DCN 5371

TESTIMONY BEFORE THE BASE REALIGNMENT AND CLOSURE COMMISSION, JULY 14, 2005,

BY LEWIS W. TROUT, SENIOR REAL ESTATE OFFICER,

PALMDALE REGIONAL AIRPORT, REPRESENTING

THE CITY OF LOS ANGELES, DEPARTMENT OF AIRPORTS

MR. CHAIRMAN, MEMBERS OF THE COMMSSION:

My name is Lewis W. Trout. As a former Department of the Army employee and consultant, I had the opportunity to observe or participate in four previous BRACC processes from 1988 through 1995. Currently, I am the Senior Real Estate Officer at Palmdale Regional Airport (PMD), one of four airports operated by the City of Los Angeles Department of Airports, commonly known as Los Angeles World Airports (LAWA).

The PMD passenger terminal building and adjacent parking and access roadway are co-located on US Air Force Plant 42, where runway use is shared with the Air Force under a non-exclusive, joint use, operating agreement. To the south and east of Plant 42, LAWA owns more than 17,000 acres intended for future airport and aerospace related development.

Today, I am representing LAWA to bring to your attention the more 1,000,000 square-foot aerospace complex designated as Site 9 by Plant 42, but actually located on adjacent land owned by the City of Los Angeles. The Rockwell Corporation built the facility between 1981 and 1990 to construct and later upgrade the B-1 bomber fleet. Boeing and SRT Technics, successor occupants to Rockwell, and LAWA made interior alterations and installed system upgrades prior to 9/11/2001.

The developed area covers 155 acres with an immediately adjacent 152 acres available for expansion. Major structures include:

* approximately 337,000 square feet of clear-span hangar space capable of accommodating Boeing 747, C5A, and C17 aircraft. In fact, NASA's 747 with the space shuttle attached has been parked inside one of the two hangars.

* More than 400,000 square feet of shops, fabrication, and storage space.

• over 160,000 square feet of finished (40,000 square feet) and unfinished (120,000 square feet) office space.

The buildings on Site 9 provide more usable area than many of the military installations listed in DoD's FY 2004 Base Structure Report. Clearly, Site 9 is suitable to accommodate many missions and units to be displaced or realigned from bases in other states. Site 9 offers a unique opportunity to units that would benefit from relocating to southern California and would be enhanced by immediate proximity to Plant 42.

Plant 42 is the only North American DoD installation at which a majority of the major US aerospace manufacturers (Boeing, Lockheed-Martin, and Northrop-Grumman) are co-located and conducting large-scale manufacturing and/or research and development activities. The fourth major US aerospace company, Raytheon, is also active at Plant 42, but on a smaller scale.

Los Angeles World Airports is prepared to enter into multi-year lease agreements with one or more of the Military Departments to accommodate interim or long-term occupancy of Site 9 by relocating units. We believe that the opportunity to bring such missions to California from other states and to Site 9 in particular merits your consideration. As part of your continuing dialogue with the Military Departments and the Department of Defense, we urge your consideration of Site 9 as a strategic California location to house one or more units that will be realigned from across the nation as part of BRACC 2005.

On behalf of LAWA and the staff of Palmdale Regional Airport, it is my pleasure to invite you to tour Site 9, when your schedules permit, to see first hand this unique aerospace complex and to ascertain for yourselves the potential realignment opportunities that this facility offers.

Thank you for this opportunity to appear before you.

INTRODUCTION

The subject of this report is the Palmdale Modification Center (PMC) also known as Site 9 located on the south side of the Palmdale International Airport runways, adjoining the southeasterly portion of Air Force Plant 42. The complex in question is positioned north of the intersection of Avenue P and 30th Street East on land owned in fee by the city of Los Angeles but under long term ground lease to the owner of the subject leasehold. The improvements are sited two-thirds of a mile north of Avenue P and consist of four primary structures plus a recreation center and extensive surface parking. The improvements were originally constructed and operated for the manufacture of military aircraft (B1-B bomber included) by Rockwell beginning in the mid-1980s.

There are two large aircraft hangars and two industrial/office buildings plus extensive concrete apron areas; the facility has direct access to the runway for usage per an agreement with the Air Force. The four-building complex features 1,068,840 square feet, the dominant improvements being two modern hangar structures aggregating 684,412 square feet, or about 64% of the total space. The ground leased premises encompass 150 acres, all but 12 acres have been developed.

PROPERTY IDENTIFICATION

Subject property is a portion of Site 9 at Palmdale Airport as delineated on the attached drawing.

OWNERSHIP HISTORY

Subject leasehold is under the ownership of Boeing North American, Inc., by assignment.

PROPERTY DESCRIPTION

THE LAND

The subject property is located north of the intersection of Avenue P and 30th Street East. Total land area per lease documents is 150 acres of essentially level land. The ground lease requires an aircraft manufacture, assembly or development use of the land and the city effectively controls use of the land as they must approve the assignor to the lease. Additionally, reuse of the facility may require an Environment Impact Report; this should be furthered clarified by any potential investor utilizing this report.

This analysis assumes that the subject property is free from soil contamination and that load bearing characteristics are sufficient to support any existing or proposed improvements. The existence of toxic waste hazards resulting from prior uses may or may not be present. While effort has been made to observe any potential toxic waste hazards, we are not qualified to make a determination as to their existence as we have limited knowledge. If any such toxic material is believed to impact the subject property in any way, a qualified professional trained to identify such hazards should be contacted. Further it is assumed there are no detrimental easements in-place.

Per the Federal Emergency Management Agency, the subject parcel is located in Flood Zone B which is identified in the community flood insurance study as an area of moderate or minimal hazard from the principal source of flood in the area (Panel Nos. 065043-0245B and 065043-0275B; dated December 2, 1980).

Approximately 12 acres located between the jet engine testing site at the north end of the premises and the main complex have not been improved. The land is considered excess and available for future expansion/parking/storage if needed.

A joint use agreement between the city of Los Angeles and the United States Air Force was made in 1989 allowing 200 daily arrivals or departures for domestic commercial air service and that the city of Los Angeles will staff control operations when needed beyond the Air Force normal hours of operation.. This report assumes the right of commercial aircraft to operate out of the appraised facilities at hours typical of a major maintenance facility.

