

***DEFENSE BASE CLOSURE AND REALIGNMENT COMMISSION  
2521 CLARK STREET, SUITE 600  
ARLINGTON, VIRGINIA 22202  
(703) 699-2950***

**MEMORANDUM OF MEETING**

**DATE:** 11 August 2005

**TIME:** 0700

**MEETING WITH:** Florida Delegation

**SUBJECT:** Potential use of Cecil Field

**PARTICIPANTS:**

Governor Jeb Bush  
Mayor Peyton  
ADM Robert Natter, USN, Ret.  
CAPT John Leenhouts, USN, Ret.  
CAPT Dan McCarthy, USN, Ret.  
Dr. Pam Dana

Mr. Anthony Principi, Chairman  
Mr. Sam Skinner, Commissioner  
Mr. James Hansen, Commissioner  
Gen Lloyd Newton, USAF, Ret., Commissioner  
Mr. Charlie Battaglia,  
Mr. Frank Cirrilo  
Mr. James Hanna\*

**MEETING SUMMARY:**

Delegation presented their case for the use of Cecil Field as a replacement for NAS Oceana in the event that NAS Oceana is closed by the Commission.

\* Denotes individual responsible for completing the memorandum

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ADM Harold Gehman, USN, Ret., Commissioner

Mr. Phillip Coyle, Commissioner

BGen Susan Turner, USAF, Ret., Commissioner

Mr. James Bilbray, Commissioner

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JEB BUSH  
GOVERNOR

STATE OF FLORIDA

# Office of the Governor

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TALLAHASSEE, FLORIDA 32399-0001

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August 1, 2005

The Honorable Anthony J. Principi  
Chairman  
BRAC Commission  
2521 South Clark Street, Suite 600  
Arlington, VA 22202

Dear Chairman Principi:

I am writing in regards to the July 19, 2005, vote of the Base Realignment and Closure (BRAC) Commission to consider Naval Air Station (NAS) Oceana for closure, and to emphasize the State of Florida's overwhelming support that former NAS Cecil Field be considered as its replacement.

The recent vote by the Commission to consider closing NAS Oceana was based on the Navy's well documented testimony that NAS Oceana and its Navy Outlying Landing Field (NOLF) Fentress have suffered serious and unabated encroachment—a widely known situation that has worsened since the 1993 BRAC round that made Oceana the only Navy Master Jet Base for the Atlantic Fleet's Carrier based aviation force. Exacerbating matters, severe encroachment has impacted flight operations around NAS Oceana and NOLF Fentress to the point that our nation's naval aviators have had to adjust their flight training such that their flight profiles at Oceana/Fentress no longer replicate those flown for aircraft carrier approaches. The serious and increasing encroachment at Oceana/Fentress has also resulted in the Navy's Court-aborted attempt to spend more than \$100 million for a new NOLF in North Carolina.

As a result of these realities and the Commission's subsequent vote regarding NAS Oceana on July 22 at the BRAC Hearing in New Orleans, the Jacksonville community, Florida's Congressional Delegation, and I request that former NAS Cecil Field be considered as a replacement for NAS Oceana. As you know, NAS Cecil Field was the Navy's only other Atlantic Fleet Master Jet Base for about 50 years until it was closed in 1999. That closure resulted from excess Navy airfield capacity in the days when the Navy still had Vieques and the Puerto Rico training areas, and when properties around Oceana and Fentress were less developed and did not encroach upon those bases and their missions.

Since the New Orleans hearing, Mayor Peyton of Jacksonville and I have conducted significant research and discussions in support of our proposal to the BRAC Commission. We firmly believe Cecil Field is the best alternative available for the U.S. Navy's East Coast Master Jet Base in the advent of a NAS Oceana closure.



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Since the Navy left Cecil Field on September 30, 1999, the Federal government, the State of Florida, and the City of Jacksonville have worked closely to improve the infrastructure at Cecil Field and to protect NOLF Whitehouse from encroachment. In addition to the relatively minor encroachment around Cecil/Whitehouse, the state and City will commit to stemming future encroachment so that the Oceana experience is not repeated and so the Navy can be assured of operationally realistic training when the F/A-18 E/F's and the Joint Strike Fighter aircraft are operating from these facilities.

Approximately \$133 million has been invested at Cecil Field through federal, state, and local grants since 1999 to upgrade the control tower, eight hangars, utilities, drainage, and roads throughout the complex. The City of Jacksonville has secured \$130 million in funding for a high-speed access road to Interstate-10 to provide Cecil Field with outstanding accessibility. I will commit to accelerating this project if necessary to be timed with the re-opening of NAS Cecil Field. I am also prepared to work intimately with the Florida Legislature to address whatever assistance the state can provide to ensure this proposal is operationally and financially feasible for all parties involved.

A further advantage to Cecil Field is its close proximity to NAS Jacksonville that offers access to significant facilities to include a fully operational Naval hospital, a modern Commissary and Exchange, and many other support amenities present in a Fleet concentration area. Family housing could be built with a public/private initiative, which is already planned for the Southeast Navy Region next year. These are all support facilities that, if located elsewhere, would have to be funded and built from the ground up at great cost. Mayor Peyton has conducted an analysis that indicates the necessary infrastructure to complete NAS Cecil Field would be about \$250 million—far from the billion dollar estimates projected to build a new, future Master Jet Base from scratch.

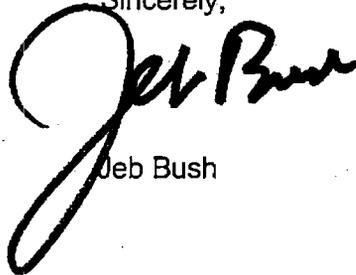
After consultations with the Jacksonville Airport Authority, Mayor Peyton has committed to the BRAC Commission that necessary property issues concerning current tenants at Cecil Field can be resolved to permit complete turnover of all property to the DoD. I support this commitment and will assist the City as appropriate at the state level. We are prepared to work with the Secretary of Defense and the Secretary of the Navy to ensure that a Cecil Field Master Jet Base would be able to conduct continuous, unencumbered flight operations, training, and other required military activities.

To responsibly consider our proposal, I request the BRAC Commission and its analysts visit Cecil Field and the NOLF Whitehouse to see first-hand the significant improvements made by the state and city since the Navy left Cecil Field in 1999 and the relatively sparse encroachment since that date. Additionally, because of the importance of this issue and the relative dire consequences of not directing a replacement for NAS Oceana, I request that the Commission receive an official presentation on the Cecil Field alternative at the August 10 hearing in Washington, D.C.

The Honorable Anthony J. Principi, Chairman  
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In closing, let me say that there are literally no locations in the eastern United States where a new Navy Master Jet Base might be built today. Cecil Field is the last site on the eastern seaboard capable of accommodating the NAS Oceana mission and personnel, and it offers relatively open surrounding land, close training airspace and bombing ranges, and in-place significant infrastructure. I urge the Commission to seriously consider this proposal on behalf of the U.S. taxpayers and look forward to working with the Commission and the Navy to make this a reality for our men and women in uniform.

Sincerely,

A handwritten signature in black ink that reads "Jeb Bush". The signature is written in a cursive style with a large, looping initial "J".

Jeb Bush

cc: The Honorable Donald Rumsfeld, Secretary of Defense  
The Honorable Gordon England, Secretary of the Navy  
Admiral Mike Mullen, Chief of Naval Operations

DCN: 7338

**Testimony**

DCN: 7338

**Background/Operational Perspective**

**Statement for the Record  
Admiral Robert J. Natter, USN Retired**

**August 11, 2005**

I am Admiral Robert J. Natter. I served as Commander of the U.S. Atlantic Fleet in Norfolk Virginia for three years prior to my retirement about 1-1/2 years ago. During my tenure as the Fleet Commander, I worked closely with the Chief of Naval Operations (CNO), Vern Clark, on Oceana problems and concerns. Specifically, both he and I received a constant stream of complaints from the citizens in Virginia Beach concerning jet noise in and around NAS Oceana and Navy Outlying Field (NOLF) Fentress. Additionally, I met frequently with the Commanding Officers of NAS Oceana and the Air Wing Commanders there to address their concerns over training constraints and safety issues resulting from jet noise mitigation measures that they had to operate under.

During the last fifteen years, encroachment at NAS Oceana and NOLF Fentress has continued and shows no signs of slowing. The Virginia Beach City Council has approved many requests for real estate development around the base even with the knowledge that such development will further encroach upon Oceana/Fentress. As an example, of 70 developments that the Commanding Officer of NAS Ocean opposed in writing to the City Council, the Council approved 51 in spite of the Commanding Officer's objections. That is almost a 75 percent rejection rate. The population encroachment surrounding Oceana/Fentress has seriously impacted flight training for our young pilots and has seriously complicated the scheduling of flight operations, especially in support of carrier deployments.

The CNO and I were very concerned with this population encroachment because of our knowledge that the FA-18 E/F is 25 percent louder than the current F-18 in the departure and approach configuration. The Joint Strike Fighter of course will be louder still. As a result of our concerns for noise complaints and for safety, we actively supported, and the CNO had funded, the land acquisition and construction of a new Navy outlying field in North Carolina for approximately \$180 million (an initiative blocked in the courts).

Turning to the BRAC Process, the CNO, Admiral Vern Clark, testified before the BRAC Commission as to the operating problems at NAS Oceana and NOLF Fentress. He knew this problem was so serious enough that he directed the Navy staff to pursue an alternative site for locating the Navy squadrons at NAS Oceana. The Navy staff determined that the best location was Moody Air Force Base (AFB), and in my discussions with Admiral Clark I agreed with him and encouraged Moody AFB as the best solution. Subsequently as you know, the Air Force opposed turning Moody AFB over to the Navy and relocating its operations elsewhere. Additionally, it was determined that such a series of moves (Navy to Moody and Air Force from Moody to somewhere else) would be too expensive. The Navy's willingness to consider this kind of move and their commitment to invest \$180 million for a very sparsely equipped NOLF in North Carolina indicate how serious they consider the problems at NAS Oceana.

So why are we addressing the issue of Cecil Field now?

First, let me state that Cecil Field was never considered by the Navy in the BRAC process, and the Jacksonville and Florida leaders never considered it a possibility until the BRAC Commission voted on July 19, 2005 to consider NAS Oceana for closure. Upon learning that neither the Navy nor the Commission could identify an adequate and cost effective alternative, the State of Florida and Jacksonville decided to consider the former Master Jet Base NAS Cecil Field.

The fact of the matter is that the Navy did not originally close NAS Cecil Field in the 1993 BRAC process because it was not adequate—it was closed because the Navy had excess airfields. At that time, the airfield infrastructure consisted of two Master Jet Bases, Oceana NAS and Cecil Field NAS, as well as two Marine Corps Air Stations and Roosevelt Roads NAS. As a result of this excess capacity, Cecil Field was closed and the Navy left in 1999. Since then, the Navy has left NAS Roosevelt Roads, and NAS Oceana has been seriously degraded because of encroachment. The result, as testified by the CNO before the BRAC Commission, Atlantic Fleet Naval aviators can no longer train effectively in preparation for carrier operations.

The more we looked into the possibility of Cecil Field as a potential cost effective alternative, the more sense it made to offer it up as a new Master Jet Base.

There are four reasons why Cecil Field is the right location for the Navy's future Atlantic Fleet Master Jet Base:

Reason One:

As can be seen in the accompanying overview of the State (Chart #4), there are a multitude of Air Force and Navy installations, bombing ranges, training areas, and air maneuver areas in and around Florida. The Military Operating Areas (MOAs) depicted over the Gulf of Mexico and into the Atlantic Ocean are more extensive than any other training area available to the Navy. These are the same reasons why the Navy in its Training Resource Strategy (TRS) utilizes these waters and air space for the deployment training of its Combat Strike Groups and Amphibious Strike Groups. These facilities and operating air space have become exceedingly important since the closure of Vieques and the Roosevelt Roads training areas. Of special note is the close proximity and significant capability of the bombing ranges at Eglin AFB, Avon Park, and Pinecastle, among others.

Reason Two:

The Navy has testified that with the introduction of the new aircraft I have already mentioned and due to the encroachment around NAS Oceana and NOLF Fentress, a new Master Jet Base will be needed 10 to 15 years from now. The Navy's own estimates indicate that such a new base will cost between 1 and 2 billion dollars. I believe this estimate is accurate in light of the \$180 million price tag of a new outlying field that the Navy is unable to deliver. Any future Master Jet Base would require a full National Environment Protection Act (NEPA) assessment that I am confident will not allow for the building of a new Master Jet Base along the Eastern United States in this day and age.

The current CNO, Admiral Mike Mullen, testified to your Commission that the Navy could not now afford to spend the billion or so dollars required to relocate NAS Oceana. I submit that that amount of money will certainly not be available to the Navy ten years from now any more than it is available today. Additionally, the politics of closing down a naval air station and garnering public support for building a new one ten to 15 years from now outside a BRAC process will be impossible. In essence, if this Commission and the Department of Defense do not take action now to address this very serious problem, the problem will only get worse and there will be no solution in the out years. This is a NOW or NEVER proposition.

Reason Three:

The Cecil Field proposal is compelling.

