutual research interests, have led to the creation of a highly complex, synergistic, and productive cluster. Removing the defense research agencies would break up this synergy and impede—even disrupt—this critical defense research environment.

The National Science Foundation reports that in FY 2002, the Department of Defense funded more than \$6.2 billion of research activity, a major portion of which was dispersed through these agencies. Virginia's universities perform in excess of \$50 million in defense-sponsored research, so we are well aware of the importance of ready access to both the agencies and their private sector partners.

It is essential that the United States stay on the leading edge of scientific discovery in order to guarantee our collective security against our adversaries both on the home front and abroad. The success and growth of our national security research will be dependent on the availability of ample opportunities for continued interaction and collaboration between academic, private, and governmental partners. We feel strongly that this goal will be best accomplished through preserving the existing synergistic research environment in Northern Virginia. While we

appreciate the need for defense agencies to be in secure facilities, it is not necessary and possibly counterproductive for them to be located on a military installation.

We understand that Arlington County is prepared to work with the Department of Defense to create appropriately secure space for these agencies. It is our understanding that this can be done without disrupting the complex and thriving research culture that is currently providing critical support for the nation's defense efforts.

Our institutions are key partners in the nation's security efforts and we therefore have a great and collective interest in the Commission's actions. We respectfully request that the Commission work with local government and the Commonwealth of Virginia to preserve the existing research environment, which has been established over many years at great effort and expense. We believe that ultimately, the continued progress of our national defense research efforts may be at stake.

Thank you for your consideration.

Cc: The Honorable Mark R. Warner  
The Honorable John W. Warner  
The Honorable George Allen  
The Honorable Frank R. Wolf  
The Honorable James P. Moran  
The Honorable Thomas M. Davis, III

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William M. Anderson, Jr., President  
University of Mary Washington

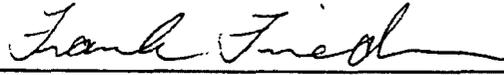
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Ernest H. Ern, Chancellor  
The University of Virginia's College at Wise

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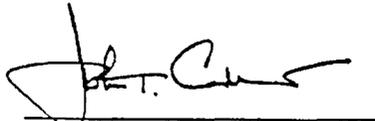
General J. H. Binford Peay, III, Superintendent  
Virginia Military Institute

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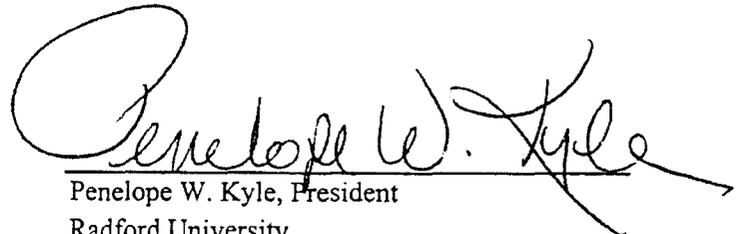
Frank Friedman, President  
Piedmont Virginia Community College

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John T. Casteen, III, President  
University of Virginia

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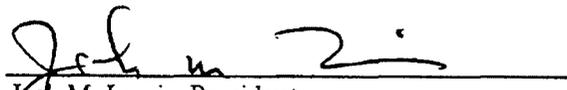
Penelope W. Kyle, President  
Radford University

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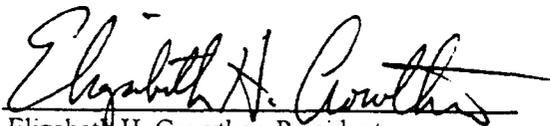
Patricia P. Cormier, President  
Longwood University

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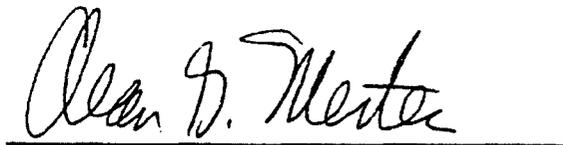
Jack M. Lewis, President  
New River Community College

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Elizabeth H. Crowther, President  
Rappahannock Community College

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Alan G. Merten, President  
George Mason University

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Glenn DuBois, Chancellor  
Virginia Community College System

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Eddie N. Moore, President  
Virginia State University

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James B. McNeer, President  
Richard Bland College