THE IMPROVEMENTS

Area Summary

Building Designation	Building Description	Square Feet	
MAJOR STRUCTURES:			
701	Support Building	64,000	
702	Electrical/Fluid System Fabrication	257,105	
703	Assembly Building	422,400	
704	Checkout Building	262,012	
715	Recreation Center	44,908	
	Subtotal.....		1,050,425
OTHER STRUCTURES:			
700A	Fire Water Pump Enclosure	2,400	
700B	Domestic Water Pump Enclosure	250	
702B	Paint Booth	1,360	
716	Chemical Storage	5,355	
717T	Transportation Dispatch Office Trailer	360	
718T	AC-130U Ramp Office Trailer	720	
719T	B-1B Ramp Office Trailer	720	
722	Guard Post - Ramp	200	
723T	Test Control Center - Stations E & F	1,960	
724T	Ramp Break & Rest Rooms	1,680	
725T	Test Control Center - Stations G & H	1,960	
726	400 Hz Motor Generator Building	1,000	
727	Air Compressor Building	450	
	Subtotal.....		18,415
	TOTAL AREA		1,068,840

Building 701

Area: 64,000 square feet

Description: Single story concrete and metal structure divided into offices and plant utility support. Offices areas have carpet floor covering, drywall partitions and dropped ceiling in metal hangars with integrated fluorescent lighting, air-conditioned; office occupy approximately two-thirds of the total building. The other third of the structure houses the main utility room for the aggregate complex and has unfinished floors, walls and ceilings.

Building 702

Area: 257,105 square feet

Description: Single story concrete and metal structure designed for manufacturing with exposed flooring, walls and ceilings with evaporative cooling. There are some small traditional office areas at the periphery with limited fenestration. A small computer room is positioned at the center of the building. The structure is essentially low bay hangar/ manufacturing space.

Building 703

Area: 422,400 square feet
Description: Large aircraft hangar with mezzanine offices. Hangar has 64 foot hook height and is 72 feet to bottom of steel girders; will accommodate Boeing 747 but hangar doors provided only at easterly end. Two cranes each at 5 tons, 10 tons and 20 tons for total of six. First two mezzanine levels on each side of structure include shops and offices, third level is storage. Structure also has foam deluge system. The main high-bay floor area is 211,200 square feet or 50% of total square footage.

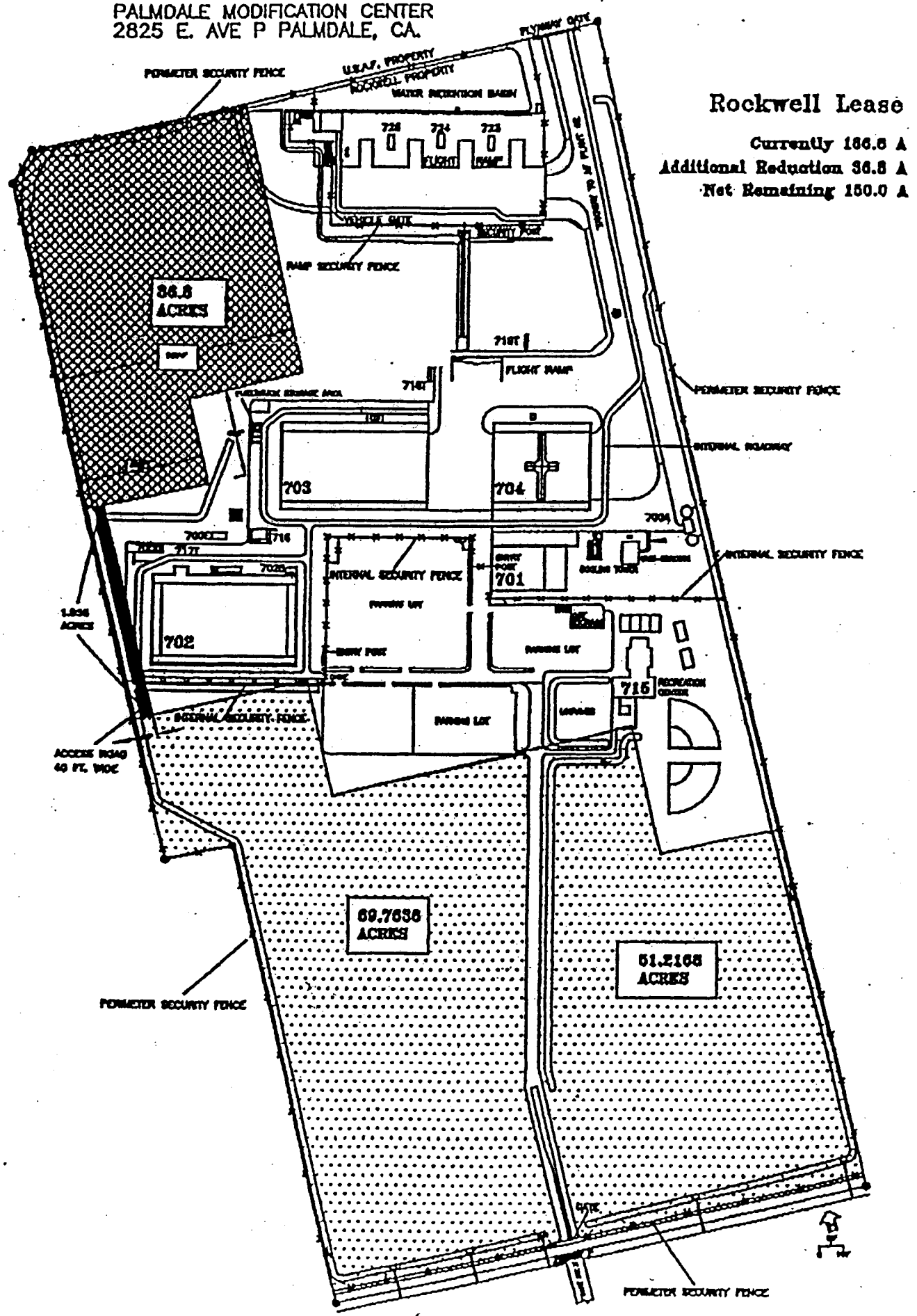
Building 704

Area: 262,012 square feet
Description: Large concrete and metal aircraft hangar with central integration support structure plus mezzanine offices. The hangar hoot height is 64 feet with 72 feet to bottom of steel girders. Designed to service four B1-B-type aircraft in four bays. Center support structure provides offices and support areas while three levels of mezzanine include laboratory and support offices. The high-bay main floor is 126,720 square feet or 48% of total square footage.