- DoD gets the land at Cecil Field for FREE. This includes 17,686 acres, as opposed to 5,331 acres at NAS Oceana. This land will be cleared of all non-DoD tenants.
- The sparse encroachment proximate to Cecil Field and NOLF Whitehouse will be held in check because of the government Greenway properties already located around the base, and others in the process of being acquired by the State (e.g., the Norfolk Southern Tract acquisition) (See Chart #3)
- DoD receives significant and very much improved infrastructure, all for FREE including runways, towers, more hangar space than exists today at NAS Oceana (Oceana 25 modules, Cecil 28 modules), and other support facilities such as a hush house, fuel pits, and administrative support buildings. These are facilities, which were upgraded since 1999 at a cost of \$133 million by City, State, and Federal grants.
- Most importantly, the DoD would receive an operational Master Jet Base with a fully capable outlying field, both with significantly less encroachment than NAS Oceana (145,024 residents at Oceana within the 65db AICUZ; 10,129 at Cecil w/in 65db AICUZ). What this really provides is the ability of our young navy aviators to train and fly the approach and departure patterns around Cecil Field and NOLF Whitehouse exactly as they have to when operating from an aircraft carrier. As the Commission knows, this cannot be done, AT ANY TIME, at and around NAS Oceana and NOLF Fentress.

Reason Four:

There has been discussion and reference to the classified mission at NAS Oceana. Obviously, as Commander of the Atlantic Fleet, I was cleared into and fully cognizant of the classified mission and its relevance to NAS Oceana. Because this an unclassified forum, I can not address the particulars of this mission, but I will say that I have discussed the issue with the Atlantic Fleet staff and am confident that this mission could be done at another naval air station in Norfolk.

Summary

In summary, the issue of finding a replacement for NAS Oceana is all about mitigating risk. The first risk is the flying risk of remaining at NAS Oceana where there is significant and increasing encroachment of people into the air space. As an example, in the early 1970's, an F-14 crashed on approach into NAS Oceana. Today, that crash site is next to Lynnhaven Mall. The other flying risk is that to our young pilots who are unable to train at NAS Oceana and NOLF Fentress in the same way that they are required to fly onto and off our aircraft carriers. I think you will agree that the level of risk is now unacceptable at NAS Oceana. How many of you believe that flight operations will be allowed to continue at NAS Oceana if one of our Navy aircraft crashes into Lynnhaven Mall one summer afternoon and kills countless numbers of innocent citizens? In contrast, if a crash happens at Cecil Field at the same relative location to the airfield, all that will be killed are pine trees.

The second significant risk is that of the future of Navy aviation. As already mentioned, the issue of increasing jet noise with more modern Navy aircraft and the unabated encroachment around NAS Oceana and NOLF Fentress clearly indicate to me that the future of that base is at serious risk. Equally risky is the Navy's ability to find a new location for a Master Jet Base 10 to 15 years in the future, a location acceptable to the people living there, acceptable to the environmental protection interests, and acceptable to the Navy's budget. I know you agree that outside the BRAC process, it will be impossible.

The bottom line is that this issue is all about military readiness, the safety of our young military men and women who we send into combat, and the safety of our citizens who live around these dangerous military operations. Cecil Field is the right decision for the taxpayers and Cecil Field is the right decision for our young naval aviators.

DCN: 7338

**Video Presentation**

**DVD Video Presentation:  
Aerial Flight Profiles over Oceana and Cecil Field  
August 09, 2005**

(DVD located in Front Pocket of Notebook)

DCN: 7338

**Aviator's Perspective**

**Statement for the Record on Cecil Field  
Capt. John Leenhouts, USN Retired**

**August 11, 2005**

I am retired Navy captain with 27 years of active duty service. I spent the last 3 ½ years of my service as the Commodore of the Strike Fighter Wing Atlantic. I have over 6000 flight hours flying A-7Corsairs, F-14 Tomcats, and F/A-18 Hornets. I also hold the record for the most carrier landings of anyone in the United States Navy's history with 1645 traps. Throughout my flying career, I operated over four years from NAS Oceana and utilized NOLF Fentress both day and night. The remainder of my flying was at NAS Cecil Field and Japan. Based on that background, I would like to give you an overview of what it is like to fly from an aviator's perspective out of both bases.

ENCROACHMENT VERSUS WILDERNESS

There are very real differences between NAS Oceana and Cecil Field as it pertains to current development and encroachment, and these differences are very important to aviator training and relative risks. Since the Navy closed NAS Cecil Field in 1999, substantial encroachment has grown steadily at NAS Oceana to a point where it poses serious hazards to both naval aviators and the dense population surrounding the installations. The positioning of NAS Oceana is embedded right in the very center of the congested resort city of Virginia Beach, and the Tidewater area (see Chart #1)

In comparison, NAS Cecil Field has always been outside the populated area of Jacksonville, Florida and set within a wide-open wilderness (see Chart #2). This is also the case for NOLF Whitehouse, just the north by eight miles of Cecil Field, which rests in virtual wilderness. The airfields of Cecil Field and NOLF Whitehouse are well outside of the populated area of Jacksonville, and largely un-encroached upon.

The land immediately surrounding Cecil Field, within the 65db AICUZ, is minimally developed (see Chart #3). The majority of land around Cecil Field, approximately 70 percent, is either owned by state government (as depicted in dark green on Chart #3), or it is privately held land available for government purchase (as depicted in light green). These private owners have been contacted and are amenable to selling their land to the government for the purposes of providing Cecil Field an enhanced and permanent buffer zone. Importantly, the whole area to the west of Cecil Field is considered a "greenbelt." In essence, for 22 miles, there is and will be no major construction which can take place there. In turn, to the east of Cecil Field, there are only sparse pockets of population.

At NAS Oceana, there are 145,000 residents living within the 65db. At Cecil Field, there are only a little over 10,000 residents living within the 65db. In short, there is relatively insignificant development near Cecil Field. As a result it is an easily accessible airfield, with optimal flight training opportunities and conditions that do not infringe upon (or put in harm's way) the population.

## OCEANA VERSUS CECIL FIELD – FLIGHT PROFILES

From an experienced aviator's perspective, and based on relative encroachment levels, there are clear differences between flying out of NAS Oceana and out of Cecil Field.

At NAS Oceana (see Chart #1), there is dense population surrounding the installation. The significant and increasing development surrounding NAS Oceana have demanded very restrictive flight profiles which compromise the training opportunities of our naval aviators. When naval aviators fly F/A-18 Hornets out of Oceana, they are required to reduce the noise of their engines to accommodate the population below. This, in turn, creates inefficient fuel consumption and flight paths. At Oceana, naval aviators in training must climb up to 4,000 feet, motor out at a reduced power setting for over 15 miles, before they are able to climb out to their fuel efficiency altitudes. Additionally, commercial air traffic congestion causes excessive delays in gaining take off clearance to the point that target times are frequently missed.

In contrast, at Cecil Field, there is minimal population proximate to the air facility. The Federal Aviation Administration (FAA) normally authorizes aircraft to launch and immediately go to the fuel optimum altitude of 15,000 feet, and then proceed directly to a target or Warning Area.

At present, all of the associated Military Warning/Restricted Areas, Military Operating Areas (MOAs), and targets available to Cecil Field are active and in good working condition (see Chart #4). There are over 200,000 square miles of aviation training space over the Atlantic and Gulf of Mexico, providing unrestricted, tactical jet, supersonic training. Additionally, there is a TACTS range that is instrumented, monitored, and utilized currently by the Marine Corps Hornet Squadrons (out of MCAS Beaufort).

Within 15 minutes or less flying time, Cecil Field is ideally positioned to utilize the Rodman, Townsend, and Lake George Target Areas, and Pinecastle Target Complex, the Live Oak MOA, the Gator MOA, the Moody MOA, the Mayport MOA, and the Palatka MOA--all of which provide in excess of 85 different Tactical Aim Points.

In turn, from Cecil Field, there is air space that goes as high as necessary to practice the delivery of the new precision munitions, including laser munitions that are very difficult to utilize because of the safety hazards associated with laser beams. The only two live ranges to allow the drop of live ordnance in the Eastern Seaboard are Pinecastle—15 minutes from Cecil Field, and Eglin AFB about 30 minutes from Cecil Field. These qualities make the Cecil Field area extremely valuable to the DoD.

In the Virginia Beach area, the Navy has only one Restricted Warning Area in which to do tactical training, and that has to be shared with the USAir Force flying out of Langley. It is a very challenging scheduling problem to ensure that all users have a chance to get a brief 15-minute opportunity to train in a small block of air space (20 by 20 miles in size).

Conversely, the Warning Areas off Jacksonville (see Chart #4) span 100 miles long by 200 miles wide, and can accommodate numerous training flights simultaneously. There has been talk of conflicts between commercial traffic utilizing north-south routes along the Eastern Seaboard and the Navy utilizing their Warning Areas airspace for training in the Atlantic. As good stewards of the airspace, the Navy and the FAA have worked closely to allow civil aircraft to transit through the military Warning Areas when the Navy is not actively utilizing it. Nevertheless, it is always available to the Navy for training on a first rights status.

Cecil Field also has available to it Avon Park Bombing Range within 30 minutes flight time. At present, Avon Park can only be utilized for inert bomb drops but it will be available for explosive bomb drops in 2006. Avon Park has many Target Aim Points and high altitude air space associated with it that will allow for advanced weapon targeting.

### WEATHER

One of the best parts about the operating procedures associated with Cecil Field is that it is in good weather.

From my own experience as a naval aviator at NAS Oceana, there were numerous times when we had to suspend flight operations because of inclement weather (whether it be ice, snow, or constant overcast), and we did not have enough good clear air space for which to do our training. In such cases, we had to fly our squadrons to other locations, such as NAS Key West, to accomplish the same training.

There were times when we actually had to drag our airplanes to the hold short line of the runway, then start our engines, launch on the ice-free runway, only to fly down to NAS Key West to operate for days before we could come back. Because of these kinds of weather related issues, two additional training detachments to NAS Key West for Fleet Replacement Squadron Pilot Training had to be added in to our already excessive days away from home base. This was extremely expensive.

In contrast, we never suspended operations from Cecil Field on a multi-day basis due to inclement weather. In Jacksonville, the local thunderstorms are intermittent and only delay operations momentarily.

### CARRIER LANDING TRAINING

At Cecil Field, aircraft can operate in a carrier landing-like environment because it is within a wilderness setting, with a minimal number of dwellings. Because of the wilderness setting at Cecil Field and NOLF Whitehouse, the practice flight patterns that naval aviators fly are, in fact, an exact replica of the landing patterns on board an aircraft carrier. Conversely, out of NAS Oceana, a naval aviator cannot practice "touch and go" landings in the carrier pattern environment because of noise restrictions. In turn, at NOLF Fentress, a naval aviator cannot fly the same 800 feet break, 600 feet down wind, and 1.2 mile abeam turn to final runway--as they would normally around a carrier.

At NAS Oceana, naval aviators are required to do dogleg patterns around the airfield. These patterns take them wider and deeper to avoid the housing developments as they grow, at altitudes of about 200 to 400 feet higher in all the local approach positions, than would be the case around a carrier.

At Cecil Field, not only can naval aviators practice carrier landings as they would do in real life situations, but they can also conduct dual operations with the adjoining runway. This allows for 800 feet into the break and 600 feet down wind, a turn to final runway, then "touch and go" after "touch and go," with seven airplanes in the pattern, and other airplanes landing on the adjacent runways. And at night, the Navy can simulate carrier flight operations ("USS Cecil Field"/"USS Whitehouse") by putting a stack of aircraft 15 miles to the south of Cecil Field, running them in exactly as a naval aviator would do on an aircraft carrier, while doing radar control approaches with a simulated tanker over head. This replicates the carrier night environment that is so crucial to survival in the Fleet. Due to noise restrictions, this cannot be done at NAS Oceana at any time. In contrast, Cecil Field is open to carrier landing practice 24-hours a day, seven days a week.

Additionally, in the NOLF Whitehouse area, the runways are aligned with unpopulated areas so as a naval aviator makes an approach, a horizon-less environment is encountered because there is very little background lighting just as is encountered at sea.

NAS Oceana and NOLF Fentress, the airfields are surrounded by lights that make for an easy approach with a horizon that would never be seen out on an aircraft carrier at sea. Especially noteworthy is the fact that field carrier landing practice is not allowed at NAS Oceana after 10:30 PM. Again, at Cecil Field, carrier landing practice can take place 24 hours a day, seven days a week.

### SUMMARY

In summary, NAS Oceana is encroached upon dangerously, putting at great risk both resident and naval aviators. Further, its target and training areas are limited. It has only two targets, two MOAs, and only one wide-open, supersonic training area available.

Cecil Field is surrounded by wide-open, unrestricted airspace that allows optimum training of our naval aviators in their naval strike mission. With the only two live target ranges (Eglin AFB and Pinecastle Range) on the Eastern Seaboard, three additional target complexes, five MOAs, and two huge super-sonic Tactical Training Warning Areas all in close proximity, Cecil Field is ideally positioned to be the premier naval strike aircraft training center of excellence.