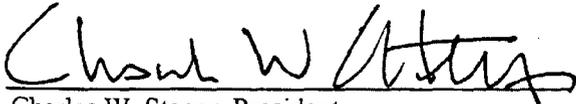
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Alvin J. Schexnider, Acting President  
Norfolk State University

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James R. Perkins, President  
Blue Ridge Community College

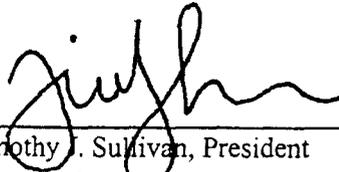
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Charles W. Steger, President  
Virginia Polytechnic Institute & State University

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Gary L. Rhodes, President  
J. Sargeant Reynolds Community College

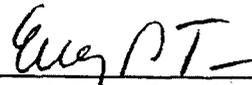
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Timothy J. Sullivan, President  
College of William and Mary

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Linwood H. Rose, President  
James Madison University

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Eugene P. Trani, President  
Virginia Commonwealth University

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Roseann Runte, President  
Old Dominion University

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Paul S. Tribble, Jr., President  
Christopher Newport University

Attachment F

July 5, 2005

Base Realignment and Closure Commission  
2521 South Clark Street  
Suite 600  
Arlington, Virginia 22202

Dear Commissioner:

We, the undersigned (Enclosure 1), heartily agree with the Secretary of Defense's decision to not include Naval Air Station Oceana (NASO) as a candidate for closure in the 2005 Base Realignment and Closure (BRAC) process. We have flown every tactical aircraft in the inventory of the United States Navy for more than 40 years; have flown off of every aircraft carrier in that inventory, and have fought every war that this nation has been involved in since World War II. We have been stationed at virtually every one of our Navy's bases both in CONUS and abroad. We have lead innumerable major commands, ships and battlegroups. We have dealt with the needs of hundreds of thousands of sailors over our collective careers and know the services' needs for recruitment and, more importantly, retention. Our experience also gives us great insight into the military value of bases, threats of encroachment and interaction with elected officials at the local level.

Because of the above listed experience, we believe very strongly that NASO is and will continue long into the future to be the best site for the Navy's East Coast Master Jet Base. We have provided (Enclosure 2) a Point Paper that will support our argument; however, we believe that the strongest reasons for keeping NASO as the Master Jet Base for the East Coast for the Navy come down to three central issues:

- Opposition to NASO
- Encroachment
- Support for NASO

The opposition to continuation of NASO as a Master Jet Base is confined to a very small, we repeat, very small number of individuals. The one organized group who say they do not favor closing NASO, but merely realigning the assets is the Citizens Concerned About Jet Noise (CCAJN). Although they claim to have membership of over 5,000, the truth is that their "membership" is likely a fraction of that. This means that in the City of Virginia Beach, with its approximately 441,000 residents and the City of Chesapeake, where Fentress Auxiliary Landing Field is located, with its 210,000 residents, less than one tenth of one percent of the citizenry is actively opposed to NASO operations.

Even more telling is the scientifically valid survey done by the City of Virginia Beach, using an independent contractor (Continental Research), of not just citizens living throughout the city, but in a statistically representative number of households within various noise zones covered under the Aircraft Installation Compatible Use Zone (AICUZ) map. Of those who were asked whether jet noise was a reason they were unhappy with their decision to select where they live, a total of only

Base Realignment and Closure Commission

July 5, 2005

Page 2

1.5% responded yes. This included zero responses from those in the 65db or lower zone, 1.6% in the 65 to 70db zone, and 2.9% in the 70 to 75db zone. Also, the average rating on a scale of 1 to 10 of whether jet noise was bothersome between 10:00 PM at night and 7:00 AM was 3.57. This compares to, on the same scale, a 2.76 response for traffic noise. The entire survey is included as Enclosure 3.

With respect to the issue of encroachment we take particular exception to the response provided by the Secretary of the Navy in a letter from Anne Rathmell Davis to the Chairman of the BRAC Commission in response to questions asked at the May 17, 2005 hearing that read, *"Under the assumption that future growth in the vicinity of Virginia Beach could impact NAS Oceana's mission as the East Coast's Master Jet Base . . ."* – a bit of history is in order.