Building 715

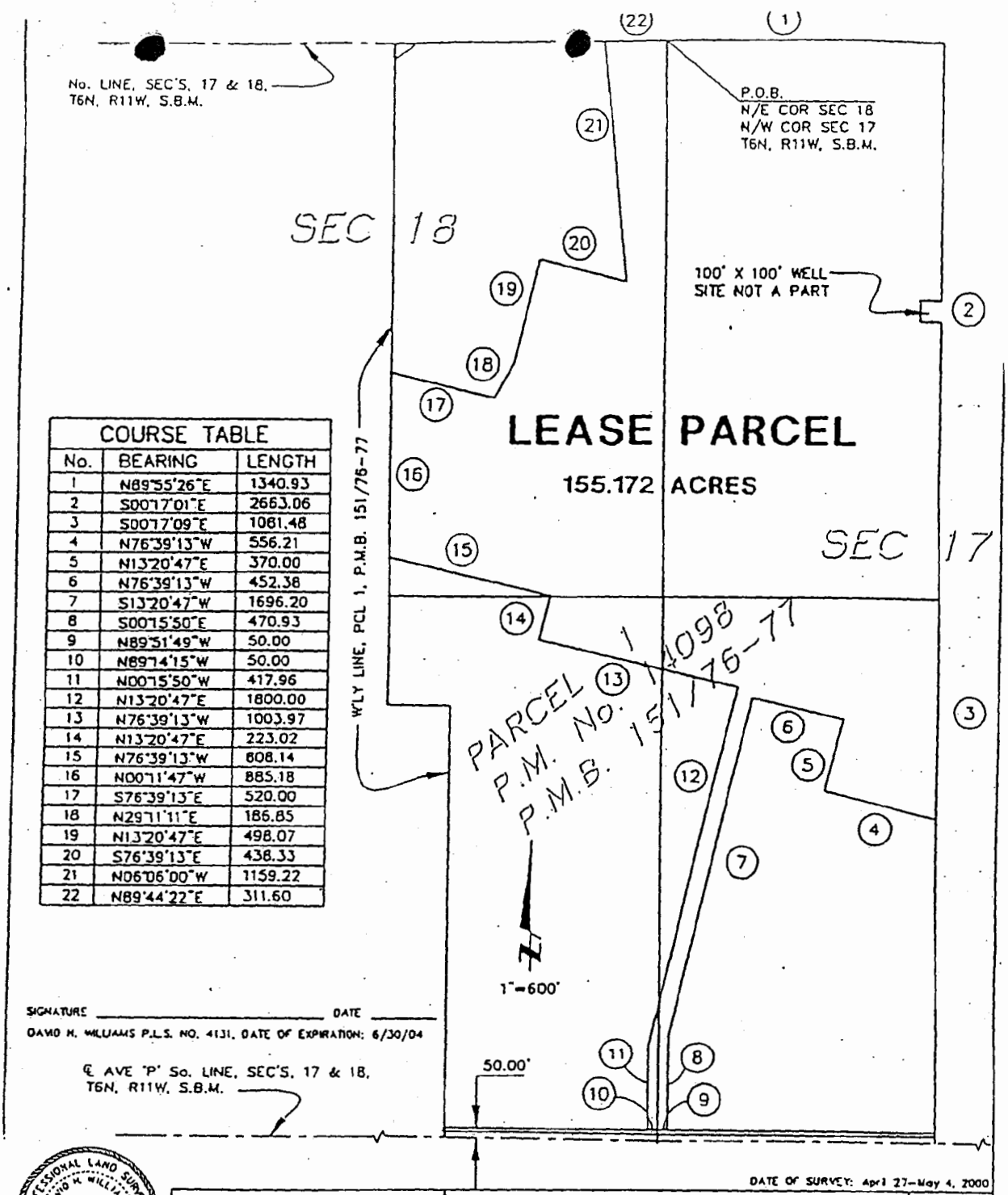
Area: 44,908 square feet
Description: Concrete tilt-up recreation building on two levels with central lobby and atrium plus outside recreation fields. First floor provides a gymnasium, large kitchen, four racquetball courts, workout and weight rooms, plus locker rooms. Upper floor has multipurpose rooms for meetings, workout, aerobics. Field area includes picnic area, playground, four tennis courts and two baseball diamonds.

PALMDALE MODIFICATION CENTER
2825 E. AVE P PALMDALE, CA.



Rockwell Lease

Currently 186.6 A
Additional Reduction 36.8 A
Net Remaining 150.0 A



COURSE TABLE		
No.	BEARING	LENGTH
1	N89°55'26"E	1340.93
2	S00°17'01"E	2663.06
3	S00°17'09"E	1061.48
4	N76°39'13"W	556.21
5	N13°20'47"E	370.00
6	N76°39'13"W	452.38
7	S13°20'47"W	1696.20
8	S00°15'50"E	470.93
9	N89°51'49"W	50.00
10	N89°14'15"W	50.00
11	N00°15'50"W	417.96
12	N13°20'47"E	1800.00
13	N76°39'13"W	1003.97
14	N13°20'47"E	223.02
15	N76°39'13"W	608.14
16	N00°11'47"W	885.18
17	S76°39'13"E	520.00
18	N29°11'11"E	186.85
19	N13°20'47"E	498.07
20	S76°39'13"E	438.33
21	N06°06'00"W	1159.22
22	N89°44'22"E	311.60

URS
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TEL (714) 835-6886

P.M.:	DHW	CHKD.:	DHW
SURVEY P.C.:	TJT	FLD CHK:	ER
DRAWN:	BCA		

EXHIBIT 'A'

BOEING MAINTENANCE FACILITY
LEASE PARCEL

PROJECT NO. 57-03344035.01

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CALIFORNIA COUNCIL on BASE SUPPORT and RETENTION

Testimony of the Honorable Donna Tuttle

Mr. Chairman and Members of the Commission:

Good afternoon and thank you for conducting this hearing in California. As you know the defense department has a significant military presence in California and it is our position that such a presence is justified, especially when considering the future needs of America's military forces.

I want to take a moment to go into some specific examples of why California is so well suited to meet the needs of our defense forces now and in the future.

California possesses irreplaceable combinations of sea, air and land ranges, and training sites, which provide limitless synergies for training all the armed services in joint operations at any time of year. Nowhere else in the continental United States can joint air, land and sea operations be conducted so seamlessly as in California.

California's unique combination of massive un-encroached air, sea, and land masses provides test and operating areas of the highest efficiency and potential to military planners nationwide. Missiles launched from offshore deep water operating areas over fly California and impact ranges throughout the southwest defense complex, all the while being tracked and monitored continuously from facilities in California.

The largest restricted air space in the continental United States over lays California realty. The large land masses at China Lake, Edwards AFB and the national training center at Ft. Irwin, combine to create a real-time training environment which, when combined with the offshore operating areas of California's coastline, provide every element of training, whether individually or jointly, for all the armed services.