Combat readiness cannot be over emphasized: Our naval aviators should be allowed to train in a manner they are required to fight. Then we can expect them to fight and win.

DCN: 7338

**Business Plan/City Commitment**

**Statement for the record on Cecil Field**

**Mayor John Peyton, City of Jacksonville  
August 11, 2005**

Good morning. I am Mayor John Peyton of the City of Jacksonville. Let me now turn your attention to the business case which supports our commitment to reestablish Cecil Field as a Naval Air Station.

Cecil Field is the largest of 4 master jet bases created by congressional action in 1951. It is 3x larger than NAS Oceana. For a visual size comparison, look at neighbor NAS JAX (see Chart #2).

When the F/A-18's joined the Fleet in 1983 they were home ported exclusively at Cecil Field. Cecil Field has never stopped functioning as a military air field even after the Navy departed. In the last 5 years approximately 70% of the aviation traffic at Cecil Field involved military aircraft. The City and Jacksonville Airport authority---which runs the flight line-- have remained solid partners with the Navy and received NO complaints about Navy jet noise of any sort.

The Navy turned over all Cecil Field property to the City with the exception of NOLF Whitehouse and Yellow Water Housing. The State and City have since invested \$133M to improve infrastructure. 70% of the base is intact and upgraded. The remaining buildings were antiquated and demolished. There is more hangar space on the flight line at Cecil Field than at NAS Oceana. The hangars have been refurbished and expanded. There are 6 miles of new roads, and a major project to connect Cecil Field to the interstate is funded for 2006 at \$130M. Environmental problems have been remediated. The Navy will return to a much better base than they left.

Cecil Field has very minimal encroachment within the AICUZ area, and no improper uses within the accident probability zone. This comparison is dramatic—10,000 people at Cecil Field v. 145,000 people at NAS Oceana...some within the APZ (See Chart #3). The major Greenbelt depicted on the chart is an extraordinary feature of Cecil Field. This undeveloped forest serves as a giant encroachment buffer. Cecil Field will never have the encroachment problems found at NAS Oceana.

As the City developed Cecil Field an effort was made to assure all commercial leases maintained the aviation character of the base. All leases contain a relocation provision. We commit to clear the base of commercial tenants. Short-term leases will be allowed to expire, and long-term tenants will be relocated or bought out. Per the Governor and I, the state and city will cover the cost to clear the base.

The City has made a detailed effort to estimate the costs necessary to re-establish Cecil Field as a Naval Air Station (see Estimated Construction Cost tab). We have great confidence in this estimate. Our business experience at Cecil Field gives us validated numbers for the sq. ft. costs of admin buildings, barracks, and aviation related infrastructure. The \$250M estimate will rebuild NAS Cecil Field to meet the capacity currently at NAS Oceana. This is a fraction of the cost of a new base; if such a base could even be sited under current environmental regulations.

My commitment as Mayor of Jacksonville, speaking for the residents of this great Navy town, is to convey full title to all land at Cecil Field back to the Navy. We will resolve all relocations issues as we restrict encroachment into the AICUZ area and expand the size of the Greenbelt. We will also work with the Navy to develop a robust Public Private Venture program for housing.

I commit that this conversion can be completed in 4 ½ years (see Execution Timeline tab). As the EIS is underway the master base plan can be formulated. Construction should take 3 years. While I am told that an EIS is necessary, this is no obstacle. Cecil Field has never stopped operating as a jet base, and the 85,000 aviation events last year show that the volume of traffic has remained high.

One last point...the City was never contacted by DoD during BRAC 2005. This is startling when you consider that DoD claims it looked at all alternatives. They missed the only other master jet base on the East Coast, and the original home of the Hornet. We were not contacted after the BRAC Commission vote to consider NAS Oceana for possible closure. However, we did offer our proposal as a result of the commission vote, and as a solution for a new master jet base. Any last minute data analysis by the Navy in the wake of your vote has done without benefit of City and JAA input, and is of little value. The visit to Cecil Field by your staff was the first look at the condition of our infrastructure and the aviation and business case which support our commitment.

In summary, let me restate that Jacksonville is ready to turn over Cecil Field free of tenants and environmental problems, with the assurance that encroachment is minimal. All reports alleging that encroachment, commercial leases, airspace restrictions or costs make this conversion too hard are simply wrong.

You have now heard the aviation case...and the business case. The facts could not be clearer. The overwhelming merits of the comparison between Cecil Field and NAS Oceana, and Cecil Field and a new master jet base, are glaring. The City pledges to make this work. The Governor has made the same pledge. Cecil Field is the largest and best master jet base in the world. Any other use of this ideal military air field does not fully respect its value to our nation.

This is the last best chance. If you punt this problem to future leaders Cecil Field will not be an option...Leaving a restricted and encroached Oceana tied to faint hopes of a future master jet base. If you think that is a good plan I challenge you to find 30,000 acres on the eastern seaboard which is isolated from encroachment, within DoD's budget, and able to pass environmental muster. If you cannot do so now, how will the nation do so later as populations grow and jets get louder?

Our commitment to turnover Cecil Field is firm. Our commitment to clear the base is too. You have the word of the citizens of Jacksonville.



OFFICE OF THE MAYOR

JOHN PEYTON  
MAYOR

July 29, 2005

ST. JAMES BUILDING  
117 WEST DUVAL STREET, SUITE 400  
JACKSONVILLE, FLORIDA 32202  
(904) 630-1776

The Honorable Anthony J. Principi  
Chairman  
Defense Base Closure and Realignment Commission  
2521 South Creek Street, Suite 600  
Arlington, Virginia 22202

Dear Chairman Principi:

I am writing to inform the BRAC Commission of important information regarding steps which have been taken to improve the infrastructure at Cecil Field since the military departed in 1999, and to provide you with an estimate of the cost to reestablish military operations at the facility.

Since the disestablishment of Naval Air Station Cecil Field, a great deal of effort and spending has gone into improving the infrastructure of the base. Approximately \$133M has been invested through federal, state and city grants to upgrade the facility. The control tower, hangars, utilities, drainage and roads have all been improved and refurbished. Virtually all of the environmental problems have been identified and remediated and wetland mitigation banks have been created which, aside from being of great financial value, will expedite permitting requirements. Cecil Field is now in far better condition than it was when the Navy left and the Department of Defense stands to reap the benefit of this sizeable investment. In addition, the City has secured \$80M in funding for a high speed access route to I-10, giving Cecil Field outstanding accessibility.

Through the advantages of consolidated government, the owners of Cecil Field, the City of Jacksonville and Jacksonville Airport Authority are able to resolve the necessary property issues to permit turnover of the property interests in Cecil Field to the Department of Defense.

A task force of five former Cecil Field Commanding Officers and Wing Commanders who served at the base in its final years of operations, supplemented with a nationally renowned engineering firm that has conducted prior studies of Cecil Field, city planners and infrastructure experts, legal advisors, and representatives of the



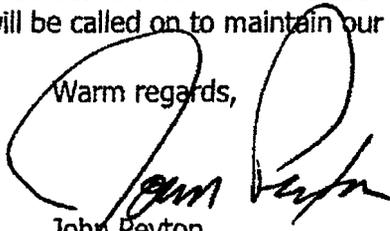
Page 2  
July 29, 2005

Jacksonville Airport Authority have worked all week looking at the costs to reestablish Cecil Field as a military installation. They have used the base capacity which existed at Cecil Field when it was in full service as a master jet base in the 1990's as the model. The comprehensive estimate to reestablish Cecil Field as a naval air station is \$240M. This estimate consists of adding a second fuel facility, new hangars, new barracks and dining facilities (655,000 sq. ft), office buildings and public works requirements.

The benefits to the Department of Defense of returning to Cecil Field are great. The City is preparing a submission which will fully disclose the lack of encroachment, significant buffer zones which have been purchased by the state and city, the abundant and unrestricted flight operations areas, the proximity to bombing ranges and other training advantages, the outstanding OLF at Whitehouse (with possibility of developing a second adjacent OLF), the depot level maintenance resources which are at hand, and our suitability for future operations conducted by Joint Strike Fighters. The population density within the FAA mandated AICUZ area is less than 20,000 residents inclusive of Cecil Field and OLF Whitehouse. Compare this with more than 100,000 adjacent to NAS OCEANA exclusive of OLF Fentress. This number will not change appreciably in the decades ahead as future growth has been restricted in these areas due to public purchase of large tracts of land.

While the commercialization of Cecil Field has been successful, its true value to this nation is as a military aviation center of excellence. While returning the base is viable at this time, the next few years will see critical changes in the structure and use of Cecil Field. This is the last best chance for the Navy to return, and the BRAC Commission should fully analyze the capabilities and benefits involved for the brave men and women operating fighter jets that will be called on to maintain our national defense.

Warm regards,



John Peyton  
Mayor

cc: Secretary of the Navy  
Chief of Naval Operations

DCN: 7338

**State Commitment**

**Statement for the Record on Cecil Field  
Governor Jeb Bush**

**August 11, 2005**

I want to thank the BRAC Commission for allowing the State of Florida to present with you the facts about Cecil Field. We believe that the case for Cecil Field as the Navy's future Master Jet Base is a very compelling one, and that you will feel the same way after hearing the facts.

I want to also thank you for your service to our nation in this important BRAC process, a process that is intended to take politics out of very difficult, but exceedingly important set of decisions on behalf of our country and its military.

Since the New Orleans hearing of July 22, Mayor Peyton and I have conducted significant research and discussions in support of our proposal to the BRAC Commission, and we firmly believe that Cecil Field is the best alternative available for the U.S. Navy's East Coast Master Jet Base to replace Naval Air Station (NAS) Oceana.

**WE WILL CLEAR LEASE OCCUPANTS FROM CECIL**

After consultations with the Jacksonville Airport Authority, Mayor Peyton has committed that necessary property issues concerning current tenants at Cecil Field can be resolved to permit complete turnover of all property to the Department of Defense (DoD) at no cost.

I fully support this commitment and assure you that the termination of all existing leases at Cecil Field will happen. YOU WILL HAVE A "CLEAR BASE."

**INFRASTRUCTURE UPGRADES FOR FREE**

Since 1999, approximately \$133 million has been invested at Cecil Field through federal, state, and local funding to upgrade the control tower, eight hangars, utilities, drainage, and roads throughout the complex. The turn over of Cecil Field will be at no cost to the Federal government, and all \$133 million of these improvements will be included at no cost.

**\$130 MILLION FOUR-LANE HIGH SPEED ACCESS ROAD – FREE**

In turn, the City of Jacksonville has secured \$130 million in funding for a high-speed four-lane access road from the front gate of Cecil to Interstate 10 to provide Cecil Field with outstanding accessibility. I will commit to accelerating this project to be timed with the re-opening of NAS Cecil Field, and the arrival of the first Navy squadrons.

## ENCROACHMENT PROTECTION

Since the Navy left Cecil Field in 1999, the Federal government, the State, and the City have worked closely to protect Cecil Field and NOLF Whitehouse from encroachment – as a result, there is only minor encroachment around Cecil/Whitehouse at present.

The State and City commit to stem future encroachment through state-funded land preservation purchases. This will be done so that the Oceana experience is not repeated, and so the Navy can be assured of operationally realistic training when the F/A-18 E/F's and the Joint Strike Fighter aircraft are operating from these facilities.

In sum, there are literally no locations in the Eastern United States where a new Navy Master Jet Base might be built today. Cecil Field is the last site on the Eastern Seaboard, with only minor encroachment, capable of accommodating the NAS Oceana mission and personnel. It offers relatively open surrounding land, close training airspace and bombing ranges, and in-place significant infrastructure.

## MILITARY HOUSING

Family and bachelor housing could be built with a public/private venture—this is already planned for the Southeast Navy Region next year. If deemed desirable by the Navy, I am committed to develop, at significant value to the Navy, full affordable military housing in the vicinity of Cecil Field. This will ensure adequate and affordable housing is available to the most junior officers and enlisted personnel for purchase.

## SUMMARY

In summary, I am prepared to work intimately with the Florida Legislature to address whatever assistance the State can provide to ensure this proposal is operationally and financially feasible for all parties involved.

We will deliver the Navy CLEAR TITLE to Cecil Field including infrastructure improvements already made, and will work aggressively to maintain low population encroachment.

We will work with the Secretary of Defense and the Secretary of the Navy to ensure that a Cecil Field Master Jet Base is able to conduct continuous, unencumbered flight operations, training, and other required military activities.

The BRAC Commission, and your assignment to it, was designed for the purpose of removing politics from a most difficult, but extremely important process.

The BRAC process obviously contributes to the angst and stress of many communities and their leaders throughout the United States. You know that better than I do. I am no different than any of the other political leaders in this regard, and neither are Florida's communities different from others throughout the nation.

Congress fully understood that they were incapable of deliberating over this process because of their vested community and State self interests, and they should not be allowed to interpose themselves into your decisions.

Having said all of that, the only way this process can work is if the American people have confidence in the integrity and strength of you nine BRAC Commissioners.

Americans are depending on you, and we are depending on you, to act for what is right for our men and women in uniform. Americans are depending on you to do what is right so that the entire process can be stomached with pain, but with confidence, that your decisions were the right decisions for the nation.