NASO began as a several hundred-acre landing field in the World War II era and has now grown to over 5,331 acres within the fence and an additional 3,680 acres in restrictive easements outside the main fence. It also includes the 2,560 acres Fentress Auxiliary Landing Field in Chesapeake, Virginia, and an additional 8,780 acres of restricted easements. This landing field is located approximately 7 miles from NASO. Over this time, the City of Virginia Beach has grown from a small town and surrounding county, which merged in 1963, and now is home to a population of approximately 441,000 people. Most of the land around Oceana was zoned for residential and other uses in the sixties, seventies and early eighties. There have been very few major rezonings in and around NASO since then, even in the important Interfacility Traffic Area between NASO and Fentress.

The City, in an effort to support NASO, went to the Virginia General Assembly in 1994 to receive enabling authority. The City then adopted an Airport Zoning Ordinance in August of 1994 and promptly instituted its provisions. This allows the City to better plan for development around NASO and to require noise attenuation where appropriate.

Since the Airport Zoning Ordinance was put in place, there have been very few upzonings in the area adjacent to NASO. In fact, there were several downzonings of allowed density. One must put in perspective that Virginia is a very strong property rights state and once property is vested with zoning, regardless of how many years the zoning has been in place, the City must either allow development to go forward or buy the property rights. One must also keep in mind, when the City adopted its Airport Zoning Ordinance residential development was allowed by the OPNAV Instruction 11010.36A in the 65-75 db range as long as appropriate noise attenuation was included in the construction. This includes approximately 12,000 developed acres around NASO on which approximately 92,000 people currently live along with 8,000 undeveloped acres. This was based on the 1999 AICUZ (Air Installation Compatible Use Zone) map that was adopted by the City at the request of the Navy.

When the Navy revised the OPNAV Instruction, on 19 December 2002, the residences within the area between 65-74 db became incompatible and are now considered to be encroaching on NASO. The Navy's alteration of the noise contours in the revised OPNAV Instruction did not change the noise generated or the number of people adversely affected. It is a definitional change, not an alteration of the physical reality.

In order to address the revised OPNAV Instruction, the City Council has, in concert with the cities of Norfolk and Chesapeake, the Hampton Roads Planning District Commission, and the Office of Economic Adjustment, recently completed an extensive Joint Land Use Study (JLUS) to address the revised OPNAV Instruction. The specifics of the JLUS recommendations and how they will be incorporated into the City's zoning ordinance and other development ordinances are included in Enclosure 4. The City of Chesapeake has also adopted similar changes to its zoning and other development ordinances to incorporate the recommendations of the JLUS.

The Interfacility Traffic Area that is a defined area between NASO and Fentress Auxiliary Field in Chesapeake caused specific concerns for the Navy. These concerns are covered at length in the Joint Land Use Study and the recommendations were adopted by both City Councils. City Council in Virginia Beach is aggressively and forthrightly addressing the encroachment issues created by the revised OPNAV Instruction as they addressed encroachment under the previous OPNAV Instruction. Options to acquire and reserve significant areas of the Interfacility Traffic Area are underway in cooperation with the Navy and other agencies.

We also want to bring to the Commission's attention the great support that Virginia Beach has provided to NASO. That support is best itemized through the aforementioned Point Paper, which outlines the many millions of dollars the City has spent on relocating schools identified in the previous BRAC rounds; building a first class highway network around NASO in just the last 10 years; providing a world class education system and a high quality living environment for the service men and women and their families. Virginia Beach has the lowest crime rate of any city its size in the nation, the lowest residential tax rate, by far, of any city in the Hampton Roads region of 1.5 million people, and also has the best performing school system in the region.

It is pointed out repeatedly in the Point Paper that the quality of life for service men and women and their families in Virginia Beach is unexcelled. Tremendous job opportunities for spousal and family employment, higher education opportunities, great medical care, including the half billion dollar Portsmouth Naval Medical Center, a tremendous support network for military families with children with special needs, miles of beaches, public parks and other attributes too numerous to mention all contribute to the unequalled quality of life to service members and their families. Because of the extensive Hampton Roads military establishments, our military members enjoy the opportunity to rotate, sea-to-shore and shore-to-sea duty, providing family stability and conserving Navy PCS funds.

Base Realignment and Closure Commission

July 5, 2005

Page 4

Service men and women and their families love Virginia Beach and love being stationed here, and as the BRAC Commission is well aware, the Navy recruits sailors and retains families.