The emerging emphasis on joint training and operational activities requires these large restricted training spaces be co-located or contiguous. That is exactly the footprint and landscape in California where access to the inland ranges is unimpeded from the offshore operating areas.

As an example the mountain warfare training center, located near Bridgeport, has been home to joint training for special operations, marines, and army forces for many years. The National Training Center at Ft. Irwin and comparable facilities at Fort Hunter Liggett and Camp Roberts, ensure that deploying troops are trained and operational in the latest battlefield tactics, regardless of climate or terrain.

California's historical leadership developing and testing new weaponry has been continuous and unmatched since World War II. Those facilities, China Lake Naval Weapons Testing Center, Naval Base Ventura County, Edwards AFB, and Vandenberg AFB all contribute to our recognized leadership in weapons technology.

The military infrastructure in California has been built up over several generations. Prior rounds of base closures ensured that all excess had been removed previously. What is left in California now is exactly what the military needs to meet emerging threats and to develop new weaponry, tactics, and proficiencies to meet these threats. The efficiencies that emanate from the co-location of China Lake Naval Weapons Station and Edwards AFB, for instance, are not found anywhere else in the country. So also the combination of training, operations, and technical support that resides in the San Diego metro area and nearby air operating areas which enable naval aviators and surface fleets to train in the most realistic environment available at the highest efficiencies possible. To capture some of the jargon, most of the operational and training naval air sorties throughout California are flown on "one tank of gas".

It is exactly this combination of superlative physical assets, human resources and educational institutions, when combined with generations of leadership by the state's defense industries, that makes our current military facilities so valuable to national strategists.

Finally, as a result of this continuum of excellence in operations and training, and the technological developments as a result of the challenges faced by California's intellectual network during World Wars I, II, Korea, Vietnam, and the current conflicts, there is resident throughout all these military facilities a cohort of superbly trained, heavily experienced professionals who know every nuance of military technology and its most effective, efficient application. The expertise and leadership that comes out of the systems missile command, and the academic leadership and ingenuity in program management produced at the Naval Postgraduate School, Monterey, have resulted in America's continuing leadership in critical fields of military aerospace technology and technical doctrines for all aspects of future force projection.

It is for all these specific reasons, and for the reason that California simply provides the most amenable climate, challenging geography, multilink-faceted topography, and legions of trained experts, that the training and operational facilities here are the best in the world and the most capably suited to meet the needs of America's future fighting forces for generations to come.

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Mr. Chairman and Members of the Commission:

Good afternoon and welcome to California. Thank you for the interest you are showing in California and the many excellent military facilities that reside here. We realize you are extremely busy and have a very demanding schedule.

All Californians were extremely gratified at the confidence placed in our facilities by Secretary Rumsfeld's initial recommendations which recognized our excellent facilities, strategic location, outstanding capacities for future training and operational activities.

I want to take a moment to describe our Council on Base Support and Retention.

Early last year the Governor solicited statewide support to ensure that California put its best foot forward in the base retention debate. A council of nineteen members - eleven senior flag officers representing every branch of service and the guard and eight senior business executives was formed. That group met several times to lay out a strategy to describe California's value to national military and strategic objectives. We held several field hearings statewide to discuss with interested communities how they could best make the case for the military value of their nearby base. Our underlying objective was to ensure that those closest to the issues – the local communities and their leaders – were committed to making the case for the value of their base, given the criteria set down by Secretary Rumsfeld.

In advance of those hearings we outlined what we felt the underlying schematic should be – first a critical analysis of the emerging world stage and an assessment of where our national challenges lie. It was apparent that the challenges of the 21st century lie in the Pacific Rim and the Far East – with China, Taiwan and the Koreas being at the forefront of national strategic planning.

With that in mind, and with the lessons learned from recent and ongoing conflicts, we also examined, through the eyes of our experienced military members, what the future force should look like with an emphasis on increased efficiencies, joint operations, and a more technically superior and well trained force.

Finally, we compared those assessments with actual assets in California, giving special attention to existing capabilities and future capacities to handle additional or new

missions, while recognizing and working on the reduction of constraints to efficient military operations here in the state.

The result of these efforts produced the report introduced into the record by Governor Schwarzenegger. That report, entitled "California, the Key to Transforming America's Military" has proven valuable and prophetic. We believe it outlines a path for transformation of the military through the judicious use of our training ranges, operational sites, and resident intellectual capital to assist the Secretary of Defense as he transforms it into an effective deterrent and means of power projection of national interests well into the twenty-first century.

To be frank, it should also be pointed out that over the past four BRAC rounds, California lost 30 percent of the bases closed in the united states and lost over 100,000 jobs. While this process was difficult and traumatic for the communities involved, it is also fair to say that that process helped to eliminate redundancy and trimmed California's bases to essential military missions.

Today you will hear from several communities who, in good faith, respectfully disagree with some of the Secretary's initial recommendations. You will also hear from some communities who will address questions you have raised in the past few weeks. They are all well prepared and very articulate and we commend them to your careful review.

We also ask you not to forget those communities not here today. Every community near a military base throughout the state has participated fully in our Council efforts and in many other activities contributing to our report. All our communities are watching these hearings and your deliberations just as closely as those appearing before you today.

In closing, again, welcome to California. We look forward to this hearing and to your conclusion that the bases in California do indeed have value for national objectives now and in the future.

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NAVAL AIR WEAPONS STATION
CHINA LAKE

COMMUNITY COMMENTS AND RECOMMENDATIONS TO BRAC COMMISSION

China Lake Defense Alliance
Ridgecrest, California
July 14, 2005

FOREWORD

This document was prepared by the China Lake Defense Alliance, the community based organization supporting the Naval Air Weapons Station China Lake. It contains the comments and recommendations to the BRAC Commission of the base's host community, Ridgecrest, California and the surrounding Indian Wells Valley.

Our intent is to provide enough supporting data located at a series of tabs to assist the Commission and its staff in assessing the basis and validity of our comments. In addition to this document, the City of Ridgecrest has prepared a notebook containing data on the city, county and their infrastructure supporting China Lake and its employees.

We have also attached a copy of the Powerpoint presentation accompanying our remarks to members of the Commission at the Los Angeles regional hearing and a digital copy of the presentation, this document and other relevant material.

We welcome questions from members of the Commission and its staff.