DCN: 7338

## **Supporting Graphics**

DCN: 7338

**Chart 1**

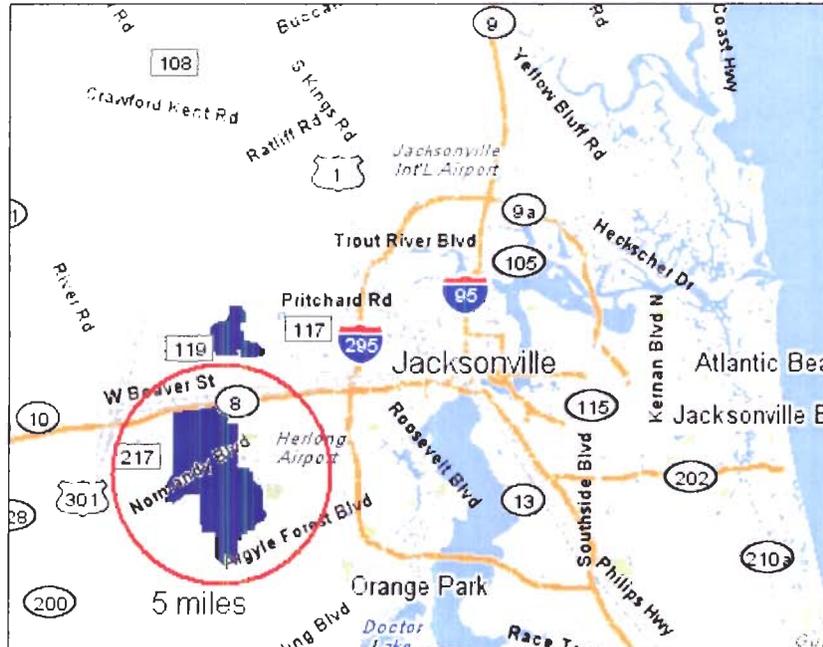


DCN: 7338

**Chart 2**

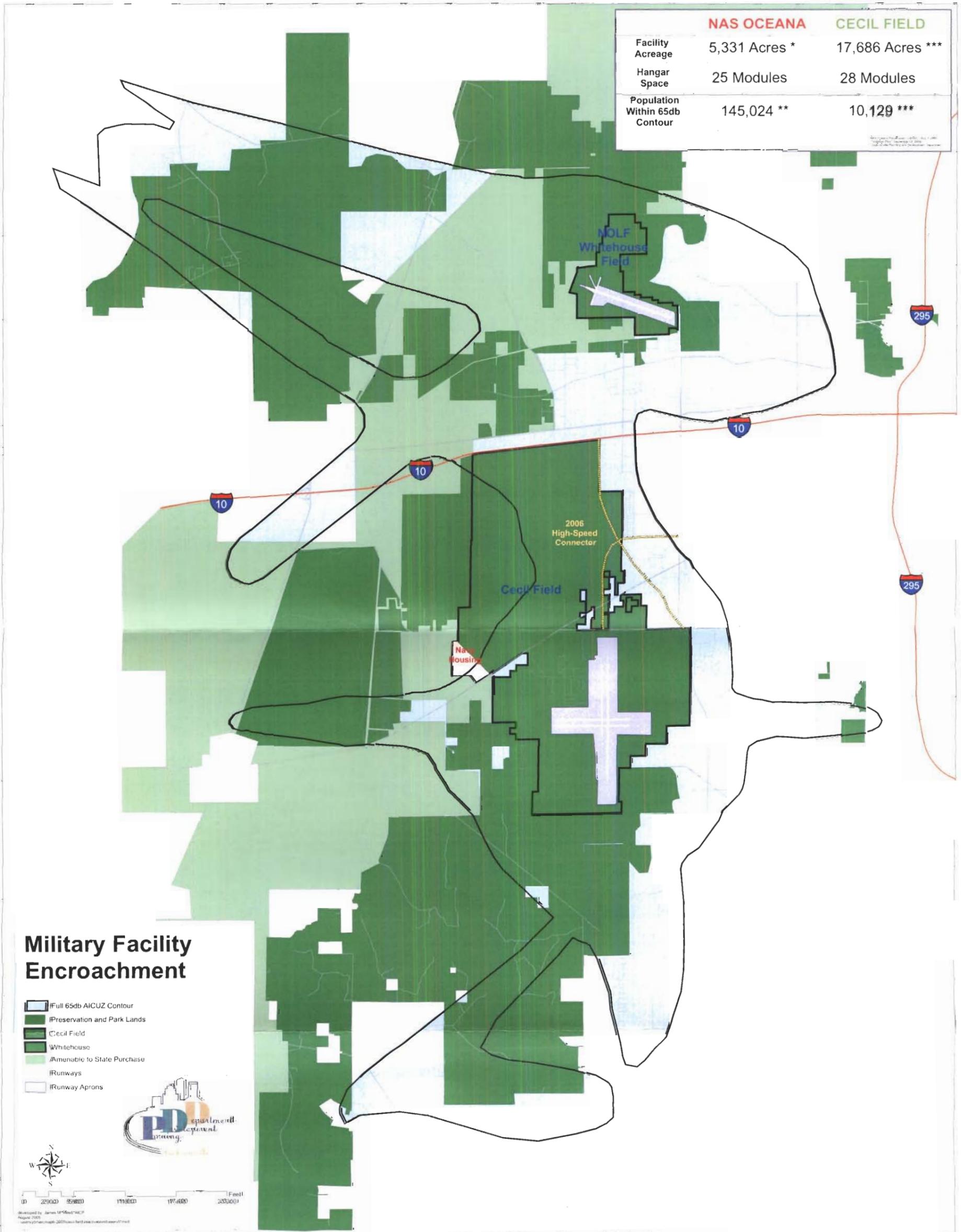
### Development Density (5 mile radius) Around Cecil Field

- Base located far west of developed city
- Over 30 miles from heavily populated beaches



DCN: 7338

**Chart 3**



|                                | NAS OCEANA    | CECIL FIELD      |
|--------------------------------|---------------|------------------|
| Facility Acreage               | 5,331 Acres * | 17,686 Acres *** |
| Hangar Space                   | 25 Modules    | 28 Modules       |
| Population Within 65db Contour | 145,024 **    | 10,129 ***       |

### Military Facility Encroachment

- Full 65db AICUZ Contour
- Preservation and Park Lands
- Cecil Field
- Whitehouse
- Amenable to State Purchase
- Runways
- Runway Aprons



0 22900 55800 111600 177400 Feet  
 203000  
 Developed by James M. Gault, AICP  
 August 2008  
 www.dod.mil/planning/2007/nao/nao-encroachment-07.html

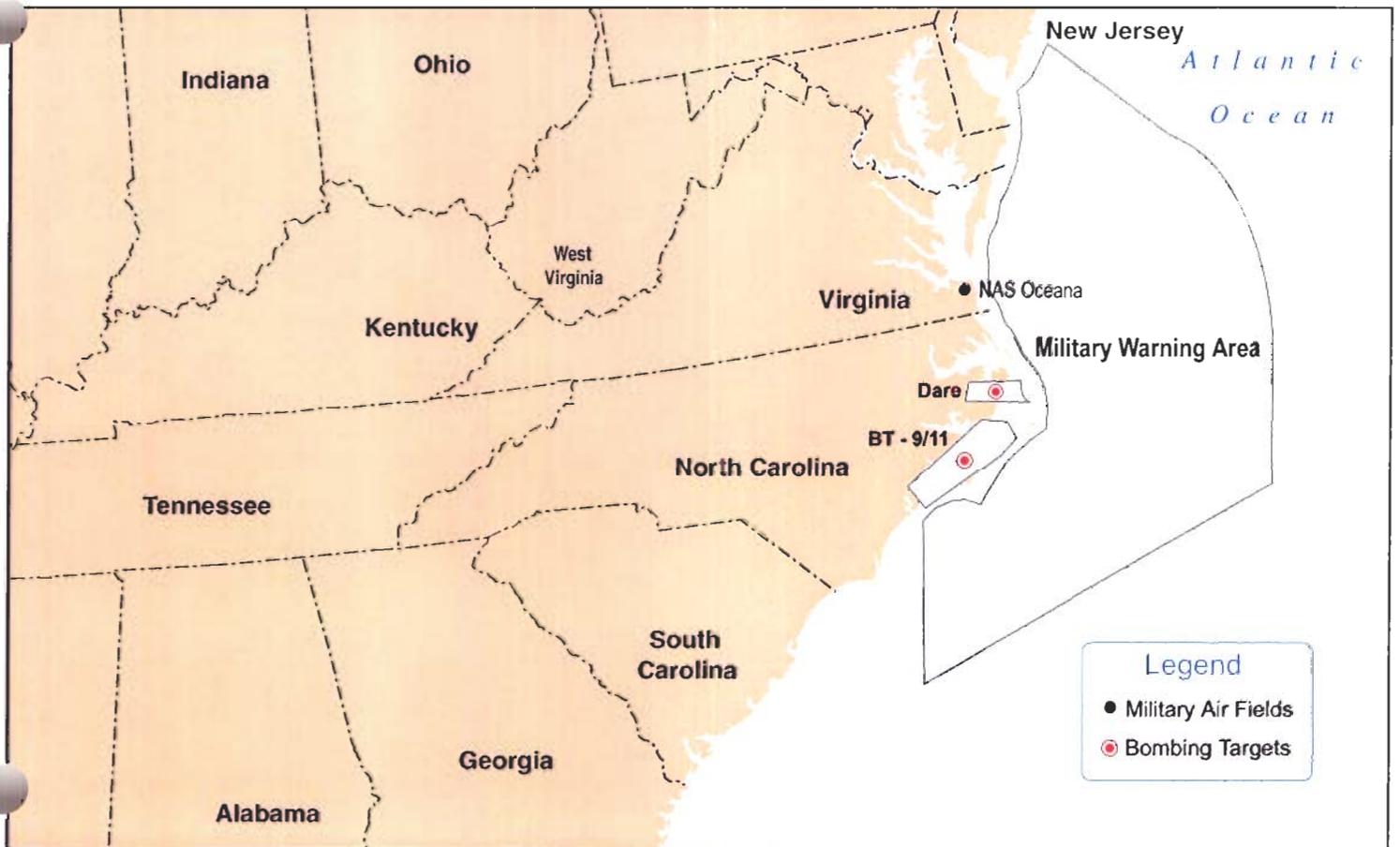
DCN: 7338

**Chart 4**



DCN: 7338

**Chart 5**



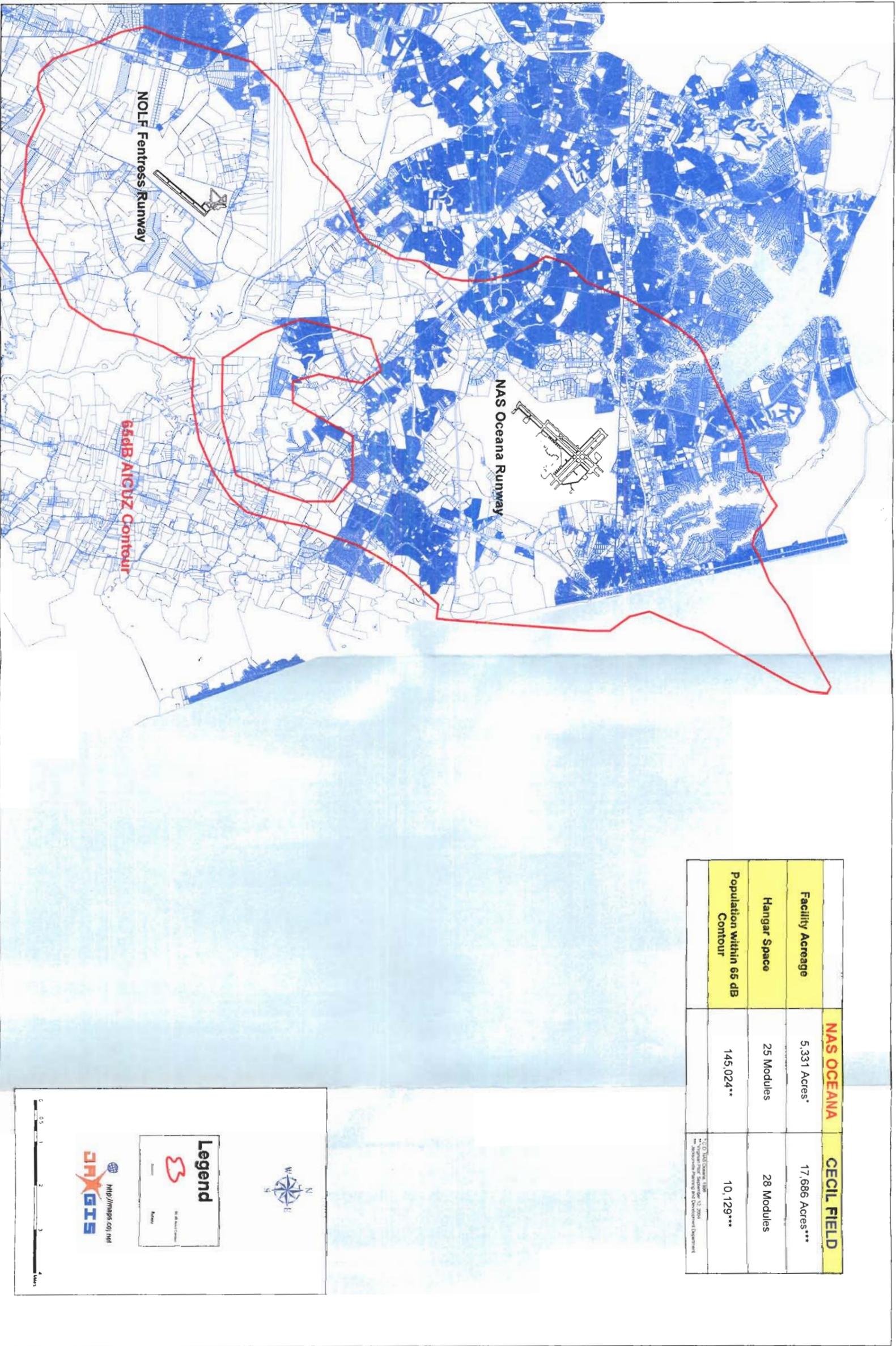
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**Supporting Maps**

