

DCN: 12167

**DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION (BRAC)**

**FINAL DELIBERATIONS**

Friday, August 26, 2005

8:15 a.m.

Morning and Afternoon Sessions

Hyatt Regency Crystal City  
2799 Jefferson Davis Highway  
Arlington, Virginia 22202

**COMMISSIONERS:**

The Honorable Anthony J. Principi, Chairman

The Honorable James H. Bilbray

The Honorable Philip E. Coyle III

Admiral Harold W. Gehman, Jr., USN (Ret.)

The Honorable James V. Hansen

General James T. Hill, USA (Ret.)

General Lloyd W. Newton, USAF (Ret.)

The Honorable Samuel K. Skinner

Brigadier General Sue Ellen Turner, USAF (Ret.)

**CHAIRMAN:**

**THE HONORABLE ANTHONY J. PRINCIPI**

much.

Mr. Cirillo: Mr. Chairman, at this point in time, I would like to bring back section 68, which is Navy 21, which is Willow Grove, which was tabled from the -- during the Navy recommendations, as there is involvement in that recommendation in the Air National Guard.

We'll have to swear in the two analysts -- Mr. Hanna, who was earlier, and Mr. Michael Delaney.

Ms. Sarkar: Thank you, Mr. Chairman.

Gentlemen, please raise your right hand for me.

[Whereupon, the staff witnesses were sworn in.]

Ms. Sarkar: Thank you, Mr. Chairman.

Mr. Cirillo: Mr. Hanna?

Mr. Hanna: Mr. Chairman, we now bring to the floor chapter 2, section 68 of the bill, Navy recommendation 21, close Naval Air Station Willow Grove, Pennsylvania.

This motion -- this portion of the bill closes the Naval Air Station, moves the Naval and Marine Corps air capability assigned there to McGuire Air Force Base, moves the Marine Corps Light-Attack Helicopter Unit from Johnstown, Pennsylvania, to McGuire, disestablishes the Air Guard Unit and the Air Force Reserve Unit stationed there.

Mr. Michael Delaney is the analyst for this motion.

Mr. Delaney: Thank you, Mr. Hanna.

Mr. Chairman and Commissioners, the DOD justified this

closure and realignment by stating it creates new joint opportunities at McGuire Air Force Base and Fort Dix and leverages maintenance and operational efficiencies.

The COBRA data reflects a \$126.3 million one-time cost, \$60.6 million annual savings, and a net present value in 20 years of \$710.5 million savings. The recommendation results in a reduction of 1,232 direct and 698 indirect jobs, for a total of 1,930, and relocates 618 military and 65 civilians. The Department estimated a remediation cost \$12.8 million.

This slide summarizes the key issues that were developed during analysis in this recommendation, and are grouped by their associated selection criteria.

First, while the community raised several issues with this recommendation, none was more strenuously voiced than the deactivation of the Air National Guard 111th Fighter Wing, which was done without consultation with the Governor and adjutant general, as required by law.

Secondly, the realignment of the Air Force Reserve 913th Airlift Wing was not considered in the Air Force evaluation.

Mr. Hanna: Mr. Chairman, we're standing by to answer the Commission's questions on Willow Grove.

Chairman Principi: Thank you.

Admiral Gehman?

Admiral Gehman: Thank you, Mr. Chairman.

Colleagues, this closure of the Joint Reserve Base at Willow Grove is -- anytime we deal with a closure, it gives us great pause -- this closure is part of the total Air Guard laydown. It frees up units, frees up airplanes, moves them around in accordance with our master plan. And, therefore, I -- it's probably the right thing to do.

This has been a Naval Air Station and then a Joint Reserve Base for decades and decades and decades. The people of this community and the functions at Willow Grove have been performed over the years have been remarkable. They've been important to the national defense of the country. The community has been enormously supportive of Willow Grove for decades. It's a fabulous base. And our vote here today in no way should be taken that -- as a signal that there's -- they're doing something wrong or that something's not right. This is a very, very good installation, a very successful experiment in joint basing, and it's -- the only reason why it's on the table is because it's swept up in the larger plan of other bases. I, myself, know what a great contribution the citizens have made, what a great contribution that this base has made over the years, and it -- I regret that it's come to this, but the greater good of the Department and the country requires that we take this action.

Thank you, Mr. Chairman.

Chairman Principi: Thank you, Admiral Gehman. And I certainly associate myself with your comments. This is a painful decision. But I believe that it's the right decision. You know, we did not find substantial deviation from the military-value criteria. However, indeed, as Admiral Gehman said, the people of Willow Grove have served this nation very, very well.

General Newton?

General Newton: Yes, Mr. Chairman. I have an amendment.

Chairman Principi: Please offer your amendment.

General Newton: I move that the Commission find that the Secretary of Defense made recommendation 21, Naval Air Station Joint Reserve Base Willow Grove, Pennsylvania, and Cambria Regional Airport, Johnstown, Pennsylvania, he substantially deviated from the final selection criteria 1, 3, 4, and 5, and the force structure plan, that the Commission strike the language "deactivate the 111th Fighter Wing Air National Guard and relocate assigned A-10 aircraft to the 124th Wing Air National Guard, Boise, Air Terminal -- Air Guard Station, Boise, Idaho, three primary aircraft authorized, the 175th Wing Air National Guard, Martin State Airport, Air Guard Station, Baltimore, Maryland, three primary aircraft authorized, the 127th Wing

Air National Guard, Selfridge, Air National Guard Base, Mount Clement, Minnesota -- I'm sorry -- Michigan, three primary aircraft, and retire six primary aircraft authorized," and that the Commission find this language, as amended, consistent with the final selection criteria and the force-structure plan.

Chairman Principi: Thank you.

Is there a second?

Mr. Coyle: Second.

Chairman Principi: Is there any further discussion?

[No response.]

Chairman Principi: Are there any recusals?

[No response.]

Chairman Principi: All in favor of the amendment?

[A show of nine hands.]

Chairman Principi: All opposed?

[No response.]

Ms. Sarkar: Mr. Chairman, the vote is unanimous. The motion is adopted.

Thank you.

Mr. Cirillo: Thank you.

Mr. Small, you can come back up.

If I suggest, we could put up the 135s?

Chairman Principi: No, we have to have another --

Mr. Cirillo: I'm sorry.

Chairman Principi: Excuse me. We have to have another vote.

I move that the Commission find that the Navy recommendation 21, Naval Air Station Joint Reserve Base Willow Grove, Pennsylvania, and Cambria Regional Airport, Johnstown, Pennsylvania, as amended, is consistent with the final selection criteria and the force-structure plan.

Is there a second?

General Newton: Second.

Chairman Principi: All in favor?

[A show of nine hands.]

Chairman Principi: All opposed?

[No response.]

Ms. Sarkar: Mr. Chairman, the vote is unanimous. The motion is adopted.

Thank you.

Chairman Principi: Thank you.

Mr. Small, you may proceed.

Mr. Cirillo: At this point in time, I think we're going to have to go to the A-10s.

General Newton: Yeah, go to the A-10s.

Mr. Cirillo: What you'll see in the A-10s is both the Reserve and the Air National Guard laydown. And there's a -- on both the right and the left-hand side, for the audience.

General Newton: Mr. Chairman, if I can offer a comment here. As we go through these, I suggest to my colleagues here that we not read all of the language, which will go into the report, it will be into the record, particularly in those places where we have not changed from the Secretary of Defense's recommendation. In those places where we have made a change, we will point that out, we'll have an opportunity to discuss this, and then, sir, you may ask for the vote for the motion at that time.

So, the first one here is Whiteman Air Force Base, which was recommended by DOD to have 24 aircraft. And we did not change that, so it's no change to that recommendation. And then Barksdale Air Force Base, which had 24 aircraft in the Air Force Reserve, we made no changes there, as well. In New Orleans, the Secretary of Defense recommend that their A-10s go to zero, and we -- the recommendation was for us to agree with that.

Admiral Gehman: Mr. Chairman, may I ask a question? Down here.

Chairman Principi: I'm sorry. Admiral Gehman?

Admiral Gehman: May I ask a -- just a procedural question, to be sure?

General Newton, when you say "there is no change," did the -- is there a Secretary of Defense recommendation on the subject of Whiteman or Barksdale? What I'm getting at

is, even if we are agreeing with his recommendation, don't we have to approve it?

General Newton: Yes, that's correct. This is a --

Mr. Cirillo: That would be in section --

General Newton: The Chairman --

Mr. Cirillo: -- that would be in section 91, when you get to it later on.

General Newton: That's correct.

Admiral Gehman: Thank you.

Mr. Cirillo: Within the A-10s, by the way, just for reference in the future, sections 81, sections 85, sections 88, sections 91, and we just --

General Newton: Well, let's just take --

Mr. Cirillo: -- discussed section 68.

General Newton: -- the first one. Give me the section for Missouri -- Whiteman Air Force Base, Missouri.

Mr. Cirillo: That's section 91.

General Newton: It's section 91.

Mr. Cirillo: That's correct.

General Newton: Yes.

Mr. Chairman, I'd like to offer a motion that we accept the Secretary's recommendation, as was presented, for section 81 -- 91, I'm sorry.

Chairman Principi: Section 91.

General Newton: Section 91.

Mr. Bilbray: Second.

Chairman Principi: Is there any discussion?

[No response.]

Chairman Principi: All in favor?

[A show of nine hands.]

Chairman Principi: All opposed?

[No response.]

Ms. Sarkar: Mr. Chairman, the vote is unanimous. The motion is adopted.

Chairman Principi: Thank you.

Mr. Small: Shall we proceed to the next panel, sir?

General Newton: No, just stay right there. We will go -- give me the section for Barksdale.

Mr. Small: It's also section 91, sir.

General Newton: Okay.

Mr. Small: Those three are all in the same section.

General Newton: Okay.

Mr. Small: If we were to --

General Newton: I just want to be sure that we didn't have any discussion on Barksdale, before we move on, just in case we -- if someone misunderstood that.

Okay, fine. Shall -- now we would like -- I'd like to move over to the --

Mr. Cirillo: Air National Guard?

General Newton: -- Air National Guard side.

Mr. Cirillo: And in section 81 is Fort Smith.

General Newton: Okay. That -- now this makes --

Let me give some explanation here, Mr. Chairman. As you will see in -- let's take the first one, Selfridge -- and if you look at these, the numbers on the left side are the military-value scores. DOD recommended 18 aircraft, and we recommended 24 aircraft. The reason we recommended 24 aircraft was because Kellogg, right down the road, will be -- their aircraft will go away. And we think we need it -- more aircraft, then, over at Selfridge. And Selfridge will be losing their F-16s. So, the recommendation from the Secretary was that Selfridge --

Mr. Cirillo: That's actually -- if I --

General Newton: I'm sorry.

Mr. Cirillo: Section 80 -- we can address either one -- this section 81 is Fort Smith. If I can read the recommendation, Selfridge is in section 85.