China Lake Defense Alliance
phil@iwvisp.com
wbpmfp@iwvisp.com

CONTENTS

Tabbed Sections

CONTENTS (Continued)

INTRODUCTION

Our comments and recommendations are associated with the realignment recommendations of the Technical Cross Service Working Group (TCSWG) to create a Naval Integrated Research, Development & Acquisition (RDATT&E) Center and to relocate Sensors, Electronic Warfare and Electronics RDAT&E from Point Mugu to China Lake. As you would expect we support both recommendations, except that we object to excluding relocation of Program Management Offices to the proposed Integrated Weapons and Armaments RDAT&E Center.

In the main body of this document we will present an overview of our position. We will attempt to summarize the logic of our views in a reasonably compact form. In sections to follow we will present a more detailed case, including step-by-step excursions through the BRAC assessment criteria and Secretary of Defense's BRAC goals in tabs associated with each recommendation and the case where we challenge a recommendation. In these sections we will include excerpts from the Technical Joint Cross Service Group's report for the convenience of members of the Commission and its staff. At tabbed sections we have the eight BRAC criteria and Secretary of Defense BRAC goals, our assumptions of the criteria to be used by the Commission in evaluating Defense Department and community recommendations, and the final COBRA reports.

The BRAC Commission has accepted a daunting task with little time to accomplish it. We hope our comments will be accepted as helpful to you in making your assessments and decisions. We appreciate your commitment and interest in making our military base infrastructure more efficient and effective.

Our general interest is in the area of weapons, weapons-aircraft integration, and sensors and electronic warfare systems. We support armed forces transformation, as we understand it. China Lake can contribute beyond weapons development and testing in applying advanced technology to contribute toward integrating joint force operations and training, and supporting the communications and human-machine interfaces for surveillance, command and control, fighting platforms and personnel.

Frankly, we were disappointed that the services failed to take full advantage of a golden opportunity for more joint activity in the RDAT&E arena. In the material accompanying this document, we have included a proposal for joint service aerospace RDT&E integration at Edwards Air Force Base, China Lake and Point Mugu. On the other hand we are pleased that a step was taken in the Navy to consolidate its scattered activity in weapons and armaments RDAT&E, and that the recommended site for the integrated center is China Lake.

As BRAC Commissioners you will hear from many base host community representatives, and no doubt hear that in each community where jobs would be lost they are convinced that the responsible BRAC recommendation was bad. Each community will offer alternatives favorable to its situation and economy. If any of these alternative proposals

were accepted, the affected communities would be pleased, but the positive impact of creating an integrated RDAT&E center including sensors and electronic warfare would be proportionately reduced.

COMMUNITY RECOMMENDATIONS

In summary, our recommendations to the BRAC Commission affecting the Naval Air Weapons Station China Lake are:

- **Support the creation of a Naval Integrated Weapons and Armaments RDAT&E Center at China Lake**

- **Reject the exception of Program Management Offices from moving to China Lake from Patuxent River. We do not challenge retaining the Program Executive Offices from Patuxent River**

- **Support relocating Sensors, Electronic Warfare, and Electronics RDAT&E from Point Mugu to China Lake**

- **Resist diluting the functions and number of personnel moving to China Lake in support of the Naval Integrated RDAT&E Center and Sensors, Electronic Warfare and Electronics RDAT&E**

- **We do not challenge recommendations to move fixed wing aircraft intermediate maintenance and guns and ammunition RDAT&E from China Lake to other locations.**

OUR ASSESSMENT APPROACH

The many bases in the scenario particularly complicate assessing the Naval Weapons and Armaments RDAT&E Center. The RDAT&E Center creation recommendation affects 8 sites counting both sites of the Naval Base Ventura County.

We suggest starting with the Technical Cross Service Working Group's basic premise that integration of weapons and armaments RDAT&E offers benefits, proceeding to site selection and, finally, into the specific functional transfers. A top down approach offers a clearer perspective and facilities a structured review-decision process.

This process can be formulated in a series of questions:

1. Does creation of an Integrated Weapons and Armaments RDAT&E Center conform to the BRAC military value criteria, and does it support the Secretary of Defense's BRAC 2005 Goals?

2. If the answer is yes, does China Lake appear to be the appropriate site for the integrated center as recommended by the Technical Cross Service Working Group?

3. If the answer to question 2 is yes, is each of the recommended functional transfers in conformance with BRAC military value criteria, the Secretary's goals, and were the costs assessed consistently, fairly, and properly with certified data?

4. Are the recommended functional transfers in conformance with Criteria 5-8?

5. If the answers support the recommended functional transfers, are there any errors or structural missteps that would change the conclusions

In considering the relocation of Sensors, Electronic Warfare, and Electronics RDAT&E from Point Mugu to China Lake, we suggest a similar chain of questions although with only two bases under consideration, the process is simplified.

In this document we will comment on each question in order and follow up with a detailed discussion in the tabbed sections.

DOES CREATION OF A NAVAL INTEGRATED WEAPONS AND ARMAMENTS RDAT&E CENTER MEET MILITARY VALUE CRITERIA?

The Technical Cross Service Working Group (TCSWG) recommended consolidating weapons and armaments RDAT&E at a center in each service. In its report The TSWG stated, "This recommendation enables technical synergy, and positions the Department of Defense to exploit center-of-mass scientific, technical and acquisition expertise with weapons and armament Research, Development & Acquisition that currently resides at 10 locations into the one Integrated RDAT&E site, one specialty site, and an energetics site".

It's interesting to note that the TJCSG carried the notion of integrating the services' weapons and armaments RDAT&E programs as scenarios early in the process. It isn't hard to understand why for the Navy with 10 bases scattered about the country with a consequent fragmentation of effort and lack of focus. This was an obvious approach toward meeting Secretary of Defense Rumfeld's goal to maximize both effectiveness and efficiency as well as enhancing the overall military value of the Navy's weapons and armaments RDAT&E.

Integrating Weapons and Platform RDAT&E can be relatively easy to implement because the technologies associated with guided missiles, bombs and rockets are similar whether the weapon is launched from a ship, the ground, an aircraft or UAV, or a submarine. China Lake, in fact, has played a major role in programs for all services and for weapons launched from all platforms.

If there was no concern over the level of appropriations for weapons RDAT&E, the dispersion of assets might be more tolerable. The funding climate today is such that there are few new programs, and priorities for funding weapon research and technology are relatively low. In the air launched weapon arena, the few development programs are joint

with the Air Force. It just doesn't make sense to scatter the Navy's assets.

A discussion in more depth on the validity of the TJCSG's recommendation to create a Naval Integrated RDAT&E Center, including how each BRAC criterion is met and excerpts from the TJCSG report is located at TAB D.

The final COBRA report is included at TAB G.