DCN: 7338

**AICUZ, NAS Oceana/NOLF Fentress**

# NAS Oceana / NOLF Fentress



|                                 | NAS OCEANA   | CECIL FIELD     |
|---------------------------------|--------------|-----------------|
| Facility Acreage                | 5,331 Acres* | 17,686 Acres*** |
| Hangar Space                    | 25 Modules   | 28 Modules      |
| Population within 65 dB Contour | 145,024**    | 10,129***       |

\* U.S. Census Bureau, 1990  
 \*\* U.S. Census Bureau, 2000  
 \*\*\* U.S. Census Bureau, 2000



**Legend**



65dB AICUZ Contour



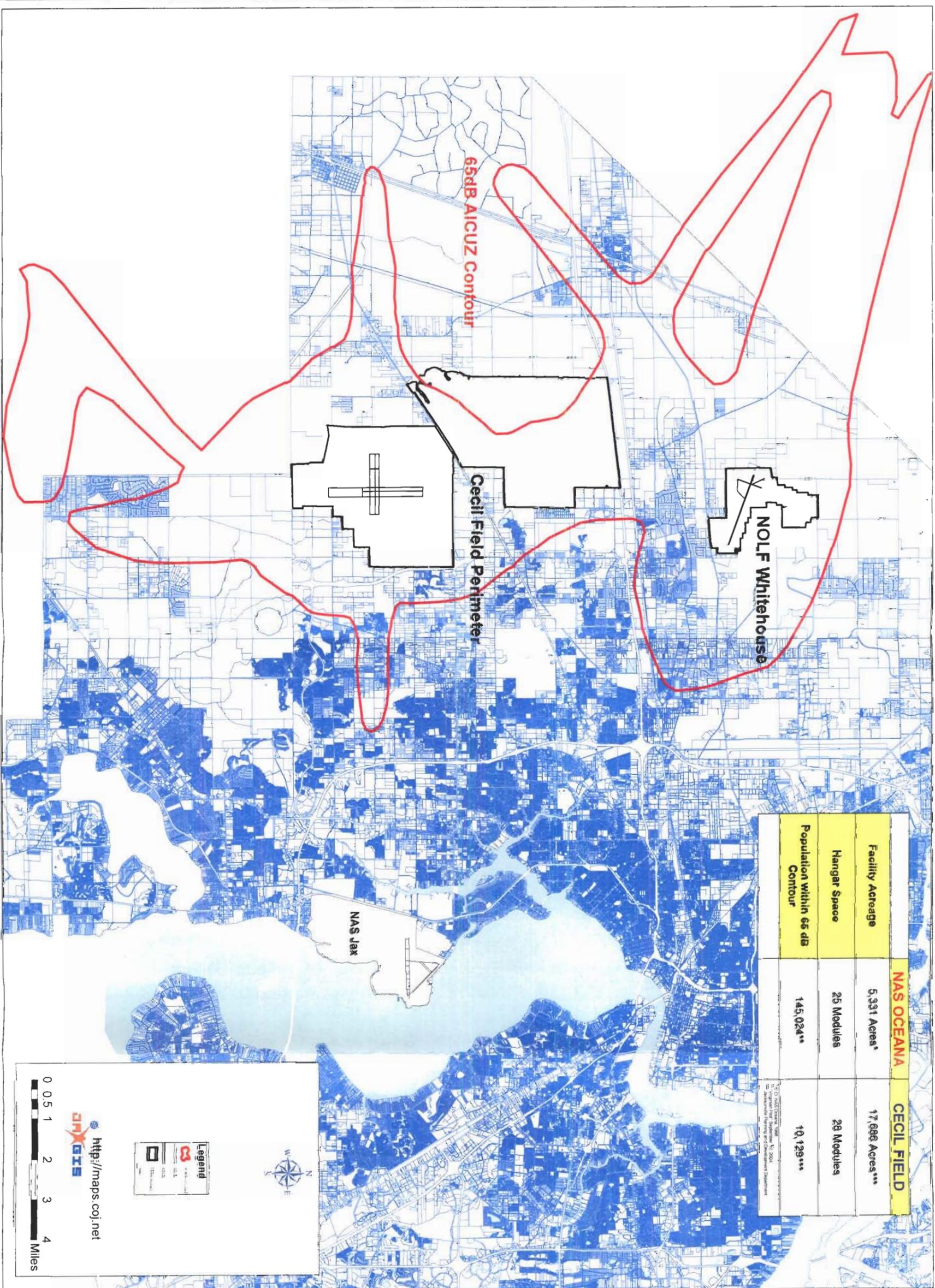
DHXGIS  
 HHD/IMAPS COI NMI



DCN: 7338

**AICUZ, Cecil Field/NOLF Whitehouse**

# Cecil Field / NOLF Whitehouse



DCN: 7338

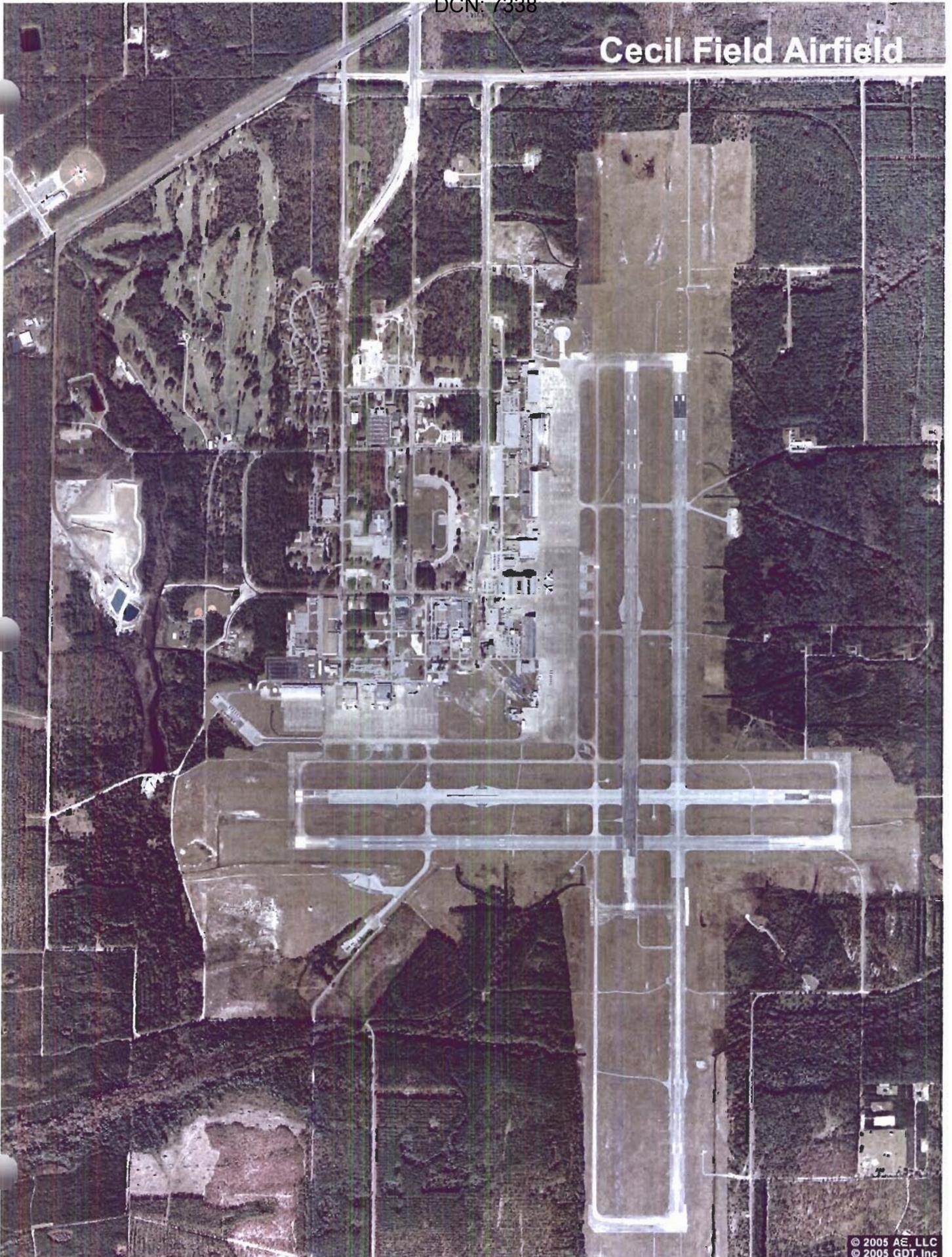
## **Supporting Information**

DCN: 7338

**Cecil Field Airfield**

DCN: 7338

# Cecil Field Airfield



DCN: 7338

**Cecil Field vs. Oceana**

## Comparision: Cecil Field vs Oceana

|                                   | <b>Cecil Field</b> | <b>Oceana</b> |
|-----------------------------------|--------------------|---------------|
| Size (acres)                      | 17,686             | 5,331         |
| Hangar Space (equivalents)        | 28                 | 25            |
| Population within 65 db AICUZ     | 10,129             | 145,024       |
| Simulated Carrier Flight Ops.     | Yes                | No            |
| OLF with Sim. Carrier Flight Ops. | Yes (Whitehouse)   | No            |

***All within 30 minutes:***

|                                       |          |          |
|---------------------------------------|----------|----------|
| <b>Live Ordnance Ranges</b>           | 3*       | 0        |
| Target Complexes                      | 6        | 2        |
| Military Operating Areas              | 6        | 1        |
| Unrestricted Tactical Training Zones  | 2        | 1        |
| Training Airspace available (sq. mi.) | ~200,000 | ~125,000 |
| TACTS Ranges                          | 1        | 1        |
| EW Ranges                             | 1        | 1        |

\* - Avon Park will become a live bombing range in early 2006

DCN: 7338

**Estimated Construction Costs**

CECIL FIELD - OCEANA COMPARISON/REQUIREMENTS

ASSUMPTIONS: ADMIN/SUPPORT FACILITIES AT OCEANA ARE ADEQUATE AT THIS TIME

4-Aug-05

| FACILITIES | OCEANA<br>EXISTING ASSETS | CECIL FIELD<br>EXISTING<br>ASSETS | CECIL FIELD<br>ADDED REQTS | CECIL FIELD<br>ADDED COSTS<br>(\$M) |
|------------|---------------------------|-----------------------------------|----------------------------|-------------------------------------|
|------------|---------------------------|-----------------------------------|----------------------------|-------------------------------------|

|                                   |    |    |   |   |
|-----------------------------------|----|----|---|---|
| AIRCRAFT REQTS<br>( HANGAR EQUIV) | 25 | 32 | 0 | 0 |
|-----------------------------------|----|----|---|---|

**CECIL FIELD ASSETS ALLOCATION**

| HANGAR | SQDNS CAPACITY |
|--------|----------------|
| 1845   | 2              |
| 815    | 8              |
| 825    | 4              |
| 67 *   | 6              |
| 820    | 2              |
| 14     | 2              |
| 13     | 2              |
| 860    | 6              |