General Newton: Okay. So, Selfridge went from F-16s to 24 A-10s.

Admiral Gehman: And our action is to increase the number, from the Secretary's recommendation, from 18 to 24.

General Newton: That's correct. And that will help us, then, to offset the number of pilots that are down, and the crews down, at Kellogg, who will be losing aircraft. And you'll see that down at the bottom.

Admiral Gehman: And we are doing that at the highest-rank A-10 base in the Air Guard.

General Newton: That's correct. Just as is indicated there.

Mr. Cirillo: We also -- in that are, incidentally, we did already cover section 68. We already covered that, which was Willow Grove. There's two other sections within the A-10 --

General Newton: So, tell me all of the sections that we have --

Mr. Cirillo: Yes, sir.

General Newton: -- in the Air National Guard with the A-10s.

Mr. Cirillo: Section 81, which is Fort Smith; section 85, we just spoke about, which is Selfridge, Barnes, Martin; section 88, which is Boise --

Mr. Skinner: And 95, too, I think. 95 is Kellogg.

General Newton: Mr. Chairman, Fort Smith was recommended by DOD to lose their aircraft. The staff recommended providing them with 18 A-10s. They're presently flying F-16s. If anyone has any question as I go down this, please let me know.

As you can see, in Idaho there were no changes. In Martin State, in Baltimore, Maryland, no changes. And Willow Grove, we just covered, was closed. Barnes, in

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Evening Session

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Mr. Bilbray: Mr. Chairman, I was wondering when we do the A-10 basis on the Willow Grove, Pennsylvania, that's a very contentious position. I would like to see if we could have a separate vote on that particular item, before we vote on all the items.

Chairman Principi: Well we certainly will. Let me go through these six. And at the very end we can take up the separate vote on that and separate amendments. We will begin with number 85, Bradley International Airport Air Guard Station, Connecticut, Air Force 14. Number 81, Fort Smith, Air Guard Station, Arkansas, Air Force 8. Number 88, Boise Air Terminal, Air Guard Station, Idaho, Air Force 17. 91, NAS New Orleans, Air Force 22. Number 68, Naval Station Willow Grove, Pennsylvania, Navy 21. 95, W.K. Kellogg Airport Air Guard Station, Michigan, Air Force 27. Congressman Bilbray, do you have an amendment, on number 68, or do you just want to vote on that separately?

Mr. Bilbray: I just want to vote on it separately.

Chairman Principi: We will now take up a motion on number 68, Naval Air Station Willow Grove Pennsylvania. Is there any discussion on this motion?

Mr. Bilbray: Just a point Mr. Chairman, this is the one subject to the lawsuit that's going on in the Federal District Court in that area of Pennsylvania. And I think everybody should be aware of that.

Chairman Principi: Is there any further discussion?

Admiral Gehman.

Admiral Gehman: Mr. Chairman, what the motion that - before the Commission that we're going to vote on proposes to do, is to take all of the Air Guard and Reserve airplanes on this Willow Grove Air Station and sweep them into this bucket to be redistributed some other time by - in accordance with the plan. It also establishes at Willow Grove Joint Reserve Base, an enclave - correct me, and I'm trying to - it establishes an enclave, and that enclave will have Army Guard and a new Army Reserve Center which we approved, which we have already approved in another motion, Mr. Hanna, is that correct?

Mr. Hanna: Yes sir, that's correct.

Admiral Gehman: Thank you, thank you very much. And if that's clear to my Commissioners.

Mr. Hanna: As a point of clarification sir, the motion does not disestablish the A-10 organization, it removes the aircraft, and makes them available for other uses by the Governor, as the Governor sees fit.

Mr. Bilbray: I have one other question. Why under the A-10 Bases, A and G does it say closure after it. It's going to be an enclave, but if I could be clear it is not closure. I mean this is wrong?

Mr. Hanna: No sir, it closes - it's somewhat

convoluted in that it is a Naval Air Station administered by the Navy, it's also a Joint Reserve Base on which our marine aviation assets Air Force Reserve organization lift asset, the aircraft have been transferred because of their age, and the Air National Guard the 111th Fighter Wing, A-10 organization, the motion closes the Naval Air Station, moves the Naval Reserve aviation assets to the joint base established at Maguire, Fort Dix, and Lakehurst, the Marine Aviation reserve moves likewise. The Marine Aviation organization located in Johnstown Pennsylvania, falls in on the other two organizations at the joint base in New Jersey.

The Air Force Reserve Wing had its aircraft taken away, that is moved. The A-10s that belong to the 111th are moved and put into this group of airplanes to be redistributed as appropriate. But the organization stays in existence with it's end strength maintained for definition of future missions. Also the enclave, for the Army Reserve to fall in, and consolidate several off post locations onto the formal ground - the grounds of Naval Air Station, Willow Grove.

Mr. Bilbray: Thank you very much.

Chairman Principi: Thank you.

General Newton: Mr. Chairman, I just want to be sure that we have it very clear here, and we've used a couple of

terms that may confuse folks when we speak about these airplanes are in a bucket, what we've really done is exactly in this case, is exactly what the Secretary's recommendation said. We took the airplanes away, and we have reassigned them already to other locations. In that we took that total number of airplanes, which is 78, and we've reassigned them to locations. What we didn't do in our recommendation back to the Department, is we didn't tell them where to take the airplanes from. But we are telling them what numbers to put where and that total number will come out to 78, so the Secretary doesn't just have a bucket of airplanes that are sitting out here, the Secretary, if the President and the Congress passes this, you will distribute these aircraft as we have indicated?

Mr. Hanna: That is a more accurate and complete description sir.

General Newton: Thank you.

Chairman Principi: Secretary Skinner?

Mr. Skinner: I wonder if when you read them, I'm going to read these motion numbers off, and just to make sure that we've got the right numbers at the top that we're voting on. Why don't we do that one first. And then maybe you could read them. I just want to make sure I've got them both, and it looks very well organized. And I want to make sure that I've got the right motion in the book that

we're voting on.

Chairman Principi: Motion 68-4(a).

Mr. Skinner: Thank you.

Chairman Principi: I make a motion to approve the recommendations for the A-10 aircraft. For - excuse me, for number 68 Naval Air Station, Willow Grove, Pennsylvania, DoN 21 as recommended by staff. Is there a second?

Mr. Bilbray: I second.

Chairman Principi: All in favor?

[A show of eight hands].

Chairman Principi: All opposed?

[A show of one hand].

Chairman Principi: I will now move -

Ms. Sarkar: Mr. Chairman, I would like to report the vote.

Chairman Principi: Yes please. I'm sorry.

Ms. Sarkar: The vote was eight in favor, one opposed, no abstentions, the motion is approved.

Chairman Principi: Thank you. Council, I will now move the approval of the staff recommendations for number 85, 81, 88, 91, 95, the remaining A-10 aircraft. Is there a second?

General Newton: Second.

Chairman Principi: Are there any recusals?

[No response].

Mr. Skinner: Mr. Chairman, I want to make sure we do this right again. I hate to be picky like a lawyer. We're on voting on 85-4(a)?

Chairman Principi: That's correct.

Mr. Skinner: 81-4(a).

Chairman Principi: That's correct.

Mr. Skinner: 88-4(a).

Chairman Principi: That's correct.

Mr. Skinner: 91-4(a).

Chairman Principi: Correct.

Mr. Skinner: We've already voted on 68-4(a).

Chairman Principi: That's correct.

Mr. Skinner: And we're voting on 95-4(a).

Chairman Principi: That is correct. Basically all of the motions in Tab 2, with the exception of Willow Grove.

Mr. Skinner: Thank you.

Chairman Principi: All in favor?

[A show of nine hands].

Chairman Principi: All opposed?

[No response].

Ms. Sarkar: Mr. Chairman, the vote is unanimous, the motion is approved.

Chairman Principi: Thank you. Commissioners, we have before us three motions, which implement the laydown the

board now. 106 Mansfield Lahm Municipal Airport Air Guard Station, Ohio, AF 39. 117, General Mitchell International Airport, Air Reserve Station, Wisconsin, AF-52. 101, Niagara Falls Air Reserve Station, New York, AF-33. I ask that that be voted on separately, as I have an amendment. 68, NAS Willow Grove ARB Pennsylvania, and N-21. General Mitchell, Air Reserve Station, Wisconsin, AF-52. 86, New Castle County Airport Air Guard Station, Delaware, AF-15. 92, Andrews Air Force Base, Maryland, AF-23. 88, Boise Air Terminal Air Guard Station, Idaho, AF-17.

Mr. Small: Sir, could I make a comment at this place on the Boise Guard, the C-130's at Boise, there's been a discussion that has rattled around informally and basically not accurate that the 130s at Boise were for fire fighting, or should be therefore fire fighting. I think it's reasonably important that the Air Guard does provide that service. They have four units specially trained and do have airplanes. There is a kit that provides the fire bombing or water bombing capability, those kits are not in Boise. They're distributed by another agency, the Guard just provides the ability to deliver. I just wanted to make that comment, there is no direct connect to fire fighting and the Boise Air National Guard C-130s, the connection you hear, is that the Forest Service runs the interagency fire center in Boise for the Western Region.

homeland defense, because that played the biggest role. The requirement and responsibilities that many of our states have, and along with the Department of Defense as well as other agencies. So we really used the criteria, that drove us then to have the results which you see in front of you. Thank you.

Mr. Flinn: May I expand on that?

Chairman Principi: Yes.

Mr. Flinn: I just want to by way of summary, the total of C-130 recommendations, BRAC recommendations addressed, involved 21 different installations and approximately 156 aircraft. And it also - the C-130 E, and C-130 J issues that played into this, so it was a very complicated situation.

Chairman Principi: Thank you, very much.

Mr. Bilbray: Mr. Chairman, Section 99, is going to be voted on separately, is that correct? That's the Reno-Tahoe airport, because I must recuse myself?

Chairman Principi: Yes, we'll vote on that one separately.

Mr. Skinner: And Mr. Chairman, we did Willow Grove earlier separately, maybe we ought to do that separately again.

Chairman Principi: We've already voted on that. We already did 68. What I will do now is I will call for a

vote on Number 99, that is motion. What's the motion number?

Mr. Bilbray: To approve?

Chairman Principi: To approve, correct. Which one Admiral?

Admiral Gehman: 99.

Chairman Principi: 99, Reno Tahoe International Airport, AF-31 is there a second?

Mr. Coyle: Second.

Chairman Principi: All in favor?

[A show of eight hands].

Chairman Principi: All opposed?

[No response].

Chairman Principi: I believe we have one recusal.

Ms. Sarkar: That is correct Mr. Chairman, the vote is eight in favor, none opposed, one recusal. The motion is approved.

Chairman Principi: I will now move the approval of the following motions. 106-4(a) Mansfield-Lahm, 117-4(a) General Mitchell, 68-4(a) no. I pulled 68-4(a) we voted on that.