IS CHINA LAKE THE APPROPRIATE SITE FOR INTEGRATED WEAPONS AND ARMAMENTS RDAT&E CENTER?

In its report the TJCSG's comments on the reason for locating the Naval Weapons and Armaments RDAT&E Center are: "All actions relocate technical facilities with lower overall quantitative Military Value (across Research, Development & Acquisition and Test & Evaluation) into the Integrated RDAT&E center and other receiver sites with greater quantitative Military Value.

Consolidating the Navy's air-to-air, air-to-ground, and surface-launched missile RD&A and T&E activities at China Lake, CA, would create an efficient integrated RDAT&E center. China Lake is able to accommodate with minor modification/addition both mission and life-cycle/sustainment functions to create synergies between these traditionally independent communities."

In fact, China Lake is uniquely qualified. It is the Navy's largest center, over 1.1 million unencroached acres; it jointly manages the country's largest restricted airspace with Fort Irwin and Edwards Air Force Base; it has the most complete set of laboratories and ranges; it has shown the ability to support the needs of all the services and our allies; and it's approximately 130 air miles from the Navy's Point Mugu Sea Range, affording direct access to the sea and a variety of terrain features.

China Lake Ranks Highest in Military Value

By law, the recommendations must observe the eight criteria with precedence given to the first four on military value.

TJSCG Military Value Rankings. The TJCSG developed a factor in rating each military activity's programs and capability to perform all or part of weapons and armaments RDAT&E. Separate ratings were developed for Development and Acquisition, Research, and Test and Evaluation. Among the bases affected by the scenario, China Lake ranked at the top in these military value ratings in each of the three categories as shown in the table below:

Development & Acq.		Research		Test and Evaluation	
China Lake	0.4982	China Lake	0.5062	China Lake	0.6391
Dahlgren	0.4669	Indian Head	0.3336	Pt. Mugu	0.6238
Patuxent River	0.3660	Dahlgren	0.2834	Dahlgren	0.4055
Port Hueneme	0.3103	Patuxent River	0.1826	Patuxent River	0.1074
Indian Head	0.2782	Pt. Mugu	0.1770	Crane	0.0930
Crane	0.2292	Crane	0.1754	Indian Head	0.0787
Pt. Mugu	0.2252	Port Hueneme	0.1156	Port Hueneme	0.0622
Seal Beach	0.1424	Seal Beach	0.0375	Seal Beach	0.0564

The table is extracted from published rankings for bases in all military services. In the composite cross service lists China Lake ranked third in each of the here categories, and if a single composite ranking were developed encompassing the three categories, China Lake would have ranked number one among all of the bases involved in weapons and armaments RDAT&E.

Ability to Accept Realignment. China Lake is by far the installation most capable of accepting functions and personnel as an integrated site. China Lake has:

1. The largest area of any Naval with over 1.1 million acres with a variety of terrain features and an ideal climate for testing

2. The largest restricted airspace in the United States, sharing management with the Air Force and Army

3. Physical and electromagnetic isolation for safety, security and radio frequency operational integrity

4. The most complete set of ranges and laboratories in the Navy capability of performing all weapon RDAT&E functions except sea range testing

5. Involvement with every major weapon system in the Navy inventory and many in Army and Air Force

6. No industrial, commercial or residential encroachment

7. Broadly based, competent workforce experienced in all phases of weapons development

Full Spectrum Capability. China Lake's competence and experience extends across the full spectrum of RDAT&E and beyond. China Lake is effective in basic research, technology advancement, modeling and simulation, system development, production oversight, acquisition management support, test and evaluation, logistics technical support, and in-service engineering including direct support of systems in combat environments.

Aircraft-Weapon Integration. China Lake is the Navy's support activity for integrating weapons and armaments on fighter and attack fixed and rotary wing aircraft. China Lake has responsibility for periodic updates to the millions of lines of computer code in the operational software that support combat capability of the F/A-18 family, AV-8B and AH-1J aircraft.

The China Lake F/A-18 Weapons System Support Activity has reached the pinnacle of the Software Engineering Institute's software development rankings. Early in 2005 the F/A-18 weapons integration team reached Level 5, the highest rating by the independent Software Engineering Institute, placing China Lake at the pinnacle of software developers in the United States. Only a few percent of software houses, public or private, have reached Level 5.

A MILCON project is in the pipeline to expand the F/A-18 Weapons Integration Laboratory which will enhance its capability to accept operational software support functions for the EA-18G aircraft, the planned replacement for the EA-6B.

Ability to Recruit Competent Scientists and Engineers. In any major functional transfer there will be a substantial number of personnel who choose retirement or find a position in their local area in preference to moving. The technical environment at China Lake is conducive to high employee satisfaction, as indicated by a high retention rate, which will help to persuade competent people to move to the Lake. Nevertheless, there will be the need to recruit new employees during the transition period.

China Lake has been highly successful in recruiting over the years. Even after a long dry spell during the 1990s drawdown when recruiting was not performed, China Lake was able to recover its recruiting prowess during the period 2000-2005. Its success is due to a combination of factors:

- Campus recruiting is performed at schools populated by rural and small town students attracted to the China Lake-Ridgecrest environment

- Recent graduates, who personally know the school and many of the engineering and science graduating students, are sent on the recruiting teams to their alma maters. New employees are encouraged to stay in touch with students back at their schools to acquaint their friends with the challenging and interesting work in which they are engaged.

- China Lake's personnel system is based on a demonstration project from the 1970s that offers higher starting salaries and fast promotion opportunities for high-level performer.

The recruiting success for bachelor and graduate degree students has been extended to hiring experienced scientists and engineers already in the work force.

[Show statistics with commentary]

Transformation. On November 15, 2002 Secretary of Defense Rumsfeld sent a memorandum to the armed services, defense agencies and other defense leaders setting goals and establishing the assessment structure for BRAC 2005. He entitled the memorandum *Transformation Through Base Realignment and Closure.* He clearly intended for the BRAC evolution to support transformation in "maximizing *both* efficiency and effectiveness". (The italics are in Secretary Rumsfeld's memorandum).

On September 8, 2004 the Acting Undersecretary of Defense (AT&L) recommended to the Infrastructure Steering Group (ISG) 77 options for transformation. Although the ISG failed to agree on any transformational criteria for BRAC 2005, the Cross Service Working Groups were free to use the options in their scenarios and assessments.

The following consolidation option in the letter applies:

Option 33. Evaluate Service-Centric concentration, i.e. consolidate within each Service:

- *Within a Defense Technology Area Plan (DTAP) capability area*
- *Across multiple functions (Research, Development & Acquisition; Test & Evaluation)*
- *Across multiple DTAP capability areas. Source and Application: Technical*

The second element of Option 33 would be implemented in the Integrated Weapons and Armaments RDAT&E Center and Sensors, Electronic Warfare and Electronics at China Lake.