32

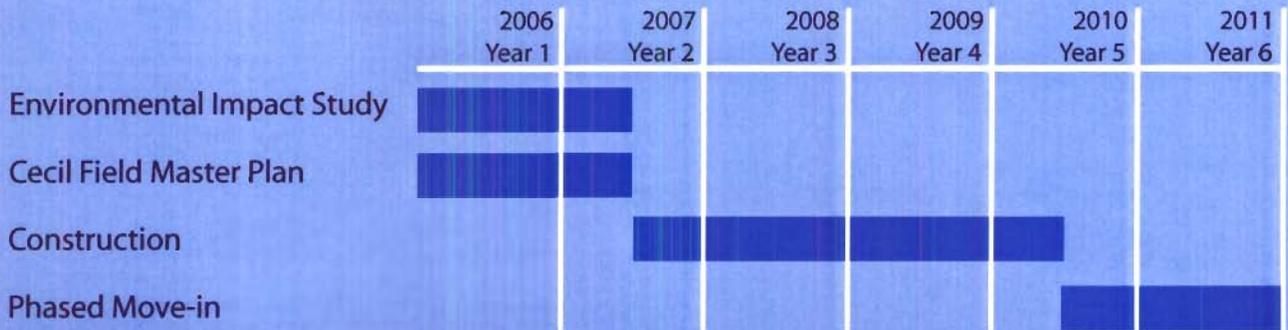
\* HANGAR 67 CAN ALSO SERVE AS DEPOT LEVEL MAINTENANCE HANGAR USING 4 HANGAR EQUIVALENT SPACES

| ADMIN / SUPPORT FACILITIES REQTS AND COSTS |          |           |               |         |                    |
|--|----------|-----------|---------------|---------|--------------------|
|  | EXIST SF | REQD SF   | ADDED SF REQD | \$/SF   | TOTAL COST         |
| BEQ / BOQ                                  | 0        | 613,000   | 613,000       | 200     | 122,600,000        |
| DINING FACILITY                            | 0        | 42,000    | 42,000        | 200     | 8,400,000          |
| PUBLIC WORKS                               | 0        | 82,000    | 82,000        | 200     | 16,400,000         |
| MAGAZINES                                  | 42,000   | 67,000    | 25,000        | 100     | 2,500,000          |
| FUEL FACILITIES                            | 0        | 1         | 1             | LS      | 30,000,000         |
| F-18 TRAINERS                              | 80,000   | 80,000    | 0             |         |                    |
| AIMD                                       | 101,000  | 101,000   | 0             |         |                    |
| NAMTRADET TRAINING                         | 136,000  | 136,000   | 0             |         |                    |
| CORROSION CONTROL                          | 50,000   | 50,000    | 0             |         |                    |
| HUSH HOUSE                                 | 50,000   | 50,000    | 0             | upgrade | 1,000,000          |
| SUPPLY WHSE                                | 120,000  | 120,000   | 0             |         |                    |
| ADMIN/OFFICE                               | 129,000  | 295,000   | 166,000       | 200     | 33,200,000         |
| FIRE STATION                               | 15,000   | 27,000    | 12,000        | 200     | 2,400,000          |
| MED/DENTAL CLINIC                          | 47,000   | 47,000    | 0             |         |                    |
| CHAPEL                                     | 15,000   | 15,000    | 0             |         |                    |
| MWR FACILITIES<br>(CLUBS-NEX-REC)          | 104,000  | 139,000   | 35,000        | 200     | 7,000,000          |
|  | 889,000  | 1,864,001 | 975,001       |         | 223,500,000        |
| ADDL EQPT FOR OPS/AIMD/TR                  | 0        | 1         | 1             | LS      | 25,000,000         |
| <b>TOTAL REQTS (NEW)</b>                   |          |           |               |         | <b>248,500,000</b> |
| 2 ADDL HANGARS (?)                         | 0        | 200,000   | 200,000       | 200     | 40,000,000         |
| GOLF COURSE                                | 1        | 1         | -             |         |                    |
| ON-BASE HOUSING                            | 92 UNITS | PPV       | -             | 0       | 0                  |

DCN: 7338

**Execution Timeline**

# 2005 BRAC



DCN: 7338

**FAA Letter (August 4, 2005)**



U.S. Department  
Of Transportation

**Federal Aviation  
Administration**

# Memorandum

FAA Navy Liaison Officer  
P.O. Box 799  
Orange Park, Florida 32067-0799

**Subject:** Availability and Procedures for Access to  
Special Use Airspace (SUA) in the Jacksonville,  
Florida Area

**Date:** August 4, 2005

**Reply to:** Peter G. Hooper  
**Attn. of:** FTS: 904-232-1984

**From:** FAA Navy Liaison Officer,  
Jacksonville, Florida

**To:** The Honorable Jeb Bush  
Governor, State of Florida

This memorandum is in response to the inquiry from your staff and the City of Jacksonville, Florida in regards to the availability and procedures to access the Special Use Airspace (SUA) in the Jacksonville, Florida area. The inquiry is prompted by the possibility of the U.S. Navy re-opening the former Naval Air Station Master Jet Base, now known as Cecil Field, Florida Airport.

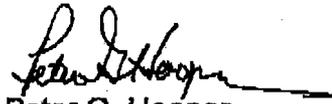
For the purpose of this memorandum, the Special Use Airspace involved is as follows. The Atlantic Off-Shore Warning Areas W-132, W133, W134, W-157, W-158 and W-159. The Military Operating Area(s) are Mayport High and Mayport Low MOA, Live Oak MOA, Gator 1 MOA, Gator 2 MOA, Palatka 1 MOA and Palatka 2 MOA. Restricted Area(s) are R-2906 (Rodman), R-2907 (Lake George) and R-2910, (Pinecastle).

It should be noted that within the above mentioned Warning Areas that the Tactical Air Combat Training System (TACTS) over water ranges are still utilized daily by the U.S. Marine Corps as well as the Florida Air National Guard and other DOD units. Additionally, the Restricted Area(s) are one of the very few locations within the United States that live ordnance is still allowed to be employed.

The availability of the above mentioned airspace and the procedures to ingress and egress that airspace remains unchanged since the departure of the Navy's FA-18 Community in 1999. In fact, additionally, new procedures to allow a more streamlined flow of aircraft to these areas was completed in July, 2003 in support of the Overarching Range Cooperative Agreement for Coordination and Control Procedures to support large scale aircraft carrier operations along the East Coast and Gulf of Mexico.

The real time coordination and scheduling between the U.S. Navy and the Federal Aviation Administration air traffic control facilities of the above Special Use Airspace

allow for the transition of civilian and military air traffic unimpeded with no prohibited restrictions . Existing airways and jet routes remain the same as when the Navy's presence at Cecil Field was in operation. Presently, both FAA air traffic control facilities at Hilliard, Florida and Jacksonville International Airport utilize the existing procedures on a daily basis.



Peter G. Hooper

DCN: 7338

**Cecil Field Facts**

DCN: 7338

NORTHEAST FLORIDA MEGASITES  
**CECIL COMMERCE  
CENTER SOUTH**



where the future leads®

# Cecil Commerce Center South

Cecil Commerce Center is without question the premier development site in the Southeast. Unique qualities include its incredible size, multi-modal access, publicly-owned status, and ideal location just 17 miles from downtown Jacksonville.

## Overview

- 652-acre industrial development owned and operated by the City of Jacksonville.
- Full-service industrial utilities, including dual-feed electric, municipal water and sewer, natural gas and fiber-optic telecommunications.
- Three interstate access points, industrial park interior service roads.
- Formerly used for light industrial/berthing/administrative offices as part of the main operating base of 17,000-acre Naval Air Station Cecil Field, closed in 1999.
- Available sites from 25 to 600 acres.

## Location

- 17 miles from downtown Jacksonville.
- Southwest Duval County in the consolidated City of Jacksonville, Florida.
- Bounded on north by Normandy Blvd., east by existing Branan Field-Chaffee Rd., south by Cecil Field Airport and west by a 5,800-acre recreation/nature conservation area.

## Transportation/Accessibility

### Interstate highways:

- Interstate 10: 4 miles to north.
- Interstate 295: 8 miles to east via I-10.
- Interstate 95: 17 miles to east via I-10.
- Interstate 75: 50 miles to west via I-10.

### Surface roads:

- Branan Field-Chaffee Rd: 4-lane divided expressway intersecting with I-10 adjacent, to be completed in 2008.
- Normandy Blvd: adjacent, 4-lane divided.
- Existing interior business park roads.

### Rail:

- Existing CSX rail service 4 miles from site, with rail spur that can be reactivated and extended into site.

### Marine port:

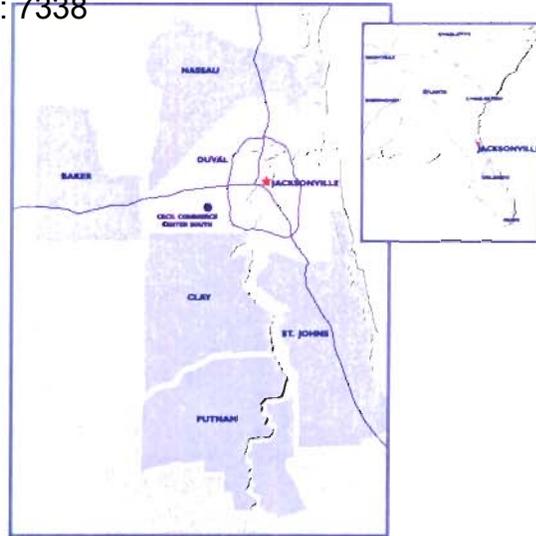
- Jacksonville Port Authority.
  - Talleyrand terminal: 18 miles.
  - Blount Island and Ed Austin terminals: 23 miles.
- Port of Fernandina Terminal: 50 miles.

### Airport:

- Jacksonville International Airport: 20 miles.
- Cecil Field General Aviation Airport: adjacent to site, multiple runways, 12,500 ft.

## Ownership/Availability/Cost

- Owned in fee simple by the City of Jacksonville.
- All sites immediately available for qualified projects.
- City will consider lower-than-market sales for certain high-economic-impact projects.



## Elevation/Zoning & Land Use/Wetlands

- 85 feet above sea level. Less than 1 percent slope across entire site.
- Planned Unit Development (PUD) allows for manufacturing and industrial uses.
- Current use is mixed use, with a number of existing leased buildings.
- No wetlands on site. Stormwater drainage system in place with sufficient capacity for immediate development of entire site.
- All land-use permitting has been accomplished.

## Utilities

### Electric:

- JEA (Jacksonville utilities authority), 8th largest municipal utility in the U.S.
- 230 KV (looped) existing. Planned dual-feed substation(s) system adjacent to site.
- 26 KV distribution underground feeder system in the area.

### Water:

- 24" and 16" water mains from JEA's North Grid water system. The North Grid has a capacity of 134.7 MGD and a current demand of 42.4 MGD, leaving a capacity surplus of 92.3 MGD. The Cecil Commerce Center water treatment plant is the North Grid plant of influence to the site. It has a current capacity of 7.2 MGD, and will be increased to 10.8 MGD in early 2005.

### Sewer:

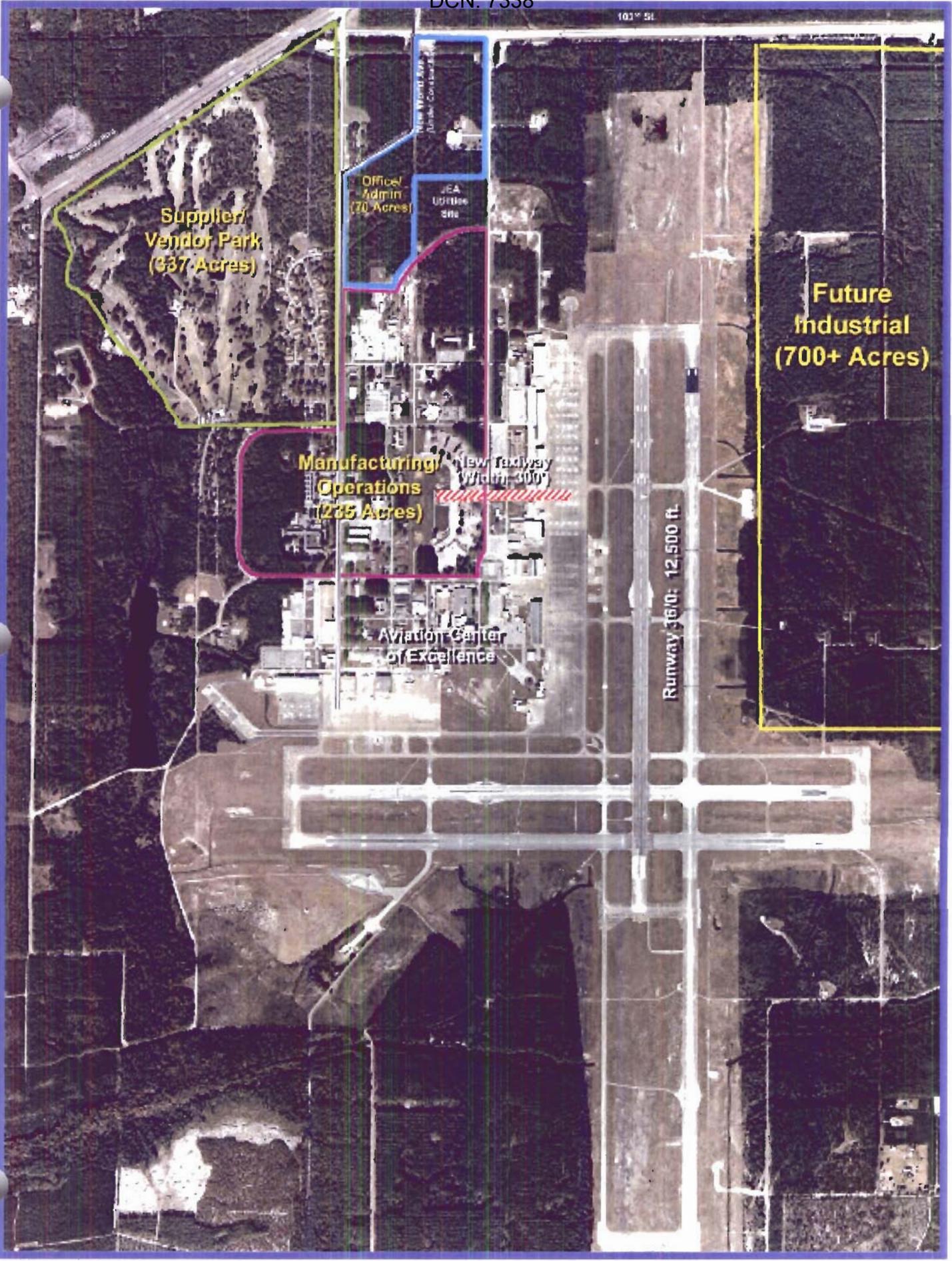
- Waste water treatment plant has 10 MGD permitted capacity.
- Average daily flow as of May 2004 is 8 MGD.
- Capacity surplus of 2 MGD, can be expanded.