In closing we would also like to state that Virginia Beach's and NASO location adjacent to the city of Norfolk, where the majority of the east coast aircraft carriers are stationed, is also very advantageous for military families. Personnel, before deployments, can stay with their family, even as they load the carriers and other ships during the day and stay with their loved ones up until the morning of departure. Returning from cruise, they can immediately be home and spend time with their family and then worry about unloading the ship and returning assets to the tremendous infrastructure at Naval Air Station Oceana. Locating tactical air and other assets away from Naval Air Station Oceana would mean military personnel would - a week before and a week after every deployment - be forced to leave their families to move support gear and other assets to the carriers, in essence adding two weeks or so to every deployment. This can only have a deleterious effect on retention.

We are sure you are also aware of the National Command Authority activity supported by Naval Air Station Oceana. The support of those operators must be given a high priority in any discussion the Commission may have on the future of Naval Air Station Oceana.

We believe Naval Air Station Oceana is, and should continue in the long term to be, the heart of Naval Aviation on the east coast. This is the position that the Secretary of Defense has taken and we strongly endorse his decision for the above-mentioned reasons as well as the multiple other reasons that we have included.

Respectfully Submitted,

/s/

RRM/clb

Base Realignment and Closure Commission  
July 5, 2005  
Page 5

Enclosures (4)

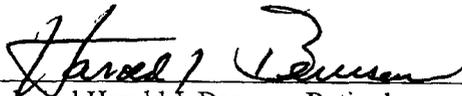
Signature Page  
Point Paper  
AICUZ Zone Household Survey  
Joint Land Use Study Timeline

c: Donald Rumsfeld, Secretary of Defense  
Admiral Vern Clark, Chief of Naval Operations  
The Honorable John W. Warner  
The Honorable George Allen  
The Honorable Thelma D. Drake  
The Honorable Governor Mark R. Warner  
The Honorable Mayor and Members of City Council  
Mr. James K. Spore, City Manager, City of Virginia Beach

Base Realignment and Closure Commission  
July 5, 2005  
Enclosure 1

Signature Page

/s/  
Vice Admiral Richard Allen, Retired

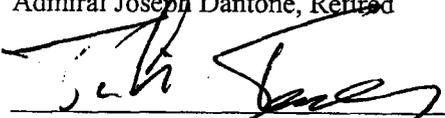
  
Admiral Harold J. Bernsen, Retired

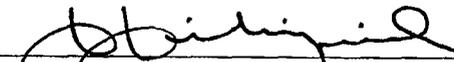
/s/  
Rear Admiral Martin Carmody, Retired

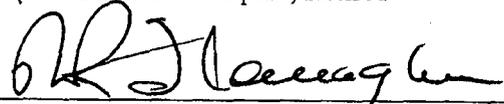
/s/  
Admiral Edward W. Clepton, Retired

/s/  
Admiral Ralph Cousins, Retired

  
Admiral Joseph Dantone, Retired

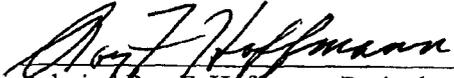
  
Admiral Richard Dunleavy, Retired

  
Admiral Francis L. Filipiak, Retired

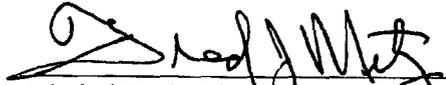
  
Admiral William R. Flanagan, Retired

/s/  
Admiral Mark Gemmill, Retired

/s/  
Rear Admiral Karen A. Harmeyer, Retired

  
Admiral Roy F. Hoffmann, Retired

  
Rear Admiral George Jessen, Retired

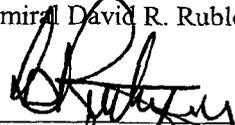
  
Admiral Frederick J. Metz, Retired

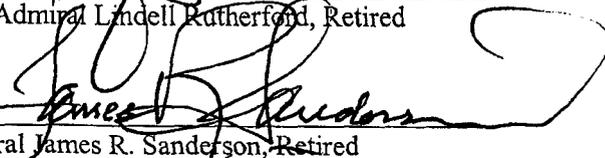
/s/  
Rear Admiral Lafayette F. Norton, Retired