The Undersecretary's options fall mainly in the category of improving efficiency, but transformation extends far beyond improving efficiency. In the Department of Defense publication April 2003 *Transformation Planning Guidance*, transformation is defined in terms of every activity of the armed forces encompassing how we fight, how we manage and how we work with others. Developing and integrating weapons technology and harmonizing that technology with joint forces battle force elements, doctrine and tactics are expected to support transformation.

Although many of us are disappointed that the BRAC recommendations fall far short of the degree possible in furthering transformation and joint service activity, transformation in all of its aspects should be an important consideration in evaluating BRAC recommendations.

Placing the Naval Integrated Weapons and Armaments RDAT&E Center at China Lake is transformative in two ways; first, it brings together all elements of weapons and armaments system acquisition, co-locating technical and military people with a range of experience across the Naval warfare spectrum which will breed innovation and synergy; second, by locating the Center at China Lake along with the electronic warfare and other avionics integration expertise at a site with a full spectrum capability, additional opportunities will arise for connectivity of weapons, platforms and other battle force and

national warfare assets.

China Lake is located in the Mojave Desert at the foot of the Sierra Nevada Range in a sparsely populated area with clean air and freedom for encroachment from residential, commercial and aviation elements. A comment in the TCSWG report of poor air quality is out of date and in error. Contrary to the report, China Lake is in attainment for 24-hour ozone.

China Lake, partly because of recruiting advantages from the Personnel Demonstration Program, is a successful recruiter. It has developed a process using recent alumni as recruiters that is very effective.

ARE EACH OF THE RECOMMENDED FUNCTIONAL TRANSFERS IN ACCORDANCE WITH MILITARY VALUE CRITERIA, SECRETARY'S GOALS AND WERE COSTS ASSESSED CONSISTENTLY, FAIRLY AND PROPERLY WITH CERTIFIED DATA?

We believe that each recommended functional transfer met all military value criteria and conformed to the Secretary of Defense's transformation goals. There was one instance in which a decision was made-- that of excepting the move of Program Executive Offices and Management Offices -- with no documentation other than a terse statement that the Navy objected to the move, and no documentation on the reason for accepting the Navy's objection.

IS EACH OF THE RECOMMENDED FUNCTIONAL TRANSFERS IN ACCORDANCE WITH THE "OTHER" (5-8) CRITERIA?

Criteria 5 through 8 cover issues on implementation costs, the economic impact on affected communities and community infrastructures, and environmental issues. The TJCWG's conclusion that China Lake can accept transfers of function and personnel within the context of criteria 5-8 is correct.

Criteria 5 - Implementation Cost and Payoff.

The cost data and payoff periods for the Integrated Weapons and Armaments RDAT&E Center were calculated consistently with BRAC norms and based on certified data. The results indicate a payoff that supports the decision, especially considering the high military value payoff.

Criteria 6 - Economic Impact

The TJCSG report[1] shows the host community, Ridgecrest, as part of the Bakersfield Metropolitan Statistical Area in accordance with policy. Ridgecrest is largely separated from Bakersfield and to assess economic impact on Bakersfield or the ability of Bakersfield to accommodate BRAC recommendations makes no sense. Ridgecrest and the Indian Wells Valley within which it is located should be considered as a separate Micropolitan Statistical Area. Ridgecrest and the Indian Wells Valley economy is about 80 percent dependent on China Lake. Thus any change in the employment of China Lake will impact the community proportionally.

Criteria 7 - Community Infrastructure

The TJCSW report on Weapons and Armaments RDAT&E in Volume XII finds China Lake capable of accepting the functions and people associated with creation of an integrated center.

Ridgecrest and Kern County are fully prepared to accept the additional families. The critical infrastructure elements such as water, waste treatment and medical facilities are already available, the schools can pick up the additional students, and the city and county have plans in place to accommodate growth. A detailed document accompanying this one is included in the package supplied to the Commission and its staff.

China Lake's host community, the City of Ridgecrest and surrounding unincorporated are isolated from the Bakersfield metropolitan area by distance (110 highway miles), the Sierra Nevada Mountain Range and desert landscape. Its isolation, climate and terrain are reasons that China Lake was selected as the Navy's principal weapons RDT&E center in the first place.

The host community grew because of China Lake, and it has adapted itself to accommodate the Naval Air Weapon Station's needs. In considering the ability of the community's infrastructure to handle an influx of 2,469 direct jobs and 3,191 contractor and community service jobs and their families, one can begin by reminding oneself that this influx doesn't represent a growth at all by historic standards. At its peak before the 1990s drawdown, China Lake's civilian work force was actually a bit larger than it will be if all of the BRAC recommendations are accepted and followed. The support contractor complement was also larger than now. The town will be larger than its earlier peak because of retirees who settled there and other normal growth factors, but not by a significant amount.

The City of Ridgecrest and surrounding unincorporated area is fully capable of supporting the increase in population associated with the recommended BRAC moves and associated indirect job growth. The arrival of 2,500 base employees would not represent a new condition for the base or the host community. There has been some offset to the local community's population loss by retirees from China Lake and out of area, but

[1] Volume 1, Appendix B *BRAC 2005 Closure and Realignment Impacts by Economic Area*

residential space and community infrastructure are more than adequate to accept a larger influx than that associated with BRAC.

A rapid population expansion isn't new for Ridgecrest. Up until the 1960s China Lake was designated as a "remote area" and, consequently, base housing rents and utility fees were kept very low. Most of the employees lived on the base with Navy commissary and exchange privileges. Lifting of the remote area designation caused a mass exodus from the base. At around the same time of former Corona employees caused a surge in population that compares in many ways to that that would occur from the BRAC 2005. The table on the next page shows the Ridgecrest population history.