### Natural gas:

- Teco-Peoples Gas Co. 6"-125 psi distribution line adjacent to site.
- 20"-700 psi main transmission line 2.5 miles from site.

### Telecommunications:

- BellSouth underground redundant fiber or copper cabling available on site.
- T1 and DSO thru OC-48 also available.



Supplier/  
Vendor Park  
(337 Acres)

Office/  
Admin  
(70 Acres)

Manufacturing  
Operations  
(235 Acres)

Future  
Industrial  
(700+ Acres)

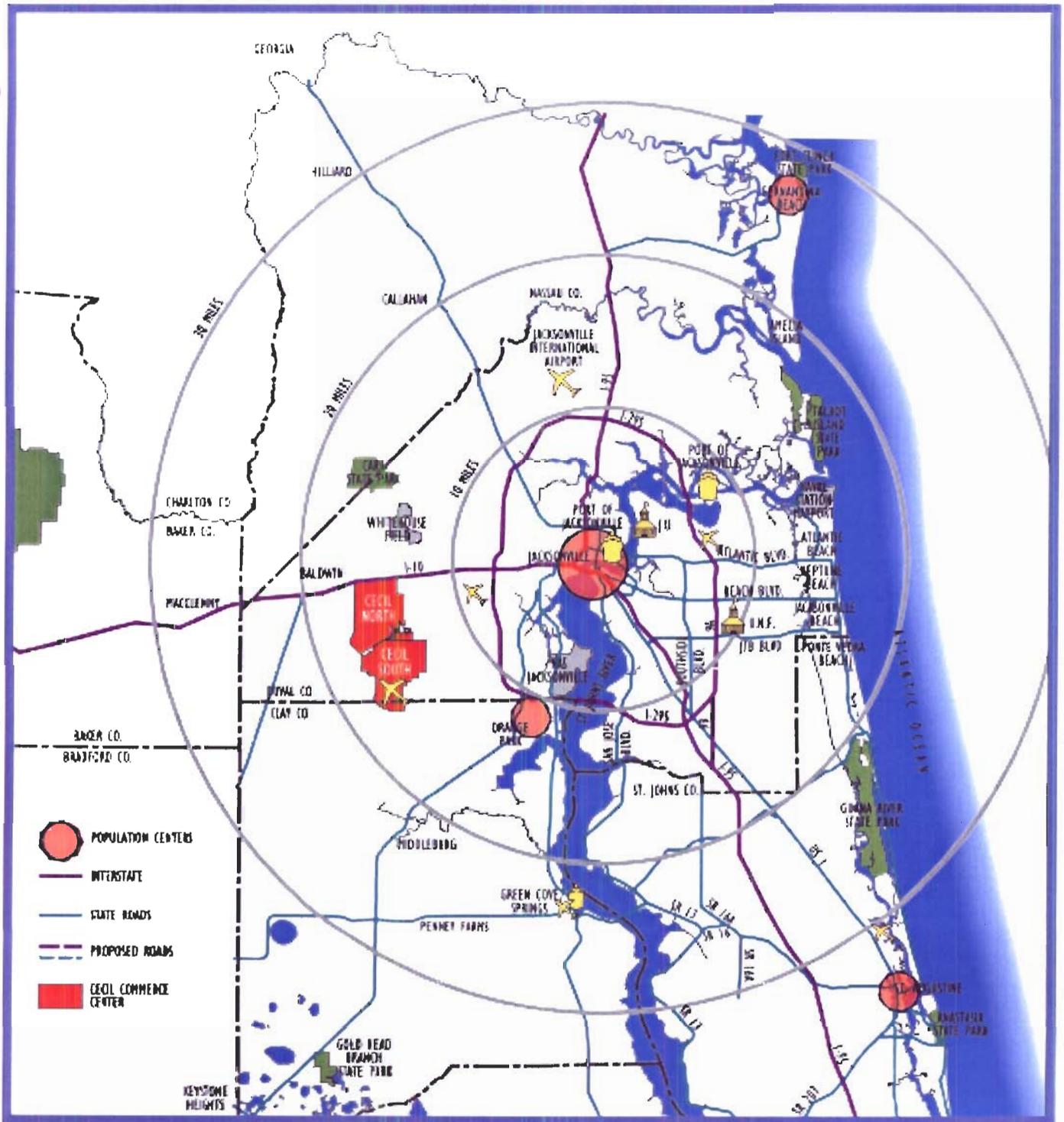
New Taxiway  
Within 300'

Aviation Center  
of Excellence

Runway 36/0: 12,500 ft.

New Taxiway  
Within 300'

JEA  
Utilities  
site



**JEDC**  
 JACKSONVILLE  
 ECONOMIC DEVELOPMENT  
 COMMISSION

**CECIL**  
 COMMERCE CENTER



**CORNERSTONE** REGIONAL DEVELOPMENT PARTNERSHIP

3 Independent Drive Jacksonville, FL 32202 904.366.6680  
 bizrel@jacksonvillechamber.org www.expandinjax.com

DCN: 7338

**Jacksonville Facts**



DCN: 7338

**Press: Cecil Field**

DCN: 7338

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**The Florida Times-Union**

**August 7, 2005**

## **CECIL FIELD: Looking good**

The debate over reopening Cecil Field boils down to a single, two-pronged question: Is Oceana Naval Air Station unable to meet the military's rapidly evolving needs over the long run and, if not, would the sprawling former base on Jacksonville's Westside be the best solution? In both cases, any rational analysis would conclude the answer is "yes."

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 Here are 10 of the most obvious reasons:

1. Encroachment. Virginia Beach, Va., city officials have allowed considerable growth near Oceana, in some cases directly under air space that pilots use for take-offs and landings. As a result, according to that city's newspaper, 145,000 people live in the encroachment zone -- where, in many cases, "Navy jets drown out TVs and disrupt backyard barbecues."

By contrast, only about 7,000 people live in the encroachment zone for Cecil Field, says Dan McCarthy, the city of Jacksonville's director of military affairs.

2. Community support. Virginia Beach residents demand the right to build out toward Oceana, citing property rights, then bitterly complain about the roar of engines. By contrast, Cecil Field had an air station for more than five decades, and noise complaints were virtually non-existent.

3. Leadership. Gov. Jeb Bush meets with commanders twice a year to formulate a military package for the Legislature. Mayor John Peyton gives football tickets to sailors and has a staff member assigned to assure that military issues are considered by city leadership. Jacksonville refunds the property taxes of local military people in war zones, even though that cost \$700,000 during last year's budget crunch.

Virginia Beach officials have been far less accommodating. Of 70 development proposals in the encroachment zone examined since 1975, that city's newspaper reports, the City Council approved 51 over Navy opposition.

Two years ago, in fact, the council approved construction of a condo near a runway -- bringing it in the flight path of 100,000 jets a year, each emitting a noise that the Navy compared to that of a rock concert.

Oceana seems even to have lost support from the Virginia Beach newspaper. In a recent editorial, it

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wrote: "The Navy has a mission, and so does the city. Both have changed over the years, arguably becoming less and less compatible. But American culture has changed, too. Mere inconvenience is too much a sacrifice to expect ..."

4. Training. Encroachment at Fentress, the outlying field for Oceana, prevents pilots from practice that replicates landing on a carrier. There are no such problems at Whitehouse, which served Cecil Field in the past.

5. Fleet concentration. For efficiency, the Navy wants to bunch its forces together as much as possible. Jacksonville already has submarines, ships, airplanes and helicopters with adequate base infrastructure over three locations -- and that doesn't even count the Naval Air Depot, Blount Island, Camp Blanding or the Florida National Guard jet facility.

6. Location. There is unrestricted and abundant air space above water here, on both the Atlantic and Gulf coasts.

7. Infrastructure. Cecil is a far better facility than the one abandoned in 1999. About 130 aging buildings have been demolished and the others refurbished. Utilities, roads and drainage have been upgraded -- and a four-lane highway is to be built there from Interstate 10, greatly improving access.

8. Cost. A city of Jacksonville analysis has concluded it would cost less than \$250 million to get Cecil ready, compared to perhaps \$2 billion for a new base. Besides, new runways would require cutting large swaths of forest somewhere -- causing environmental problems and tying up the process in court for years. Also, there would be no need for a new commissary, exchange and naval hospital for Cecil. They are already available at nearby Jacksonville Naval Air Station.

9. Quality of life. Jacksonville, McCarthy says, is the most desired stateside duty station in the Navy. Sailors want to be stationed here, and this is where many of them retire. There is no draft, so retention is important. Also, there are good spousal employment opportunities, reasonable housing costs and low taxes -- all important considerations for enlisted people with families.

10. The future. Cecil has 17,000 acres; Oceana, 6,000. As one retired vice admiral told the Times-Union, there is plenty of room for expansion here, none there.

Oceana served this nation well in past years. However, it is the future that the Navy should be studying.

The future is in Jacksonville.

This story can be found on Jacksonville.com at [http://www.jacksonville.com/tu-online/stories/080705/opi\\_19432214.shtml](http://www.jacksonville.com/tu-online/stories/080705/opi_19432214.shtml).

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**Press: Oceana**

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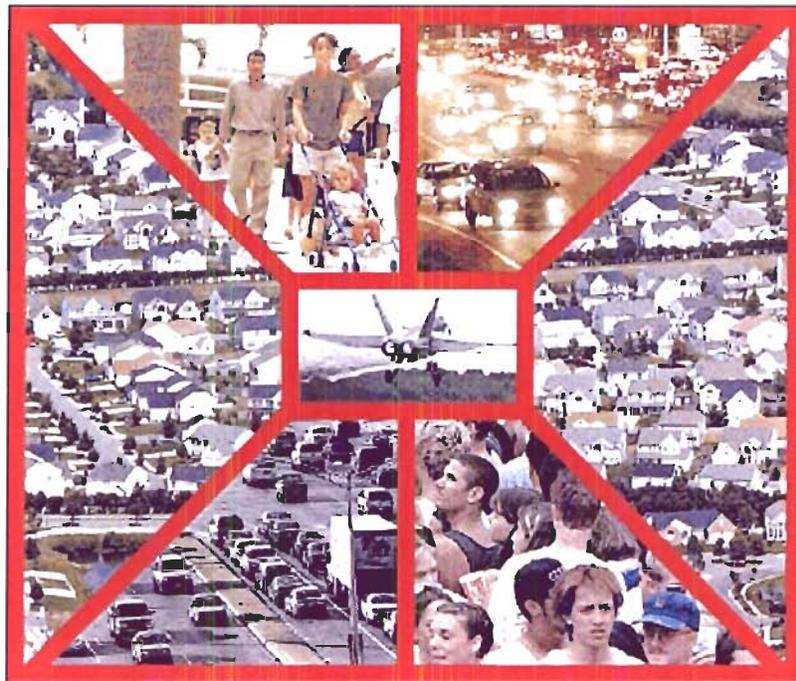
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### Navy has been tuned out, crowded out at Oceana

By JON W. GLASS, The Virginian-Pilot

© September 12, 2004

Last updated: 8:01 PM



file photos

VIRGINIA BEACH — In this Navy town, where many embrace the roar of fighter jets as the "sound of freedom," city leaders never miss a chance to tout their partnership with the military.

Even so, they repeatedly have turned a deaf ear when asked to rein in development that the Navy has said threatens the mission and future of Oceana Naval Air Station.

From 1975 to mid-2004, the City Council ignored Navy objections in nearly three out of every four votes, based on a review of Navy letters and city records.

#### OCEANA UNDER PRESSURE

More in this special report:

Part 2: Training is touch-and-go around Oceana

Of 70 development proposals examined, the council approved 51 over Navy opposition while denying 19. More than half of the votes came during the go-go 1980s as careening growth turned the Beach into Virginia's most populous city.

#### Maps and Graphics

(Note: These are large PDF files that may take a while to load)

The pattern is revealed in a stack of letters written by more than a dozen captains who commanded Oceana. The letters, released earlier this year by the Navy, show that the officers fought a mostly losing battle to keep growth at bay.

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But they also show that the Navy is not blameless. Some Oceana skippers lobbied City Hall more aggressively than others. The Navy also offered little or no resistance to housing developments in low- and medium-jet-noise zones around Oceana until last year – a stance the military now regrets.