Mr. Bilbray: No we did not. We didn't vote on that.

Chairman Principi: 101, where's 101?

Mr. Flinn: We voted on 101, with the KC-135, you've already voted on?





October 2005 Vol. 88, No. 10

**Pentagon, Congress, states, and governors struggle to set the right course for the Air National Guard.**

## Total Force Turbulence

By Rebecca Grant

"A fiasco," fumed retired ANG Brig. Gen. Stephen M. Koper, head of the National Guard Association of the United States, in an interview with Hearst Newspapers.

"Shocking," complained Nebraska Air National Guard Maj. Gen. Roger P. Lempke, president of the Adjutants General Association of the United States.

"Incensed," huffed Rep. Curt Weldon (R-Pa.), describing his reaction to recent events.

"We're not happy," said retired Adm. Harold W. Gehman Jr., a member of the Pentagon's 2005 base closure commission, to the St. Louis Post-Dispatch.

Each of these criticisms—and many more—was in recent months directed at Air Force leadership. What brought the service under such withering fire was a collection of Air Force proposals that would reduce, reshape, and relocate significant parts of the 108,000-strong Air National Guard.

Rarely, if ever, had such broad condemnation come down on the corporate Air Force for its dealings with reserve components—the Air National Guard and Air Force Reserve. As the strong language made all too plain, serious rifts had been opened up between the Air Force and the Guard over ANG's future.

Over the past year, several powerful political factors converged to create divisions:

- **The QDR.** Throughout 2005, the Congressionally mandated Quadrennial Defense Review, a top-to-bottom Pentagon assessment of US military forces and policies, generated pressure on the Air Force to cut its overall fighter force structure. Fighters are a significant part of ANG, and the Air Force marked the Guard's fighter force structure for painful reductions that ANG supporters resisted.
- **Future Total Force.** The FTF concept, which generated little stir when unveiled in 1997, began to put the Air Guard in a bind. It pushed ANG to turn away from traditional fighter and mobility tasks and toward "emerging" missions such as unmanned aerial systems (UASes), cyberwar, intelligence, and space operations. FTF plans called for creating "blended" units (active and Guard or Reserve combined), which sparked serious questions about state control over ANG units.
- **BRAC.** In May, DOD presented a long-awaited—and much-dreaded—base realignment and closure hit list. It contained USAF plans to pull aircraft from 30 ANG units to reduce the size and

cost of infrastructure. It became clear that some Guardsmen would have to move or leave ANG altogether. From Massachusetts to Nevada, governors reacted with shock and anger. Illinois resisted plans to move its fighters to Indiana. Connecticut threatened to sue the Air Force if it tried to move that state's A-10s.

By fall the BRAC debate was settling, but it was clear that it would take a while to heal the internal divisions and put the Air Guard back on a stable path.

Few had foreseen this storm. Last year, the Air Force was anticipating unique transformation opportunities, not intramural warfare. Lt. Gen. Duncan J. McNabb, then USAF's director of plans, told Congress in early 2004 that the Air Force over the next two years would have a "rare chance" to "reshape and transform" itself into a new "Total Force."

Instead, the Air Force ran into unprecedented resistance in 2005. It became a boiling fight that began to cloud the fate of the Future Total Force, generate new pressures on the Air Force budget, and undermine USAF's plans for transformation.

It also loosened the hard-won bonds between all airmen, be they active or Guard. According to ANG Maj. Gen. Kenneth R. Clark of New Hampshire, the confrontation led some Guardsmen to think that "you maybe don't have the partnership you thought."

Clark's comments, made at a Heritage Foundation event in June, were unusual because his state, far from losing out, was set to gain KC-135s from California ANG units. His words underscored the fact that the central issue was how much say the states would have in the Guard's future roles, missions, and force structure decisions.

## **Two Basic Questions**

The controversy created two lingering questions: Who will shape the future role and structure of the Air Guard? How will the states and the Air Force balance competing desires and new missions?

The Air National Guard has a degree of independence from Washington, which it derives from the language of Title 32 of the United States Code. The bulk of the language was drafted in the 1950s and sets down the organization, responsibilities, and chain of command of the National Guard, both Army and Air Force.

Title 32 reflects a different era. Much of its language emphasizes the need to prevent Guard units from falling behind in war readiness or depleting their manpower. Clearly, those phrases were written long before the Air Guard became a full partner in what is now a highly sophisticated, all-volunteer active force engaged in global and homeland missions.

Various Title 32 amendments have altered the status of the Air National Guard. However, it has been quite a while since this uniquely American institution has had a major makeover. Earlier rounds of base closures as well as post-Cold War force structure cuts zeroed in on the active Air Force and had a much smaller impact on the Air Guard.

The aircraft inventory of the Air Guard, for example, held steady at about 1,500 from after the Korean War through the mid-1990s. In the mid-1990s, ANG shed a net of about 300 mostly outdated aircraft, after which the force once again held steady at a new level of about 1,200 aircraft.

The physical size of the Air National Guard may have remained virtually unchanged, but the quality of the partnership between it and the active Air Force certainly did not. That relationship improved dramatically. USAF opened the door for more Guard involvement and got a positive response. Guard units gave up the “flying club” mentality and, in return, received modern equipment from USAF.

Soon enough, ANG was playing an integral role in all facets of air operations. By the time of the 1991 Gulf War, the Air Force depended on the Guard for specialized missions, such as RF-4 aerial reconnaissance, and large chunks of air mobility and air refueling missions.

Problems caused by deep, post-Cold War cuts to the active duty force pushed the active Air Force and ANG together even more tightly. The Air National Guard and Air Force Reserve became the repositories of 65 percent of the Total Force’s tactical airlift, 60 percent of its air refueling capability, 35 percent of its strategic airlift, and 33 percent of its fighter-attack capability.

During the post-Sept. 11, 2001, Global War on Terror, the interdependence of Guard and active forces grew again. Commanders in the field proudly noted that they saw no difference in active and Guard performance. For example, Marine Corps forward air controllers near Baghdad called for close air support during an April 9, 2003, firefight. They didn’t want bombs; they wanted strafing. Michigan ANG’s Maj. Scott Cuel, an A-10 pilot, received the call and put 600 precise rounds into the Iraqi target.

Pride in the Guard’s operational excellence is one of the reasons that proposals to move airplanes—such as Michigan A-10s—are so politically contentious.

### **Who’s In Charge?**

The legal issue is as follows: Section 104 of Title 32 states that “the President may designate” the types of units that go to each state or territory. However, it says, “No change in the branch, organization, or allotment of a unit located entirely within a state may be made without the approval of its governor.”

Several governors have cited the law in support of their claim that they, and not the federal government, have power over state ANG units. The Justice Department issued a ruling contrary to that claim—but to little effect. By late August, Connecticut, Illinois, Pennsylvania, and Tennessee had filed lawsuits to block the Pentagon plan, and several other states were considering similar legal actions.

From there, the issue gets even murkier. The state governor has full authority “in time of peace” over many types of missions for Guard forces. C-130s ferrying rescue personnel and supplies to flood-ravaged areas work directly for the state governor, an official who can summon them on short notice. However, if the same C-130s are called for federal missions, such as combat in Iraq, the governor is not in the chain of command.

Money, as always, is an issue. States fund the salaries of most Guardsmen unless they are put on federal duty. Equipment—such as a fighter aircraft—is purchased with federal money, as is ammo, trucks, military construction supplies, and the like.

State contributions and the part-time status of most Guardsmen make the Air Guard a good economic deal for the nation, but many costs are borne by the federal government.

Also at issue is the relationship between the Air National Guard and the communities that create it. No one wants to weaken the militia concept that has been part of American life since colonial times.

Guardsmen are community members. Recruiting new members depends heavily on word of mouth and the appeal of serving with friends, neighbors, and even family members. The Guard can keep costs low by drawing in part-timers, and that means staying close to the community and local employers. Some may be willing to commute to units somewhat distant from their hometowns, but many others probably will not.

More fundamentally, state authorities have fought to keep control of Air Guard assets because they've learned to love what they do. "We'll have to call Massachusetts and ask them to do flyovers for Memorial Day," said the Connecticut adjutant general, Brig. Gen. Thad Martin, in remarks reported by the Hartford Courant.

Flyovers are the least of it. West Virginia's adjutant general, Maj. Gen. Allen E. Tackett, called the state's C-130s "the most valuable resource that we have" because they have provided an essential element in the safety and care of citizens in that flood-prone state.

Another issue weighing in the balance is unit pride. Many Air Guard units have turned in exceptional service in Afghanistan and Iraq, and moves to transfer their equipment to other states would break up the team. Rep. Joe Schwarz (R-Mich.), for instance, noted the combat record of the A-10 units from Battle Creek, Mich. "This unit will have its iron shipped to another base, but its people are gone forever," he said in a July 20 hearing. This will "eviscerate" the Air Guard in Michigan.

### **Got To Have Airplanes**

State authorities also are concerned about the consequences of shifting the Air Guard to new missions of the type that don't include aircraft sitting on the ramp. It's a cultural issue. They believe that the loss or diminution of the basic flying mission will make ANG duty inherently less desirable and lead to personnel losses and shortages.

The chief of the federal National Guard Bureau, Lt. Gen. H. Steven Blum, echoed this view. "If you take the flying unit out of the National Guard, you've taken the Air out of the ... Air National Guard," he said. "Pretty soon, you don't have an Air National Guard."

Blum added, "I am personally committed to stationing a flying unit in every state and territory, bar none."

Tactical fighters lay at the heart of the months-long war of words between the active Air Force and the Air Guard. The active force lost nearly half of its 37.5 tactical fighter wings during the early 1990s. As a result, the active Air Force now accounts for 64 percent of Total Force fighter aircrews, while the Guard provides about 30 percent. The Air Force Reserve supplies six percent.

Worse, plans called for the total Air Force to shed another big chunk of fighter force structure—the equivalent of a fighter wing each year for five years, or a cut of about 25 percent. The question all year was: Which component will give blood? Air Force senior leaders said it should be the Air Guard.

They noted that, throughout the 1990s, advanced precision guided weapons increased manyfold the combat capability of each fighter. Today's fighter force is much smaller than it was in 1991, during Desert Storm, but it can strike a far larger number of aim points.

Moreover, stealth and other improvements embodied in the F/A-22 and F-35 fighters would cut the Air

Force's future losses to enemy air defenses. The Air Force, as a result, decided that it no longer needed to maintain a large reserve force of legacy aircraft to replace aircraft and crews lost in battle.

The upshot was that fewer fighters are needed for the mission. Today's force of about 2,500 tactical warplanes (active, Guard, and Reserve) could well shrink to as few as 1,700 in the next decade. Older F-16s and F-15s would retire, leaving behind a lean force of F/A-22s, F-35s, and some later-model F-15E and other legacy fighters.

Top USAF officials argued that the Air Force could not impose these new reductions on the active fighter units and still preserve a semblance of Total Force balance.