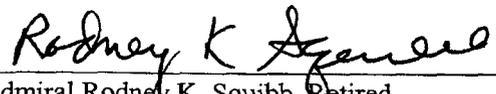
/s/  
Vice Admiral Jimmy Pappas, Retired

  
Admiral Gerald L. Riendeau, Retired

/s/  
Admiral David R. Ruble, Retired

  
Rear Admiral Lindell Rutherford, Retired

  
Admiral James R. Sanderson, Retired

  
Admiral Rodney K. Squibb, Retired

  
Rear Admiral James Taylor, Retired

Base Realignment and Closure Commission  
July 5, 2005  
Enclosure 1

Page 2



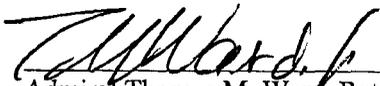
Admiral Raynor A. K. Taylor, Retired

Signature



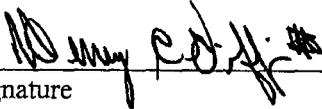
Admiral Richard Ustick, Retired

Print Name



Admiral Thomas M. Ward, Retired

Signature

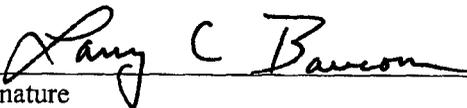


Signature

HENRY C. GIFFIN III

Print Name

Print Name



Signature

LARRY C. BAUCUM

Print Name

Signature

Print Name

/s/

Signature

Rear Admiral Earl P. Yates, Retired

Print Name

Signature

Print Name

/s/

Signature

Rear Admiral Paul Sutherland, Retired

Print Name

Signature

Print Name

Signature

Print Name

*Point Paper*  
*Regarding Naval Air Station Oceana*

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- The City of Virginia Beach has invested \$202 million in transportation improvements around NAS Oceana during the last 10 years. This includes: Dam Neck Road, the intersection of London Bridge Road and Great Neck Road, Oceana Boulevard, and the currently approved Birdneck Road project. The Southeastern Parkway and Greenbelt (SEPG) will hopefully be constructed within the next eight years, which will provide interstate access from NAS Oceana to I-64 in Chesapeake. NAS Oceana already has excellent access to I-264.
- The City relocated two elementary schools from the APZ following the 1993 BRAC round. The City currently has 87 schools serving the citizens of Virginia Beach. This includes 56 elementary schools, 14 middle schools, and 11 high schools. Ninety-nine percent of our schools required to participate in the Standards of Learning met the accreditation requirements and eighty-three percent met the requirements of the No Child Left Behind program.
- The cities of Virginia Beach, Norfolk, and Chesapeake along with the Navy and the U. S. Office of Economic Adjustment completed a Joint Land Use Study (JLUS) to accommodate the realities of the OPNAV Instruction 11010.36B issued in December 2002. This instruction changed the status of 92,162 people living around NAS Oceana from compatible to non-compatible.
- The City of Virginia Beach has joint service agreements with NAS Oceana for fire, police, EMS and other services.
- The City of Virginia Beach has recently made accommodations for greater U.S. Navy participation in the city's capital improvement roadway program and related project planning meetings. In addition to reviewing discretionary development proposals, a process that has been on-going for many years, arrangements have recently been made to enable the Navy to review all "by-right" development applications"
- The City of Virginia Beach is "Navy friendly." For example, the Mayor traveled to San Diego when the F/14 aircraft was directed to be single sited at NAS Oceana. The Base Commander stated that the current Mayor of San Diego had never been on his base, let alone a Mayor from 2,800 miles away. She also traveled to Bayonne, New Jersey, when the Military Sea Lift Command was relocated to Virginia Beach and to Cecil Field when those assets were realigned to NAS Oceana after the 1995 BRAC.
- The City has a long history of assisting the Navy in security issues - a relationship that has only become stronger since 9/11.
- Oceana has the unrestricted use of a massive training area off the coast of Virginia/North Carolina that they solely control. This is a fully instrumented course for air combat and other maneuvers. There are also many bombing and other training areas available close by.