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City of Ridgecrest Population
(Figures from 1982 on include NAWS Population/Housing)

Year	Population	Housing Units	% Change
Pre 1940	--	32	
1950	2028		
1960	5467	1536	
1970	7629	3030	
1971	7900		
1972	9024		
1973	12950		
1974	13050		
1975	13500		
1976	13600		
1977	13750		
1978	14610		
1979	15050		
1980	15750	6347	
1981	16148	6831	
1982	20704	8284	
1983	21315	8415	3%
1984	22162	8702	4%
1985	22967	9102	4%
1986	23716	9731	3%
1987	24973	10460	5%
1988	26836	10670	8%
1989	28639	11049	6%
*1990	28295	11166	-1.20%
*1991	28700	11483	1.40%
1992	29000	11640	1%
1993	29400	11777	1.40%
1994	29250	11849	-0.50%
1995	28900	11899	*-0.10%*
1996	28773	11776**	*-0.40%*
1997	28741	11786	*-0.30%*
1998	*28077*	*11802*	*-0.20%*
1999	27373	11537	-0.02%
***2000	24927	*11309*	-0.09%
2001	25217	11310	0.01%
2002	25555	11313	0.01%
2003	25798	11342	0.01%
2004	25842	11382	0.00%
2005	26493	11419	0.02%

* Adjusted for 1990 Census
** Difference in housing units reflect demolition project at China Lake
*** Adjusted for 2000 Census

Part of the growth in 1981-82 occurred from the annexation of China Lake.

Incidentally, despite "I won't go" comments, the majority of the Coronal employees came to China Lake and integrated successfully. The following table shows the population history of Ridgecrest including bursts of growth in the early 1970s and another in the 1980s.

Criteria 8 - Environmental Impact.

The statements on poor air quality in Volume XII are inaccurate, and statements on environmental issues might be taken out of context.

The Defense Department data in the TJCSG is in error concerning air quality. At one time, Ridgecrest-China Lake was included with the San Joaquin Valley Environmental Control District in spite of being isolated from the Valley by the Sierra Nevada Range. The Environmental Protection Agency has since accepted petitions by Kern County and the State of California to carve out Eastern Kern County from the San Joaquin Valley District into a separate air quality zone. Air quality data showing compliance with the 24-hour ozone standards was supplied and accepted, and the Environmental Protection Agency recognizes Ridgecrest-China Lake and other East Kern communities as being in compliance.

The China Lake ranges have a number of plants and animals recognized as threatened or endangered as well as Native American archeological sites that must be protected. This must be taken in context with the enormous area of the China Lake Air Weapons Station, over 1.1 million acres. Range facilities and impact areas, roads, laboratories and the administrative and housing areas actually occupy less than 10 percent of this vast area. China Lake has won awards for its environmental program. Accommodating the added functions and personnel will not affect the environmental sanctity of species or archeological treasures.

Detailed discussions are contained at TAB D.

CHALLENGE TO EXEMPTION OF LOCATING PROGRAM MANAGERS AT CHINA LAKE

The TJCSWG agreed to a last minute Navy objection to locating Program Executive Offices and Program Management Offices at the Naval Integrated Weapons and Armaments RDAT&E Center. The objection was cited in a brief statement in the April 26, 2005 minutes of the Technical Joint Cross Service Group weekly conference without documenting the basis of the Navy's objection. In the May 2, 2005 minutes there was a notation that the "TJCSG Principals agreed to eliminate from TECH-0018 the relocation of PEO/PMs from Naval Air Station Patuxent River to Naval Air Weapons Station China Lake."
There was no documentation on the basis for the Technical Joint Cross Service Group's decision.

The community challenges this decision on several grounds as listed below. It recognizes that there are some benefits to placing the management function near the headquarters, and believes that the Commission might consider a compromise by moving the Program Management Offices to China Lake while leaving Program Executive Offices at the headquarters area in Patuxent River. We firmly believe that co-locating Program Management Offices and the Integrated Weapons and Armaments RDAT&E Center is essential to the most effective and efficient arrangement for the following reasons:

1. The location of program managers with the weapons and armaments technical work force enhances consideration of technical factors in decision-making. Program management separation from expertise leads to lack of balance in program decisions.

2. Separation of program managers from technical performers leads to staff duplication and higher costs. Staff layering is inevitable and headquarters staff members set up communications and reporting with corresponding field staff members that aren't needed if management and field are co-located.

3. Though there was no documentation for the Navy's objection to locating program management offices at the integrated center, one might assume that the Navy argued that the management office must be located close to Washington headquarters for the day to day contacts between programs and higher authority. Perhaps the Navy pointed to daily visits to the Pentagon which would require an enormous number of trips between China Lake and Washington DC at a cost that would more than offset the cost of trips of China Lake technical personnel to Patuxent River under the current system. Of course this assumes a business as usual approach, and ignores the availability of communications options that don't required face-to-face contact. China Lake and headquarters highly capable video teleconferencing facilities and e-mail communications are far more efficient than coping with the distance and traffic involved with drives between Patuxent River and the Pentagon.

4. Perhaps the Navy argued that the weapons offices had to be close to the aircraft and other program offices for daily conferences. This argument has some validity, but suffers from some of the issues referred to in Point 3 above. Communications options today exist to assist platform-weapon communications.

5. The point about the need for manager-headquarters and weapons-platform communications is further eroded by joint service program considerations. Most new weapons programs and the Joint Strike Fighter are joint between the Navy and Air Force. Over half the joint weapons program offices are at Eglin Air Force Base and the Joint Strike Fighter program office is at Wright Patterson Air Force Base. Locating program offices at Patuxent River has little impact on these joint programs. Presumably the communications issue is being handled for these programs.

6. The Air Force and Army weapons and armaments RDAT&E centers are located in the field. They seem to be functioning quite well. It should be pointed out that the Navy has a West Coast program office operation well away from Washington DC in San Diego. In fact the entire Space and Naval Warfare Systems Command operates quite effectively away the Beltway.

7. It was clearly the original intent of the Technical Joint Cross Service Group to co-locate program management at the integrated RDAT&E centers. The "Acquisition" in the title implies this as well as analyses and recommendations prior to April 26th. The decision to exempt the Navy was limited to the Navy integrated center and was made at the last minute.

8. It must be reiterated that this last minute change was made without documentation available to the Commission and the public.

A more detailed analysis with a discussion of cost and other implications is located at TAB E.

NEED TO FOLLOW INTEGRATION RECOMMENDATION IN ITS ENTIRETY

The recommendation to create an integrated RDAT&E center assumes that the center will in fact house the Navy's weapons and armaments RDAT&E capability in its entirety with the exception of functions assigned to specialty sites for guns and ammunition, energetics, and shipboard systems. Communities and centers realigning components to the integrated center will no doubt object to the moves and try to build cases for retaining as many sub-functions and personnel as possible.

We urge the Commission to reject requests to dilute the integration. If portions are held back for whatever reason, the effectiveness of the new center will be eroded and the opportunity will arise to creep back over time to the old fragmented Navy effort.

The implementation phase also presents the danger of mission dilution of the integrated center, but at least the mission of the integrated center will be clear, and the potential mitigation of capability will be subjected to critical examination within the services.