### **Fork in the Road**

The Guard thus faced diverging paths. On the one hand, it could hold onto every fighter squadron that it has now, but, as a result of wear and tear and other factors, wind up with fewer and fewer fighters to spread across those squadrons as time went on. (USAF projects that, in a little more than a decade, an average ANG fighter squadron would have a mere six aircraft.) On the other hand, the Guard could close down units, roll up flags, and consolidate its remaining fighters into a relative handful of squadrons big enough to be stable and efficient.

The Air Force decided to take the second route, but the Air Guard resisted. Therein hung the biggest issue. Fighter numbers had to be reduced; the only real questions were when and where.

The new streamlining moves promised to bring the Air Guard into line with the active component's reorganization, begun more than a decade ago.

"We took down [active] flags to keep the numbers of aircraft up in [active] squadrons," said USAF Lt. Gen. Stephen Wood, director of plans on the Air Staff. "In the Air National Guard and in the Air Force Reserve, we kept the same number of flags—squadrons across states and [territories]—but lowered the [per-unit] number of aircraft" as systems slowly aged out.

This time, senior USAF leaders believed the Guard should follow the active force's lead. There was to be no loss of actual ANG personnel spaces. Vanished flying squadrons would be replaced by units responsible for other types of missions.

As many viewed it, moving on from fighters to other, newer missions was a natural result of the maturation of air and space power. BRAC may have been a forcing factor, but it was the Future Total Force initiative that called for the Air Guard to follow the active duty Air Force into the new missions such as UASes, space, and cyber-warfare.

Reorganization was part of that plan, but it proved to be highly controversial. Critics worried that the FTF plans for new missions and blended units would undercut state prerogatives and dilute the unique esprit de corps that characterized long-standing, local-based air units.

Already, however, FTF has had some successes. USAF's goal was to station more active and reserve component members together to keep units robust and to take advantage of Guard experience. The 116th Air Control Wing, Robins AFB, Ga., flies the E-8 Joint STARS battle management aircraft. It has been working under the FTF concept since 2002. At Creech AFB, Nev., Predator UAS squadrons draw on active, Guard, and Reserve members.

The Guard and Reserve forces have the kind of experienced personnel that become high-value assets needed for the active components to meet their force requirements.

Brig. Gen. Charles V. Ickes II, deputy director, Air National Guard, noted the power provided by ANG experience. "The vast majority of our maintainers are a little older and a little more experienced," he said. "They will more rapidly [give] experience [to] the young active duty folks. ... That's the same for our aircrew members."

Despite FTF's positive features, trust and consensus were required to make the project work. Those elements were seriously damaged by the BRAC and QDR imbroglios.

### **National Guard Bureau**

A key player in this drama was the National Guard Bureau, headquartered in Washington, D.C. This bureau encompasses both the Army Guard and Air Guard and is headed by Blum, who is a Title 10, federal active duty military officer.

Managing the Guard requires cooperation between the states, Air Force, and Guard Bureau. The process calls for the Air Force to lay out future requirements, which then go to the Air Guard office within the National Guard Bureau, which then determines a new mission set apportioned to states and various Guard units. According to Wood, the Air Force already had identified more than 100 of these "emerging mission" opportunities, some that would be core missions of 21st century operations.

Blum pointed out that, when it comes to planning future missions, his Guard Bureau is "stuck in the middle" between USAF and the 54 adjutants general of the states and territories. He added, "I act as the channel of communication" between these elements.

Blum made it clear that his NGB was "totally involved" in the development of future missions sets and in preparations for the 2005 Quadrennial Defense Review. He also emphasized that USAF's leaders had pledged to look after ANG's interests no less than those of the active force.

He told reporters earlier in the year: "I have been assured by the Secretary of the Air Force and the Chief of Staff of the Air Force ... that the Air Force will not exclude the Air National Guard from any mission set, nor will we be denied the opportunity to fly and operate any equipment that will be developed and fielded in the Air Force."

Blum also went on record with favorable comments on FTF. "We in the National Guard Bureau ... are in there every day involved in Future Total Force," he said in a July 20 appearance before the House Armed Services Committee. "Twelve adjutants general are making recommendations [as state representatives] ... on Future Total Force and the way ahead."

### **"It's Not His Lane"**

However, Blum contended that the armed services should not cross into sensitive territory by trying to shape Guard missions in anything more than a general way. The NGB chief had a firm response when asked whether he thought the Chief of Staff of the Air Force had the power to dictate missions for specific units.

“It’s not his authority,” declared Blum. “It’s not his responsibility. It’s not his lane. It’s mine.”

When force structure has been placed in the Guard, he said, it is up to the Guard to decide what to do with it. He added, “I have made that very clear.”

Blum reported that disagreement over this matter had become a sore point with the Air Guard. “I don’t have that issue with the Army,” he said. “It is only the Air Force. ... They are starting to discover that the Air National Guard is part of the National Guard. They have viewed it as part of the federal reserve of the Air Force for many years.”

With those remarks as a prologue, Blum’s declared intent to keep a flying unit in every state began to stand out as a marker—and a possible future source of contention.

Blum went on to say that, from his perspective, the airframes themselves were not the most important considerations. “The flying unit brings with it all of the complementary pieces—engineers, base facility operations, security, communications, command and control, fire fighting, medical facilities, logistics facilities,” he said. “The airplane is the least important part for the governor of the state. What is important for the governor of the state is the presence of all of those enablers, all of those combat support specialties that are necessary to sustain and generate that air unit.” They would be critical to state missions, homeland security operations, or federal operations.

Complicating everything was the resurgent role of the Air Guard in homeland security missions. Guard air defense fighters were the ones that responded first on 9/11. Now they fly about 90 percent of the air sovereignty missions. They are backed by air refueling units and mobility forces that are critical to emergency response plans of all types.

“We truly do guard America’s skies,” said Lt. Gen. Daniel James III, head of the Air Guard.

The emergence of this prominent new homeland mission made the governors even more reluctant to surrender any of their Guard capabilities. ANG C-130 transports and other force elements, it should be noted, have been key components in exercises for statewide emergency response.

State governors do have the authority to organize and maintain defense forces, and they hold full rights to use those forces within their state borders “in time of peace,” as Title 32 put it. However, efficient homeland missions could require the nation to take another look at how to adapt traditional state militia concepts to 21st century needs.

Some argued that ANG responses should be organized not by state but by region (as is the case with the Federal Emergency Management Agency). Biological weapon attacks and other nightmare scenarios almost inevitably would demand a rapid, regional, federally organized response that would tap into ANG and active units from multiple locations.

### **National or State Missions?**

Proponents of change made the case that new threats do not always respect state borders. ANG’s air sovereignty fighters are performing a national mission, not a state mission, they note, adding that the Guard of tomorrow may be more a resource for one nation than for 54 states and territories.

“Some states are dramatically larger in size than others,” said Rep. Victor F. Snyder (D-Ark.), a member

of the House Armed Services Committee. "Some states are quite tiny. We have places where we have bases right on a border. ... Certainly, members can join an Air Guard unit and drive from Oklahoma to Fort Smith [in Arkansas] to work with the F-16s."

Snyder added, "It's still not clear to me why [Guard units] have to be sprinkled in every state and territory."

While some Guard backers cited the letter of the law to oppose change, proponents of the Future Total Force concept said they wished to uphold both the letter and spirit of Title 32, which they believe endorses evenhandedness between the components "so far as practicable."

Future Total Force concepts appeared to be the main avenue for including the Air Guard in new missions. However, even those units that are open to taking on such missions expressed some concerns about the period of transition. "I can't ask these guys to take a leap of faith," said Blum. "You can't have a unit sitting home, waiting for two, three, seven years, for that new platform to arrive."

Guard officials called for devising some form of "bridge" to get the Guard units past this period. One possibility would be to smooth the way to the future with small new purchases of F-15s and F-16s for some Guard units. "All 54 adjutants general realize that we need to modernize and we need to move ahead," said Lempke, the head of the adjutant generals' group. "The issue is the bridge."

The corporate Air Force has little room to maneuver. USAF already faces major cuts to the F/A-22 and F-35, both vital modernization programs. Given that there is no money to spare, such bridge purchases of legacy aircraft would only compound the problem.

What's more, said USAF officers, the Guard will be moving into new equipment, as the active force will. Plans called for shifting the Virginia ANG's F-16 unit from Richmond to nearby Langley Air Force Base so that it and the 1st Fighter Wing could train pilots and maintainers to operate the F/A-22.

In North Dakota, unmanned aerial systems operations are slated to become a major mission. KC-135s from Grand Forks will move, Fargo F-16s will retire, and Grand Forks will get "a family" of UASes, including Predators and the high-altitude Global Hawks. Predator and Global Hawk conduct split operations. The air vehicles and small launch and recovery contingents deploy overseas, while pilots, sensor operators, and analysts work from a Stateside base via satellite link.

Wood described UAS operations as a "perfect fit for our citizen airmen" not least because the mission calls for about 90 percent of personnel to remain Stateside.

Concrete evidence from domestic and overseas operations suggested to many that the new organizations and missions could give a big boost to the Air Guard. However, it will take committed partnership between the states, the National Guard Bureau, and Air Force headquarters. The lesson of 2005 is that the partnership cannot be taken for granted.

There is disagreement on the depth of Air Force-Air Guard estrangement. Anthony J. Principi, chairman of the BRAC panel, noted at a late August hearing that he saw "a chasm" between the two military organizations. USAF Chief of Staff Gen. John P. Jumper, who was at the hearing, shot back, "We don't consider disagreements out there with a few adjutants general in the states to be a rift between the Air Force and the National Guard."

Virtually everyone agreed it was time for a bit more cooperation. As Wood summed up, "It's a hard

process, ... and we need to do it right and so we need to do it together.”