- During the F/A-18 E/F (Superhornet) Environmental Impact Statement process, the Navy asserted that no Air Force or Navy Air Base east of the Mississippi met the training or aircraft requirements.
- During the 1995 BRAC, NAS Oceana was ranked the #1 Navy/Marine Corps air station in military value.
- The population of Virginia Beach has only increased by approximately 30,000 residents spread over the City's 310 square miles since 1995.
- The City of Virginia Beach is close to complete build-out. The area around Oceana is technically completely built-out. The City's population increased by .8 percent a year in the 90's and .4 percent a year since 2000 (Weldon Cooper Center statistics).
- The City has a long history of working with the Navy on issues of encroachment, transportation, etc.
- Virginia Beach is served by two full service hospitals located within the city limits, as well as three full service hospitals in the adjoining city of Norfolk and one in neighboring Chesapeake. There are also numerous surgical centers and drop-in general practitioners offices. The region has a teaching hospital at Sentara Norfolk General which partners with the Eastern Virginia Medical School to provide world-class medical care. The Naval Hospital Center, Portsmouth, has recently completed a several hundred million dollar expansion and modernization program to support the region's military installation clinics.
- In addition to NAS Oceana, Dam Neck Annex, Fort Story Army installation, and Little Creek Amphibious Base are also located in Virginia Beach. Virginia Beach is adjacent to the City of Norfolk, which is the home of the largest naval sea power port in the world. This co-location allows sailors to load and unload before and after deployments and still remain at home.
- The City of Virginia Beach has the lowest real estate tax rate of any large city in Virginia.
- Personnel stationed at NAS Oceana volunteer in our civic leagues, emergency medical services program, in our schools, scout troops, etc.
- The Mayors of Virginia Beach and Chesapeake have asked our congressional delegation for appropriations to help purchase land rights in the interfacility area.
- Virginia Beach supports many families with exceptional family members and works to meet the needs of these families through the Community Services Board and our school system.
- Virginia Beach and the surrounding communities provide an excellent quality of life for military families and, as a result, retention is high for military personnel based in the region. This saves the Navy money by keeping highly (and expensively trained) personnel.
- The proximity of NASO to the training ranges and carriers provides a great savings in fuel costs over all other alternates.

# Timeline

## Joint Land Use Study

April 25, 2005

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- 08/23/94 City amends Zoning Ordinance to include AICUZ provisions
- 12/19/02 Operational Navigation Instructions (OPNAV) released by Department of Defense
- 02/25/03 City Council Adopts TATAC Recommendations
- 04/2003 OPNAV Instructions Briefing to City Council
- 12/02/03 Virginia Beach Comprehensive Plan Adopted
- 12/09/03 City Council Establishes AICUZ Task Force
- 01/06/04 City Commits to participate on Joint Land Use Study (JLUS)
- 06/04 -  
12/04 JLUS Meetings, Workshops and Open Houses held
- 01/03/05 AICUZ Task Force Public Meeting  
(24 points presented and recommended to City Council)
- 01/04/05 City Council receives briefing- recommendations from AICUZ Task Force
- 01/18/05 City Council Public Hearing on JLUS
- 01/25/05 Eminent Domain in Accident Potential Zones removed from JLUS study
- 02/08/05 Voluntary Purchase of Property in Accident Potential Zones removed from JLUS study
- 01/31/05 Public Town Hall meeting (Advanced Technology Center)
- 02/02/05 Public Town Hall meeting (VB Fire Training Academy)
- 02/10/05 JLUS Regional Policy Committee meeting creates Virginia Beach and U.S. Navy Subcommittee
- 03/10/05 Regional JLUS Policy Committee Meeting agreement on revised timeline through April 7

Timeline

Joint Land Use Study (JLUS)

- 03/15/05 City Council - JLUS Workshop Briefing
- 03/17/05 Public Information Forum – 6:30 p.m. at Advanced Technology Center
- 03/22/05 City Council Public Hearing on JLUS
- 04/05/05 Council provides direction to the JLUS Policy Committee liaisons
- 04/07/05 Regional JLUS Policy Committee meeting  
Provide direction to EDAW to prepare final draft JLUS
- 04/18/05 Receive final draft JLUS from EDAW
- 04/21/05 Regional JLUS Policy Committee meeting  
Vote on JLUS
- 04/26/05 City Council briefing on JLUS
- 05/03/05 City Council Public Hearing on JLUS
- 05/10/05 City Council vote on JLUS
- 05/24/05 Begin city process affecting Comp Plan and AICUZ overlay ordinance