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*Rebecca Grant is a contributing editor of Air Force Magazine. She is president of IRIS Independent Research in Washington, D.C., and has worked for Rand, the Secretary of the Air Force, and the Chief of Staff of the Air Force. Grant is a fellow of the Eaker Institute for Aerospace Concepts, the public policy and research arm of the Air Force Association's Aerospace Education Foundation. Her most recent article, "The Clash of the UAV Tribes," appeared in the September issue.*

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## **NAVAL AIR STATION JOINT RESERVE BASE WILLOW GROVE, PA, AND CAMBRIA REGIONAL AIRPORT, JOHNSTOWN, PA**

**RECOMMENDATION # 68 (DON 21)**

**ONE-TIME COST: \$239.5 M**

**ANNUAL RECURRING COSTS/(SAVINGS): (\$73.9 M)**

**20-YEAR NET PRESENT VALUE: (\$757.8 M)**

**PAYBACK PERIOD: 2 YEARS**

### **SECRETARY OF DEFENSE RECOMMENDATION**

Close Naval Air Station Joint Reserve Base Willow Grove, PA. Relocate all Navy and Marine Corps squadrons, their aircraft and necessary personnel, equipment and support to McGuire Air Force Base, Cookstown, NJ. Relocate the minimum amount of manpower and equipment to support intermediate maintenance workload and capacity for Tire and Wheel, nondestruction inspections, and Aviation Life Support System equipment to McGuire Air Force Base. Relocate intermediate maintenance workload and capacity for Aircraft Components, Aircraft Engines, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center East, Marine Corps Air Station Cherry Point, NC. Deactivate the 111th Fighter Wing (Air National Guard) and relocate assigned A-10 aircraft to the 124th Wing (Air National Guard), Boise Air Terminal Air Guard Station, Boise, ID (three primary aircraft authorized); 175th Wing (Air National Guard), Martin State Airport Air Guard Station, Baltimore, MD, (three primary aircraft authorized); 127th Wing (Air National Guard), Selfridge Air National Guard Base, Mount Clemens, MI (three primary aircraft authorized) and retired (six primary aircraft authorized). Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL. Relocate Co A/228<sup>th</sup> Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix. Establish an enclave for the Army Reserve units remaining on or relocating to Willow Grove and the Air National Guard 270th Engineering Installation Squadron. Realign Cambria Regional Airport, Johnstown, PA, by relocating Marine Light Attack Helicopter Squadron 775 Detachment A, to include all required personnel, equipment, and support, to McGuire Air Force Base.

### **SECRETARY OF DEFENSE JUSTIFICATION**

This recommendation will reduce excess capacity while creating new joint opportunities in the McGuire Air Force Base/Fort Dix/Naval Aviation Engineering Station Lakehurst military concentration area. This recommendation leverages maintenance and operational efficiencies within Marine Corps Reserve Aviation and maintains reserve forces in areas with favorable demographics. Inclusion of the realignment of Cambria Regional Airport in this recommendation allows the assets currently housed there to be collocated with their headquarters at McGuire Air Force Base. The major intermediate maintenance functions are consolidated into a Fleet Readiness Center, which reduces the number of maintenance levels and streamlines the way maintenance is accomplished with associated significant cost reductions.

This recommendation enables Air Force Future Total Force transformation by consolidating the A-10 fleet at installations of higher military value, and contributes to Army's establishment of the Northeast Army Reserve Regional Readiness Command.

The USAF KC-135E model aircraft (16 primary aircraft authorized) at McGuire Air Force Base, NJ, retire. The capacity created by the Air Force force structure retirement of KC-135Es (16 primary aircraft authorized) from McGuire Air Force Base enables the execution of this recommendation.

### **COMMUNITY CONCERNS**

The Willow Grove community argued the recommendation to close Willow Grove Naval Air Station Joint Reserve Base (NAS JRB), the associated deactivation of the 111th Fighter Wing (Pennsylvania Air National Guard), and the removal of the 913th Airlift Wing (AFRES) substantially deviated from the established final selection criteria and was based on flawed analyses. The substantial deviations cited by the community include: erroneous assumptions and lack of analysis in assessing jointness, substantial miscalculations in the assessment of the availability of land, facilities, and associated airspaces, lack of consideration of the base's strategic location with respect to homeland defense and homeland security, substantial deviations and inconsistencies in the evaluation process; improper deactivation of an Air National Guard Wing; inadequate consideration of demographics, manpower, and skill-set losses; and inadequate consideration of future mission capabilities. Numerous formatted letters and petitions have been received citing the installation as a model of joint use base facilities whose strengths include: working joint

operations, including all services except the Coast Guard, critical strategic location near Northeast Corridor major metropolitan and port areas, vital part of homeland defense and security for the East Coast, huge economic impact to their local region, an 8,000 foot runway, modern Digital Radar Air Control System—one of only four in the US—available for emergency preparedness and operations, and strong community support. Advocates repeatedly raised the question: “Why close a joint base in light of the stated DoD objective of moving to jointness?” The announced loss of jobs will have a negative economic impact on the area.

## **COMMISSION FINDINGS**

The Commission found that the majority of community concerns as they pertained to the 111<sup>th</sup> Fighter Wing (Air National Guard) had merit. Moreover, the Commission notes that the 913<sup>th</sup> Airlift Wing (AFRES) was not included in the recommendation by the Department. As best could be determined, the Navy had forwarded their proposal to Air Force for their review, and the Air Force recommended action addressed only the Air National Guard unit. The Commission also found, however, that the Navy recommendation to close NAS/JRB Willow Grove was analytically sound for the Navy and Marine Corps Reserve assets assigned there and at Cambria. The movement and consolidation at the new Joint Base located at McGuire/Fort Dix/Lakehurst makes efficient use of a larger joint military establishment while ameliorating many of the demographic effects of moving reserve units. The Commission therefore determined that the majority of NAS/JRB Willow Grove could be closed, while also retaining an enclave for the 111<sup>th</sup> Fighter Wing and the 913<sup>th</sup> Airlift Wing. The Commission encourages the Department of Defense to not retire service--capable A-10 aircraft. The Commission notes the quality and contributions of the 111<sup>th</sup> Fighter Wing and encourages the Department of Defense to consider identifying A-10 aircraft to form an A-10 wing or detachment using the 111<sup>th</sup> Fighter Wing of the Air National Guard located at Willow Grove, PA.

## **COMMISSION RECOMMENDATIONS**

The Commission found that the Secretary of Defense deviated substantially from final selection criteria 1, as well as from the Force Structure Plan. Therefore, the Commission recommends the following: Close Naval Air Station Joint Reserve Base Willow Grove, PA. Relocate all Navy and Marine Corps squadrons, their aircraft and necessary personnel, equipment and support to McGuire Air Force Base, Cookstown, NJ. Relocate the minimum amount of manpower and equipment to support intermediate maintenance workload and capacity for Tire and Wheel, nondestruction inspections, and Aviation Life Support System equipment to McGuire Air Force Base. Relocate intermediate maintenance workload and capacity for Aircraft Components, Aircraft Engines, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center East, Marine Corps Air Station Cherry Point, NC. Distribute the 15 A-10 aircraft assigned to the 111<sup>th</sup> Fighter Wing (ANG), the 15 A-10 aircraft assigned to the 124<sup>th</sup> Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho, the 15 A-10 aircraft assigned to the 175<sup>th</sup> Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland, and the 15 F-16 aircraft assigned to the 127<sup>th</sup> Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan, to meet the Primary Aircraft Authorizations (PAA) requirements established by the Base Closure and Realignment recommendations of the Secretary of Defense, as amended by the Defense Base Closure and Realignment Commission.

Establish 18 PAA A-10 aircraft at the 124<sup>th</sup> Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho.

Establish 18 PAA A-10 aircraft at the 175<sup>th</sup> Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland.

Establish 24 PAA A-10 aircraft at the 127<sup>th</sup> Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan.

If the Commonwealth of Pennsylvania decides to change the organization, composition and location of the 111<sup>th</sup> Fighter Wing (ANG) to integrate the unit into the Future Total Force, all personnel allotted to the 111<sup>th</sup> Fighter Wing (ANG), including the unit's Expeditionary Combat Support (ECS) elements, will remain in place and assume a mission relevant to the security interests of the Commonwealth of Pennsylvania and consistent with the integration of the unit into the Future Total Force, including but not limited to air mobility, C4ISR, Information Operations, engineering, flight training or unmanned aerial vehicles. Where appropriate, unit personnel will be retrained in skills relevant to the emerging mission.

This recommendation does not effect a change to the authorized end-strength of the Pennsylvania Air National Guard. The distribution of aircraft currently assigned to the 111th Fighter Wing (ANG) is based upon a resource-constrained determination by the Department of Defense that the aircraft concerned will better support national security requirements in other locations and is not conditioned upon the agreement of the commonwealth. Relocate Co A/228th Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix. Establish a contiguous enclave for the 111th Fighter Wing (ANG) and the 270th Engineering Installation Squadron (ANG) sufficient to support operations of those units, including flight operations, and compatible with joint use of the former Naval Air Station as a civilian airport. The Army Reserve units not relocated from Willow Grove by this recommendation, as amended, and those relocated to Willow Grove by other recommendations, as amended, will be incorporated into the Armed Forces Reserve Center established by Army Recommendation 82. The property retained under Federal title to construct the AFRC shall be limited to the absolute minimum essential to construct that facility, shall be encompassed within the enclave established by the 111th Fighter Wing (ANG) and the 270th Engineering Installation Squadron (ANG), and shall be sited to minimize interference with the Air Guard enclave and joint civilian use of the former Naval Air Station as a civilian airport. The Commission defines the authority granted to the Army by the words "retain essential facilities to support activities of the Reserve Components" where they appear in Army Recommendation 82, to be limited to the property necessary to construct AFRC itself. Should the Secretary of the Army determine that access to more property would be beneficial; a joint use agreement should be executed to obtain a tenancy from the Commonwealth of Pennsylvania.

Realign Cambria Regional Airport, Johnstown, PA, by relocating Marine Light Attack Helicopter Squadron Detachment A, to include all required personnel, equipment, and support, to McGuire Air Force Base. The Commission found that this change and the recommendation as amended are consistent with the final selection criteria and the Force Structure Plan. The full text of this and all Commission recommendations can be found in Appendix Q.

#### NOTES from Appendix Q:

<sup>79</sup> By Motion 68-4A, the Commission struck the language "Deactivate the 111th Fighter Wing (Air National Guard) and relocate assigned A-10 aircraft to the 124th Wing (Air National Guard), Boise Air Terminal Air Guard Station, Boise, ID (three primary aircraft authorized); 175th Wing (Air National Guard), Martin State Airport Air Guard Station, Baltimore, MD, (three primary aircraft authorized); 127th Wing (Air National Guard), Selfridge Air National Guard Base, Mount Clemens, MI (three primary aircraft authorized) and retired (six primary aircraft authorized)." and inserted in its place "Distribute the 15 A-10 aircraft assigned to the 111th Fighter Wing (ANG), the 15 A-10 aircraft assigned to the 124th Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho, the 15 A-10 aircraft assigned to the 175th Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland, and the 15 F-16 aircraft assigned to the 127th Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan, to meet the Primary Aircraft Authorizations (PAA) requirements established by the Base Closure and Realignment recommendations of the Secretary of Defense, as amended by the Defense Base Closure and Realignment Commission.

- o Establish 18 PAA A-10 aircraft at the 124th Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho
- o Establish 18 PAA A-10 aircraft at the 175th Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland,
- o Establish 24 PAA A-10 aircraft at the 127th Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan.

If the Commonwealth of Pennsylvania decides to change the organization, composition and location of the 111th Fighter Wing (ANG) to integrate the unit into the Future Total Force, all personnel allotted to the 111th Fighter Wing (ANG), including the unit's Expeditionary Combat Support (ECS) elements, will remain in place and assume a mission relevant to the security interests of the Commonwealth of Pennsylvania and consistent with the integration of the unit into the Future Total Force, including but not limited to air mobility, C4ISR, Information Operations, engineering, flight training or unmanned aerial vehicles. Where appropriate, unit personnel will be retrained in skills relevant to the emerging mission. This recommendation does not effect a change to the authorized end-strength of the Pennsylvania Air National Guard. The distribution of aircraft currently assigned to the 111th Fighter Wing (ANG) is based upon a resource-constrained determination by the Department of Defense that the aircraft concerned will better support national security requirements in other locations and is not conditioned upon the agreement of the commonwealth."

<sup>80</sup> As a technical correction, the Commission deleted the sentence "Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL." at the request of the Department of Defense to correct an error in the original recommendation. IEBB Errata Sheet on Commission Recommendation (1 Sep 05 v3 w/addenda since 28 Aug).



**NAVAL AIR STATION JOINT RESERVE BASE WILLOW GROVE, PA, AND CAMBRIA REGIONAL AIRPORT, JOHNSTOWN, PA**

**DoN - 21**

**NAVAL AIR STATION JOINT RESERVE BASE WILLOW GROVE, PA**

**CLOSE**

Out		In		Net Gain/(Loss)		Net Mission Contractor	Total Direct
Mil	Civ	Mil	Civ	Mil	Civ		
(726)	(357)	0	0	(726)	(357)	(5)	(1,088)

**DoD Recommendation:** Close Naval Air Station Joint Reserve Base Willow Grove, PA. Relocate all Navy and Marine Corps squadrons, their aircraft and necessary personnel, equipment and support to McGuire Air Force Base, Cookstown, NJ. Relocate the minimum amount of manpower and equipment to support intermediate maintenance workload and capacity for Tire and Wheel, non-destruction inspections, and Aviation Life Support System equipment to McGuire Air Force Base. Relocate intermediate maintenance workload and capacity for Aircraft Components, Aircraft Engines, Fabrication & Manufacturing, and Support Equipment to Fleet Readiness Center East, Marine Corps Air Station Cherry Point, NC. Deactivate the 111<sup>th</sup> Fighter Wing (Air National Guard) and relocate assigned A-10 aircraft to the 124<sup>th</sup> Wing (Air National Guard), Boise Air Terminal Air Guard Station, Boise, ID (three primary aircraft authorized); 175<sup>th</sup> Wing (Air National Guard), Martin State Airport Air Guard Station, Baltimore, MD, (three primary aircraft authorized); 127<sup>th</sup> Wing (Air National Guard), Selfridge Air National Guard Base, Mount Clemens, MI (three primary aircraft authorized) and retired (six primary aircraft authorized). Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL. Relocate Co A/228<sup>th</sup> Aviation to Fort Dix, Trenton, NJ. Relocate Reserve Intelligence Area 16 to Fort Dix. Establish an enclave for the Army Reserve units remaining on or relocating to Willow Grove and the Air National Guard 270<sup>th</sup> Engineering Installation Squadron.

**DoN # 21 AMMENDED REGARDING ANG PORTION – herein is copied the Commission revised wording of that portion:**

*Distribute the 15 A-10 aircraft assigned to the 111<sup>th</sup> Fighter Wing (ANG), the 15 A-10 aircraft assigned to the 124<sup>th</sup> Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho, the 15 A-10 aircraft assigned to the 175<sup>th</sup> Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland, and the 15 F-16 aircraft assigned to the 127<sup>th</sup> Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan, to meet the Primary Aircraft Authorizations (PAA) requirements established by the Base Closure and Realignment recommendations of the Secretary of Defense, as amended by the Defense Base Closure and Realignment Commission.*

*Establish 18 PAA A-10 aircraft at the 124<sup>th</sup> Wing (ANG), Boise Air Terminal Air Guard Station, Boise, Idaho.*

*Establish 18 PAA A-10 aircraft at the 175<sup>th</sup> Wing (ANG), Martin State Airport Air Guard Station, Baltimore, Maryland.*

*Establish 24 PAA A-10 aircraft at the 127<sup>th</sup> Wing (ANG), Selfridge Air National Guard Base, Mount Clemens, Michigan.*

*If the Commonwealth of Pennsylvania decides to change the organization, composition and location of the 111th Fighter Wing (ANG) to integrate the unit into the Future Total Force, all personnel allotted to the 111th Fighter Wing (ANG), including the unit's Expeditionary Combat Support (ECS) elements, will remain in place and assume a mission relevant to the security interests of the Commonwealth of Pennsylvania and consistent with the integration of the unit into the Future Total Force, including but not limited to air mobility, C4ISR, Information Operations, engineering, flight training or unmanned aerial vehicles. Where appropriate, unit personnel will be retrained in skills relevant to the emerging mission. This recommendation does not effect a change to the authorized end-strength of the Pennsylvania Air National Guard. The distribution of aircraft currently assigned to the 111th Fighter Wing (ANG) is based upon a resource-constrained determination by the Department of Defense that the aircraft concerned will better support national security requirements in other locations and is not conditioned upon the agreement of the commonwealth.*

- *PLEASE NOTE: The DoD Recommendation sentence following the ANG portion (“Relocate Armed Forces Reserve Center Expeditionary Combat Support manpower to Eglin Air Force Base, FL.”) was deleted from the Commission Recommendation at the request of DoD.*

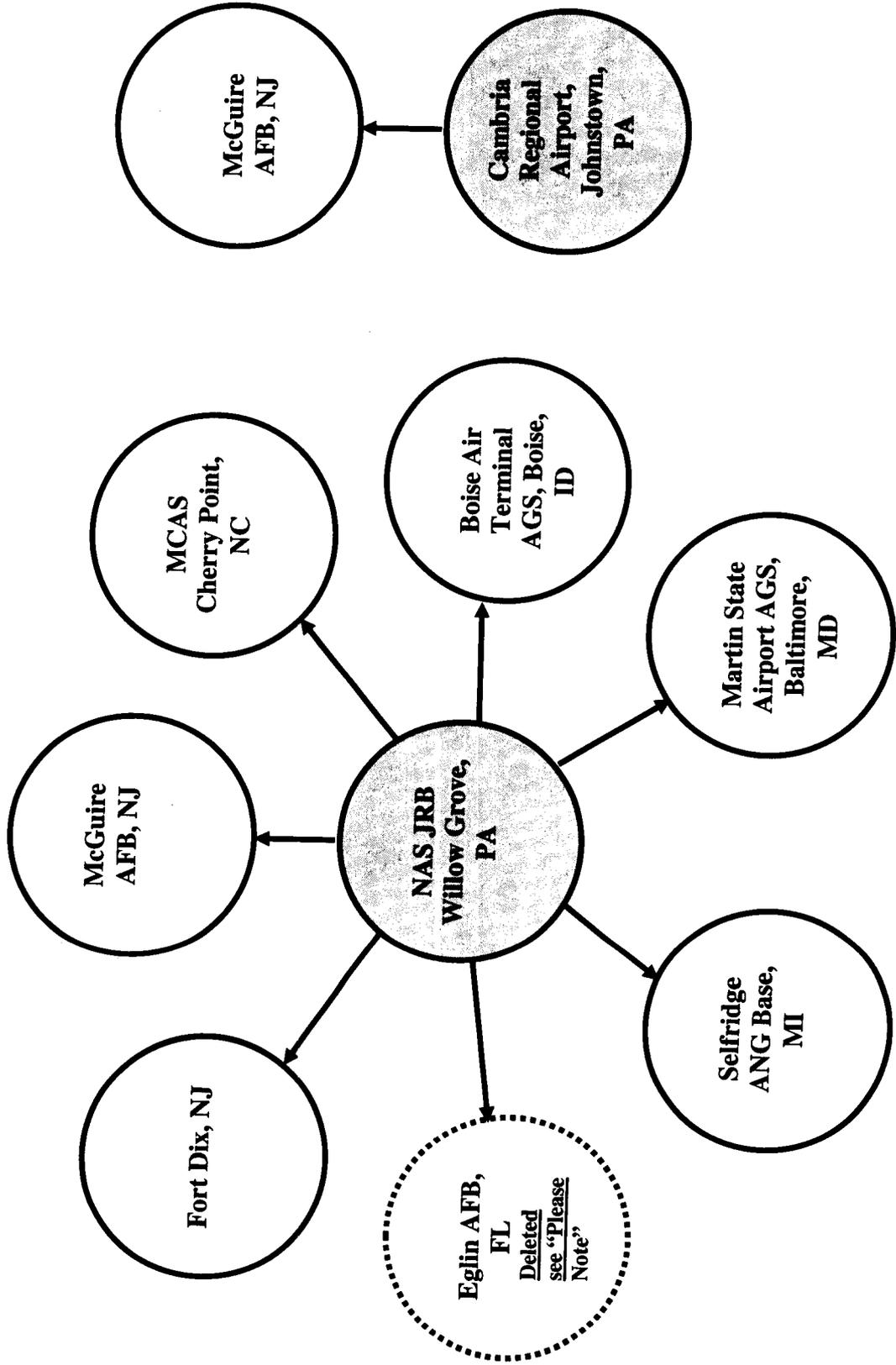
**Related DoD Recommendation (EXTRACTED FROM ARMY # 82 / RECMDTN # 40):** Close the Reese United States Army Reserve Center in Chester, PA, the United States Army Reserve Organizational Maintenance Shop in Chester, PA, the Germantown Veterans Memorial United States Army Reserve Center in Philadelphia, PA, the Horsham Memorial United States Army Reserve Center in Horsham, PA, the 1LT Ray S. Musselman Memorial United States Army Reserve Center in Norristown, PA, and the North Penn memorial United States Army Reserve Center in Norristown, PA, and relocate units to a new Armed Forces Reserve Center with an organizational maintenance facility at Willow Grove Joint Reserve Base, PA. The Army shall establish an enclave at Willow Grove Joint Reserve Base, PA, to retain essential facilities to support activities of the Reserve Components.

**ARMY 82 APPROVED AS WRITTEN**

**FOR INFORMATION – THE FOLLOWING NAVY AIRCRAFT ARE CURRENTLY STATIONED AT WG WHICH WOULD RELOCATE AS A RESULT OF CLOSURE OF THE NAS:**

2 – C-130s  
4 – C-9s  
10 – MH-53s  
1 – C-12

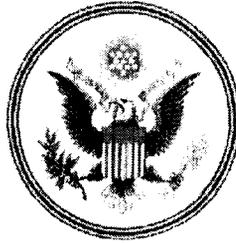
**DOD SPIDER CHART, BASICALLY UNCHANGED BY COMMISSION RECOMMENDATION**





# Defense Base Closure and Realignment Commission

# EARLY



# BIRD

November 22, 2005

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### Fight to Transform Willow Grove into an Air National Guard-Operated Base Shifts to Nation's Capitol;

### Move Comes as Navy Issues 'Notice of Availability' for Willow Grove Acreage

PR Newswire US

November 22, 2005

HARRISBURG, Pa., Nov. 21 /PRNewswire/ -- Representatives of Governor Edward G. Rendell and the Pennsylvania National Guard today urged federal lawmakers in Washington D.C. to support a continued, significant, military presence at Willow Grove through the guard's proposed future-use plan.

The key to Willow Grove's future as a military installation is maintaining the airfield. The plan creates a robust military presence with more than 3,700 personnel, including the addition of more than 1,000 Army National Guard soldiers from the 56th Stryker Brigade.

"Our plan shows that keeping this airfield open will save taxpayers millions of dollars, while assuring our homeland security and extending Pennsylvania's dramatic, record-setting economic expansion," said Governor Edward G. Rendell.

"If the Navy sells Willow Grove's airfield, we will lose a vital national defense asset, which is essential to both public safety, homeland security and emergency preparedness in southeastern Pennsylvania."

Willow Grove's 8,000-foot runway is the longest in the region, outside of Philadelphia International Airport, and it has served effectively as a staging area during past emergencies.

The Governor -- who was represented Monday in Washington by Gen. James Skiff, deputy adjutant general of the Pennsylvania National Guard; Col. Paul Comtois, vice-wing commander of the 111th Fighter Wing of the Pennsylvania Air National Guard; Dennis Guise, chief counsel for the Pennsylvania Department of Military and Veterans Affairs; and Jeffrey Marrazzo, special assistant to the Governor -- has been fighting to save Willow Grove and other military bases since the Base Realignment and Closure Commission targeted them for closure or realignment last May.

The Governor has also been working with Pennsylvania's Congressional delegation, including Sens. Arlen Specter and Rick Santorum, and Reps. Allyson Schwartz, Michael G. Fitzpatrick, and Curt Weldon. The Governor asked the delegation for their continued support for Willow Grove as a military airfield.

On Nov. 15, the Navy issued a "Notice of Availability" for 910 acres of land and 170 buildings they now operate at Willow Grove and set a 30-day deadline for interested federal agencies and Department of Defense components to respond. Governor Rendell said the Navy's move is not consistent with the new BRAC law ordering the continued support for military operations, including flight operations at Willow Grove. It is also inconsistent with the recent decision by the United States District Court for the Eastern District of Pennsylvania declaring "null and void" ordering the proposed deactivation of the 111th Fighter Wing.

Last week, the Governor wrote to Navy Secretary Donald Winter urging him to take no action that is inconsistent with maintaining flight operations at Willow Grove.

"It's crystal clear that the Air National Guard enclave at Willow Grove should include

working runways, towers and all other flight facilities," the Governor said.

In addition to the fact that the BRAC law and court decision require the airfield to stay open, many of the pending BRAC Navy and Marine moves from Willow Grove carry a price tag that is prohibitive. For instance, more than \$15 million would have to be spent to move the Defense Department's ASR-11 RADAR towers.

Besides the continued use of the facility's airfield, Governor Rendell urged lawmakers to support Pennsylvania's proposal to move the new 56th Stryker Brigade Combat Team to Willow Grove.

"The Stryker Brigade brings more than \$1.5 billion to Pennsylvania's economy and the Guard's future-use plan for Willow Grove will station its headquarters and more than 1,000 personnel at the base," the Governor said.

Moving the Stryker HQ to Willow Grove brings with it improved military cooperation, federal and state cost savings of up to \$6 million and will allow private business expansion at Philadelphia's NE Airport.

The precedent for moving the Stryker Brigade and transferring land to the Pennsylvania National Guard is in Lebanon County. Following the 1995 BRAC order, the active Army Garrison and all of the land at Fort Indiantown Gap was transferred to the Army National Guard. The economic benefit following that move exceeded \$430 million this year alone.

Going forward, Pennsylvania's future-use plan will offer other federal agencies, including FEMA and EPA, the use of Willow Grove's installation, consistent with the federal government's move toward agency consolidation.

"Willow Grove has demonstrated its unique ability to mobilize quickly during natural disasters, like Hurricane Katrina, and man-made catastrophes, like Sept. 11," Governor Rendell said. "But, if the airfield, its heart, is ripped out,

if the Navy is allowed to pack up and shutter the airstrip, it will only serve as a monument to government imprudence."

The Rendell Administration is committed to creating a first-rate public education system, protecting our most vulnerable citizens and continuing economic investment to support our communities and businesses. To find out more about Governor Rendell's initiatives and to sign up for his weekly newsletter, visit his Web site at: <http://www.governor.state.pa.us/>.

### **Naval station jobs left adrift**

The Virginian-Pilot  
Louis Hansen  
November 21, 2005

NORFOLK — As the federal base-closing commission labored this year to downsize or shut down unneeded military bases, Virginia leaders lamented the loss of Fort Monroe and scrambled to save Oceana Naval Air Station.

Virtually unnoticed in the scrum over big bases, the military cuts stung a small corner of Norfolk Naval Station.

About 320 federal employees at the Defense Finance and Accounting Service discovered that this round of base closures, announced in May, means they might be moving to Indiana, Ohio, Maine or New York. Or they might just lose their jobs.

Scores of long time federal employees have been plunged into uncertainty about their careers, futures and family plans.

"We were in denial," said John A. Williams Jr., who has worked as a military accountant for 38 years. "We didn't actually think it was going to happen."

In the rush of Defense Base Realignment and Closure Commission decisions affecting military-rich Virginia, looking after the smaller commands got lost. While Virginia's representatives mobilized to save Oceana, congressional delegations from New York and

Maine fought for -- and preserved -- their clerical posts.

Not so for the Norfolk office of the Defense Finance and Accounting Service.

Got a bill for a small repair to a ship? Transfer money from one Navy line item to another? Issues with a military charge card? Defense Finance and Accounting Service handles it. The Norfolk office serves the Atlantic Fleet and other major commands. A Navy captain commands the department.

Although local accounting service employees believe they provide valuable, face-to-face service for their military clients, some employees survived an earlier round of base closings with doubt and suspicion. In the early 1990s, the accounting service closed offices and consolidated nationwide.

On May 13, the Department of Defense released the first batch of proposed base closings and realignments that meant a net loss of 729 civilian jobs at Norfolk Naval Station.

More details were released a few days later. That's when accounting service employees finally learned their fate.

It was "a shock," said Frank Rock, a financial specialist who has worked there for 10 years.

The base-closing commission decided to again shrink the number of accounting offices across the country, this time from 26 to five. The move is expected to initially save the Defense Department \$100 million annually, and \$1 billion over the next two decades.

But to Rock, a vice president with the local chapter of the American Federation of Government Employees, the commission decision means the loss of good local jobs.

The average salary is \$38,500, about 20 percent higher than the regional average, according to figures compiled by the union. And many of the employees are well-settled -- the average worker is 49 and has been in government service for 18

years, Rock said.

Despite the impending loss of jobs, Rock said, "all the attention went to Oceana."

While Virginia leaders focused on large bases and leased property, congressional delegations from New York and Maine lobbied to save their Defense Finance and Accounting Service offices.

Both states faced BRAC closings in the 1990s – Griffiss Air Force Base in central New York and Loring Air Force Base in northeast Maine – and the accounting service sites were key employers on the former military facilities. Their accounting service offices, about the same size as Norfolk's, were also earmarked to close in this round.

Rep. Michael Michaud, a Democrat from Maine, said the state delegation stayed focused and persistent. He added that his personal relationship with commission Chairman Anthony J. Principi also helped. Michaud serves on the House Veterans' Affairs Committee, and Principi formerly served as secretary of veterans affairs.

Principi agreed to send a commission member to visit the Limestone, Maine, accounting office, although similar-size facilities were skipped, Michaud said.

For Maine, the base closing and realignment process worked, Michaud said. State officials convinced the commission that the accounting services could attract, train and keep skilled clerical workers in rural Aroostook County.

"These jobs were premier jobs," Michaud said.

Rep. Thelma Drake, R- 2nd District, said the state's leadership rallied its resources to saving Oceana this summer. Drake's district includes Fort Monroe, Norfolk Naval Station and Oceana.

Drake opposed the BRAC process but said it worked in the case of paring back the Norfolk

Defense Finance and Accounting Service office. The consolidation may be painful for the employees, but it will save taxpayers money, she said.

"This is something that can be combined," she said. "That's exactly what BRAC is supposed to do."

Drake said the region would have garnered little sympathy or support in a political battle over the accounting service because South Hampton Roads expects to gain 800 jobs in other military commands.

"It's very tough to make that argument," she said.

The small towns in New York and Maine each stand to gain between 300 and 500 jobs.

Rock said most workers at Norfolk's accounting service are looking for other jobs, and some have already left.

Employees at Defense Finance and Accounting Service do not know where they will go, he said. Rock estimates that only 10 percent will follow their jobs out of the area, based on the experience of earlier accounting service consolidations.

Glenn Flood, a Defense Department spokesman, said each department or command decides how to implement the commission's directive. No decisions have been announced, he said.

"They're still working on the plan," he said.

Workers displaced by base closings and realignments will be given support and opportunities to find other, local federal employment, Flood said. Employees at the Norfolk office will have two to six years to find other jobs or relocate.

Defense Finance and Accounting Service spokespersons in Northern Virginia and Indianapolis declined to comment.

Williams, 56, who has worked locally as a federal clerk for more than three decades, owns a home in Newport News and serves as a guardian for his younger sister, who is disabled.

"I'm not willing to move," Williams said.

He faces the prospect of shopping himself to other employers who recognize he could retire in a few years. For many others, he said, "I don't think it really has sunk in."

Neil Smith, 54, figures he must move or look for another job. He and his wife, Susan, both work at the accounting service, and each have almost 20 years logged as federal workers.

Besides rural Maine and New York, the remaining Defense Finance and Accounting Service offices will be in Cleveland; Columbus, Ohio; or Indianapolis. Smith hates those choices: "Limestone is worse than Alaska."

Smith said he may be forced into early retirement.

"It's unfair," he said. "There's a helluva lot of people who are going to be hung out to dry."

### **Either Way On Oceana, Beach Loses, Study Says**

Marisa Taylor and Jon W. Glass  
Norfolk Virginian-Pilot  
November 22, 2005

VIRGINIA BEACH — Whether the fighter jets at Oceana Naval Air Station stay or go, the city would lose jobs, tax revenue and residents, according to an economic study released Monday.

Officials said the mixed results show there are no easy answers as the city weighs how to respond to the demands of a federal base-closure commission for keeping the jets.

If the city fails to comply with the commission's demands and the jets leave, Virginia Beach would lose more than 12,300 military and civilian jobs and would regain only a fraction of

those jobs over the next 20 years, the study concluded.

But if the city complies and the jets stay, Virginia Beach would have to impose development restrictions that would stunt the city's population and economic growth, it said.

The consultant's study offers ammunition to those who say the jets are too valuable to lose and to those who worry that keeping them would chill the Beach's economy.

"It's not a slam dunk one way or the other," said Arthur L. Collins, executive director of the Hampton Roads Planning District Commission, which assisted in the study. "If this was an easy call, we wouldn't be going through this."

The City Council will mull the study's conclusions as it decides whether to satisfy the Defense Base Realignment and Closure Commission's demands. The panel called on the city to roll back existing development around Oceana and halt further encroachment or risk losing Oceana's jets.

The analysis by RKG Associates Inc. of Durham, N.H., said Virginia Beach would lose about 5 percent of all the jobs in the city if the jets leave. After 20 years, the city still would be recovering from that loss.

But even if the city complies with the demands, the city over 20 years would lose about 3,700 jobs due to development restrictions around Oceana.

At the same time, if the jets stay, the city would lose about 10,000 residents by 2025 because of development restrictions and the assumed purchase of some homes by the city.

Other comparisons between the two scenarios include:

- If the jets leave, the city would lose about \$700 million, about 5 percent of today's economy, in economic activity by 2011. Thereafter, the economy would begin to recover slowly.

Under that scenario, the city would lose about \$305 million in net tax revenue over 20 years.

- If the jets stay, the loss in net tax revenue and expected acquisition costs of property in high-risk areas around Oceana would be at least \$272 million over 20 years.

The city also would lose about \$49 million, about 0.3 percent of today's economy, in economic activity by 2011. By 2025, the loss would amount to \$196 million – a 1.2 percent drop.

Neither scenario is expected to be a fatal blow. Even if the jets leave, the city "ultimately will recover" from the job losses, said Craig R. Seymour, vice president of RKG.

"It'll cause a slowdown in spending and a reduction in economic activity," he said. "But because it's spread out over four years and the local economy is strong, the chances of recession are mitigated."

One surprise of the study, Seymour said, is that the Navy spends less than expected locally to keep Oceana operating.

If the base loses its jets, Navy spending on goods and services for Oceana would plummet by about \$404 million per year, but only about \$600,000 of that annual amount is spent in Virginia Beach. The state's loss would be \$50 million.

The state's costs over 20 years would be higher if the jets stay -- about \$85 million, compared with about \$24 million if the base is realigned. RKG also predicted that losing the jets would not have a "major impact" on the housing market.

"The study does show that Oceana isn't the economic engine that everybody said it was," Councilman Richard A. Maddox said.

Other council members, however, downplayed the study's conclusions and faulted its assumptions.

"The study isn't the silver bullet people were looking for," Councilwoman Rosemary A. Wilson said. "It was done in a hurry and already some of the criteria has changed."

The study, for example, assumed that the city and state would buy homes and businesses in Accident Potential Zone 1 from willing sellers, as they became available.

But council members said they are now looking at buying only vacant land, rather than occupied property.

Voluntary purchases "could have a detrimental impact on the neighborhoods," Vice Mayor Louis R. Jones said. "I don't think the council wants to do that."

A potential alternative is banning new homes and incompatible businesses in the APZ-1. City officials, however, said they may have to compensate some land owners for such restrictions.

Several council members questioned the study's conclusions about the loss of economic development opportunities.

The study estimated that Virginia Beach would lose more than \$89 million in net tax revenue over 20 years if it imposes growth restrictions.

City Councilman Jim Reeve said the study will help to determine how much money should be spent to keep Oceana.

"I want to keep Oceana as a master jet base, but I feel a responsibility to spend only an appropriate amount of money to buy out people's property rights," Reeve said.

The issue, he said, is whether the city "wants to buy our way slowly out of a problem or create new opportunities for growth."

**Base's end stirs new dreams  
Residents say the naval facility will be missed  
but Ingleside's future is still bright**  
Houston Chronicle

John W. Gonzalez  
November 21, 2005

INGLESIDE - From the marina where he docks his boat, sailmaker Daryl Miglia can see giant offshore structures being built at a mammoth facility up the shore.

In the other direction, around a bend along the northern side of Corpus Christi Bay, is Naval Station Ingleside, where a fleet of minesweepers roosts. The Navy ships are out of sight. Soon they will be a faded memory.

Because of the Base Realignment and Closure process, base operations are relocating to other ports, leaving Miglia and other residents to wonder about the fate of this strategic waterfront. Though he retired here from Colorado about a year ago, Miglia already has strong feelings about what could and should become of the base and environs.

"A community college or even a four-year college on that site would be great," he said. But that's just the start.

"I'd like to see something more tourist-oriented to bring people in. It would really help the economy, instead of typical industrial stuff. Bring in cruise ships, maybe some waterfront development, shops, that kind of thing," he said.

Miglia said the base closure is a "pretty big deal, but the way things are growing ... I'm not sure the actual effect is going to be as bad as people think."

His optimism isn't unusual here. While lamenting the Navy's departure over the next few years and the loss of the sense of security that the base gave them, area leaders hail Ingleside's economic vitality and are confident Navy-related losses will be followed by a well-thought-out recovery.

However, with many aspects of the base's decommissioning still unsettled, concerns persist about the 1,000-acre base's future, and differences have emerged on redevelopment strategies.

Some, like Miglia, imagine cruise ships pulling up to the docks, bringing a steady stream of visitors to this low-profile community of 10,000 people. Others envision a continuing military presence as a Coast Guard station or an overseas deployment point. Many believe the base's campus-like setting will see new life as a training center or business park. All those notions assume the land will revert to local control.

When the community turned the site over to the Navy 20 years ago with hopes of luring a major home port that never came, the property deed specified the land would revert to the previous owner, the Port of Corpus Christi, if the base closed.

The port has asserted its claim to the land, but the big question is how much compensation the Department of Defense will seek for up to \$250 million in waterfront improvements and buildings constructed since the base opened in 1988.

#### Economic impact

Despite vigorous efforts to keep the Navy here, the BRAC commission chose to close Ingleside and shift base operations and assets to East and West coast ports. President Bush has signed off on the recommendations, and local officials said "for sale" signs are going up on homes of Navy-related residents.

A bill filed by U.S. Rep. Solomon Ortiz, D-Corpus Christi, would require the Navy to relinquish the land and improvements without compensation, but local leaders acknowledge they may have to produce large sums of money to seal the deal.

The port has the backing of Ingleside's City Council and San Patricio County's Commissioners Court to lead the redevelopment.

Nueces County, which includes Corpus Christi, is clamoring for a place at the negotiating table, reminding everyone that it helped woo the Navy

by approving a \$25 million bond issue in 1985 and is losing several hundred jobs tied to the base.

"Everybody is on the same page," Nueces County Judge Terry Shamsie said. "Everyone is interested in a positive result for South Texas. Everyone wants to see a growing economy and not a setback."

Shamsie said his concerns "go far beyond a piece of land," citing worries about the base closure's impact on Nueces County jobs, businesses, health care and schools.

Shamsie has floated the idea of his county serving as the conduit for federal funds for redevelopment studies, but the city of Corpus Christi joined other jurisdictions in backing the port as the lead redevelopment entity.

The port has taken steps to enforce the deed's reversionary clause, and port commission member Judy Hawley said the entity wants to recoup the land "to be positioned to turn it back into an economic generator right away. The issue is going to be how much does the reversion cost." She, too, hopes base improvements come at little or no cost. "We lost 7,000 jobs. And then to put an additional burden of \$250 million on the community to buy the facilities is very onerous."

The cost isn't likely to be that high, she admitted, because the Navy will remove some assets. Several appraisals will be conducted to value what remains, she said, and then it would be up to area governments to settle on plans and form a "local redevelopment authority" to manage the site.

'Different activities'

Hawley has her own vision about the best uses for the base.

"Certainly there needs to be a maritime use of the waterfront," she said. But there's far more to the site than piers, she noted.

"I think we're going to end up seeing diverse uses of the property, with a number of different activities or economic generators," Hawley said.

Still, to minimize problems, "we have to move through this process quickly, and we're going to really need congressional help to do that," Hawley said.

The region is sad to lose the base, she added, "but what would even be worse is if we got hung up on a long, drawn-out process, or the Navy put such a price tag that recovery would be absolutely impossible."

Officials in Ingleside presume the Navy will be here at least two more years, and they're confident the city has enough momentum to withstand the trauma of base closure.

After all, it's already home to two major offshore fabricators, which assemble oil rigs and other heavy structures. Other port-side facilities will soon be constructed.

Still, "everybody's playing what-if games" about new uses for the base, said Ingleside City Manager Mike Rhea.

"The port is obviously interested in the channel-side improvements -- the docks, the wharves, the piers, warehousing -- as part of their overall operation," he said.

A wide range of uses is possible for the base's classroom buildings, labs, offices and recreational and dining facilities, Rhea said. Corporate offices and a technical school campus have been discussed, he said, but no commitments can be made until the Navy relinquishes the site.

Some residents aren't waiting for formal closure to move on, Rhea said.

"We're already starting to see houses hitting the market. As people start getting transferred, we'll see more of that," he said. Yet, as those homes become available, he expects renters and others to snap them up.

"There will be a negative impact, don't get me wrong," he said. "But we're not all lining up to jump off the Harbor Bridge."

### **Opinions/ Editorials**

#### **Save Oceana, from Suffolk**

The Virginian-Pilot  
November 22, 2005

Far too many bad ideas have come out of the current threat to move Oceana Naval Air Station's jets.

Turn the base's 6,000 acres into a golf community, an amusement park, an international airport, a cupcake farm.

Move the jets to a base in Florida, a man-made platform in the Atlantic, the Eastern Shore, the top of Town Center.

The 12,000 jobs could be replaced by computer modeling, environmental reclamation, ecotourism, Dairy Queen.

But perhaps the worst idea of all emerged last week, when Concerned Citizens Against Jet Noise floated the idea to move Oceana's auxiliary field to southern Suffolk.

There are so many reasons why this is a bad idea, but let's start with the fact that it would probably be unwise to relocate a 30,000-acre Navy facility to one of the fastest growing cities in the nation.

Add the horrors it would visit on the Great Dismal Swamp National Wildlife Refuge, an irreplaceable natural treasure. And the fact that Navy jets would be forced to fly over densely populated parts of Chesapeake and Virginia Beach (hello, Kempsville!) to get there. Not to mention the people who already live in southern Suffolk, or the others the city decided --- also last week, as it happens --- should be able to move there.

CCAJN has suffered from an occasional overreach on issues Oceanic, but this time is different. Apparently not only does it not

understand the problem, but it also apparently doesn't understand local geography, or can't read a map.

The Defense Base Realignment and Closure Commission's concern when it gave Virginia Beach the ultimatum on Oceana was safety: of pilots, of folks in the flight path. It's hard to

see how either might be served by having pilots fly across many more rooftops.

We appreciate that CCAJN was trying to offer an alternative that would let the jets stay at Oceana, but fly noisy training missions elsewhere. This time, though, CCAJN's good intentions produced a bomb --- dropped right on its foot.

### **Additional Notes**