The letters offer a historic window on a long-running, high-stakes debate that involves national defense, property rights and money.

Typical is a 1981 letter urging against a developer’s plan to increase the housing density on 23 acres for the resort area’s Salt Marsh Point neighborhood. “I must very strongly recommend the requested zoning change be denied and, further, urge the City not to permit dense residential development to take place in this area,” Oceana’s commander wrote. The City Council approved the rezoning.

As the dust settles on 30 years of sprawling growth, the letters underscore why Oceana, the city’s top employer, is also No. 1 on the Defense Department’s tally of most-encroached-upon air bases.

That’s a red flag for the Navy as it braces for another round of base closings from the Defense Base Closure and Realignment Act, or BRAC.

It also has given Beach leaders pause. This summer, the city and the Navy agreed to a truce of sorts, launching a joint land-use study on how the city can continue to grow and redevelop without threatening the base’s military value – key to Oceana’s survival.

Encroachment around Oceana became an issue at a 1993 BRAC hearing and gave city leaders a scare. But pressure to develop has continued.

If Oceana is put on the BRAC hit list in 2005, the city may have itself to blame, said Councilwoman Reba S. McClanan.

“I think the wolf is at the door,” she said.

**The letters make clear** why the Navy’s East Coast master jet base is so hemmed in today. The problem crept up one rezoning at a time, each approval making it harder to say no to the next.

Nearly a third of the city’s 439,467 residents now live in jet-noise zones that the Navy considers incompatible for housing developments. Many are in homes where roaring Navy jets drown out TVs and disrupt backyard barbecues.

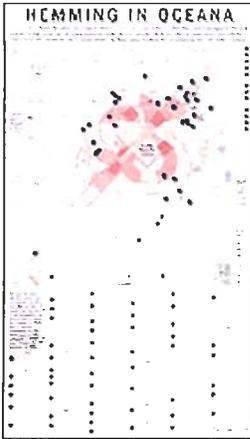
Over the years, development moved down Lynnhaven and London Bridge roads to the west and southwest of Oceana, spurred, in part, by the city’s approval of Lynnhaven Mall in 1976, over vehement Navy protests.

To the east and northeast, a series of rezonings turned sections of the Oceanfront resort into dense rows of condos and apartment complexes. The same thing happened to the north and northwest in Great Neck.

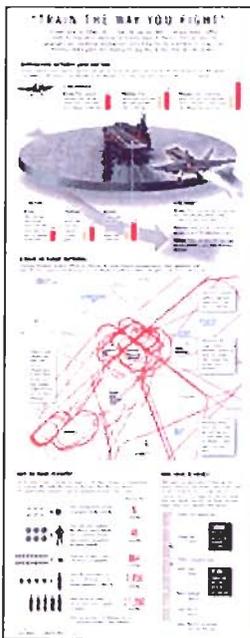
Rezoning have consumed most of the farm fields and woods that surrounded Oceana when it opened in 1940.

The Virginian-Pilot requested the letters under the federal Freedom of Information Act. Here’s a sampling from the Navy’s file:

- In 1976, the City Council approved Lynnhaven Mall, one of the largest malls in Virginia. It lies in Oceana’s



Development encroachment around Oceana (6 megs)



Training and flight patterns at Oceana (2 megs)

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loudest noise zone and partly in an area where the risk of jet crashes is highest.

The base's commander at the time, Capt. W.D. Knutson, opposed the project, writing that the city and the Navy had a "moral commitment" to avoid putting people in harm's way.

Today, jets bank into hard 180-degree turns around the mall as they head for downwind landings at Oceana. Shoppers in the parking lot can wave to the pilots.

"The odds are that there's going to be a plane crash in the center of that mall," Knutson, retired in California, said recently. "I hope to God it doesn't."

- In 1978, the council rezoned 70 acres of industrial land for 160 homes in Oceana's loudest noise zone along London Bridge Road. The Navy wrote that complaints from the "adverse effects of noise would be repeated and vigorous" and sent a delegation to City Hall to oppose it.

"Everybody seemed to think the Navy was just being obstinate," said Floyd E. Taylor, a retired civilian personnel officer who testified for the Navy.

- In 1985, the council rezoned 30 acres that once sprouted strawberries on South Lynnhaven Road for a condo community. A Navy letter called it "highly incompatible" and "most undesirable." A coalition of civic leagues, armed with 1,000 signatures, opposed it, too.

- In 1989, the council agreed to increase the density on 13 acres for the 96-unit apartment complex Herons Point, off Fremac Drive, between Laskin Road and Interstate 264 in the highest noise and accident-potential zones.

"If incompatible development is allowed to continue, the operating capability of this Master Jet Base will be compromised, affecting our ability to perform mission requirements in support of our national policy," Oceana's commander wrote.

- In 2000, the council rezoned farm land along Indian River Road for Dewberry Farms, a single-family neighborhood of about 50 homes in a medium jet-noise zone.

"The Environmental Protection Agency, Department of Housing and Urban Development and the Department of Defense consider this noise zone normally unacceptable for residential uses," the Navy argued.

- Last year, the council approved a developer's plan to demolish an aging motel off Laskin Road and replace it with a 10-building, 90-unit luxury condo complex in an accident-potential zone off Oceana's most heavily used runway.

Council members applauded the redevelopment of a problem property near an Oceanfront gateway. The Navy urged redeveloping the site in ways that would not conflict with the base.

In the 1970s and '80s, J. Henry McCoy, a former mayor and council member, cast votes for much of the development that drapes Oceana like a horseshoe.

"To Monday morning quarterback," McCoy said recently, "I'd say some of those things should never have been approved." Jerry Riendeau, a retired rear admiral and Beach resident, recalls Oceana in 1955, when "I felt like I was flying out of a jungle." But "slow, insidious" growth has changed that, raising doubts that the upcoming land-use study, known as JLUS, can solve the base's encroachment problem.

"I would suggest that JLUS is about 35 years too late," Riendeau told Beach leaders last month.

**Since its founding in 1963**, Virginia Beach has been a city on the move. Beach leaders have seemed to want it all – the taxes and prestige that growth produced and the economic benefits generated by Oceana, essentially a Fortune 500 heavyweight with its \$759 million payroll and 12,300 military and civilian employees.

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Mayor Meyera E. Oberndorf, who joined the council in 1976, after the mall vote, became one of the Navy's staunchest supporters. With land prices rising and property owners itching to cash in, she said, efforts to balance the Navy's concerns against the lure of economic development have caused "constant stress."

"It became a struggle between land owners' rights and the need and desire to protect Oceana," she said.

McClanan, like Oberndorf, rose from the ranks of neighborhood civic activists who worried that unchecked growth would bring traffic jams, crowded schools and higher taxes.

"It was totally a developer's world," McClanan said. "There was so much money to be made, nobody wanted to hear what the Navy said. The thought that you would limit what people could do with their land was just a foreign concept."

In the '80s, up to 1,000 new residents a month poured into the city. The development proposals flowing into City Hall reflected that.

Littleton Hudgins, a real-estate developer who won several resort-area rezonings opposed by the Navy, said the council was trying to keep pace with the market.

Council watchers in the '80s left meetings in disbelief as developers won high-density rezonings. Virginia zoning laws call for a "reasonable use" of property, but putting more people in homes where jets might crash, or pass by with a deafening roar, seemed "absurd," said former North End resident Georgette Constant.

Noise didn't seem to scare away buyers or renters.

Today, a marketing brochure for Herons Point, built near a finger of Linkhorn Bay, promises a "calm, relaxing lifestyle." There's no mention of jet noise, but renters must sign a lease addendum that discloses the noise, said property manager Leighann Nichols.

The council made disclosure a condition of the 1989 rezoning. Now, it is required on any sale or rental in the noise zones.

"It's kind of hard to hide," Nichols said of the thunderous jets. Even so, the complex is nearly full year-round, she said.

Lynnhaven Mall's success reinforced a prevalent view in City Hall that Virginia Beach's growth would not jeopardize Oceana.

"The Lynnhaven Mall, despite the fact it was probably a risky decision, has turned out to be a very beneficial element in our community," said city Planning Director Robert Scott, hired the year the mall was approved. "It's hard to look back and say the council made a wrong decision."

Then, as now, builders and developers contributed the most money to council election campaigns and carried weight.

"No question about it," McCoy said. "They approached everybody on council. I don't think anybody was being dishonest. It was, 'We helped you get elected.' A lot of politics was involved."

Lawyer Grover Wright became the development industry's go-to guy. At council meetings, he went for the jugular.

"It was like watching an alligator snapping at his prey," Oberndorf said.

His attack was simple and powerful: If the Navy wanted a parcel to remain undeveloped, Washington should buy it.

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"I just don't feel they have the right to control people's property for nothing," Wright, who is semi-retired, said recently. "Why punish one guy when development has occurred all around him? It's discriminatory."

That logic resonated in City Hall. Former Councilman John Baum, trained as a land appraiser, routinely criticized the Navy for asking the City Council to zone away a person's ability to develop their land. During 28 years on the council, Baum rarely voted the Navy's way.

"The Navy is important here, and I respect them; they're protecting the country," Baum said. "But in a democracy one of your rights is private property."

The Navy's counter-argument hasn't changed over the years: Land owners have other options. The Navy views industrial, commercial and some retail developments as compatible, if they don't draw large numbers of people.

To answer critics, the Navy eventually turned to Congress for money to buy land or development rights around Oceana. U.S. Rep. G. William Whitehurst, a Republican military hawk, steered nearly \$60 million to Oceana between the mid-'70s and mid-'80s.

"My position was, the Navy was there first and the city should not be granting permits to people to build close to a military airfield," Whitehurst said recently.

With the money, the Navy purchased some land outright, but mostly bought development rights – nearly 3,700 acres around Oceana's 5,300-acre base and another 8,800 acres around Fentress Auxiliary Landing Field in Chesapeake, also threatened by development.

But even this solution had problems. Navy lawyers dragged land owners to court to settle disputes over property values. People criticized the Navy for spending as much to buy development rights as it would have taken to buy the land.

Money for the program, which competed with other defense needs, dried up by the late 1980s. "It turned out to be quite unsatisfactory," said former Rep. Owen B. Pickett, a Democrat who replaced Whitehurst in 1987.

In the end, the effort "has almost been money thrown away," said former Oceana commander John E. Allen, a Chesapeake resident.

**For all the Navy's concerns**, there's evidence that the military contributed to the problem.

Oceana's commanders rotated every two or three years. Some fought development aggressively; others rarely wrote letters. Some spoke at City Council meetings to make the point; others sent a subordinate or no one at all.

Most of all, they wanted Oceana to be a good neighbor. Since the Navy lacked veto power over the council's zoning decisions, all the commanders had was public opinion and the government's goodwill.

Capt. Knutson created such an uproar in City Hall with his objections to Lynnhaven Mall in 1976 that a four-star admiral muzzled him.

"We had senators and congressmen calling the Navy and saying, 'What's going on here? You're butting into local politics,'" Knutson recalled.

City leaders and developers have said the Navy has been inconsistent. The Navy, for example, opposed the Dewberry Farms development off Indian River Road in 2000 but sent no letters objecting to several other subdivisions built nearby under the same flight path and in the same noise zone, said city planner Stephen White.

In some cases, Oceana's opposition seemed half-hearted. The Navy would write a letter about official policy but would not actively object.

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"There was an understanding that the Navy had certain degrees of opposition," said Charles Salle, a former assistant city attorney and Planning Commission member. "They were 'opposed' and they were 'strongly opposed.'"

Former Oceana commanders said some development that passed without a fight caused headaches later. One was the Verizon Wireless Virginia Beach Amphitheater, off Princess Anne Road, near a Navy flight path between Oceana and Fentress.

Oceana signed off on the location in a 1993 letter. That was before the arrival, in 1998 and '99, of the louder F/A-18 Hornets.

"I used to get calls from folks running the amphitheater saying, 'Hey, we're having a concert over here, is there anything you can do?'" said retired Capt. William C. "Skip" Zobel, who commanded Oceana from 1999 to 2001. "I would never have said they could've built that there."

Last year, the Navy began opposing all new homes in all noise zones, but even that tougher policy has gray areas. The dilemma was clear during debate in February over the proposed 490-home Ashville Park.

The Navy opposed the development, off Princess Anne Road, in the city's transition area and partially in Oceana's lowest noise zone. Council members, though, gushed over its neo-traditional homes and open spaces, designed by a nationally known architect.

They turned for guidance to Rear Adm. Stephen A. Turcotte, head of the Mid-Atlantic Command, which oversees all area Naval installations. Put on the spot, the admiral gave a Zen-like answer: Its impact on Oceana, he said, would be a "pebble" in the water, not a "boulder."

Suddenly, everyone in City Hall began assessing development proposals as stones and rocks. A few weeks later, though, Turcotte clouded the water by pointing out that a few pebbles could amount to a boulder.

Navy officials acknowledge that past attempts to discourage homes in noise zones sent a mixed message. The U.S. government now is defending itself against lawsuits filed by 2,093 property owners in Virginia Beach and Chesapeake who claim that the noisy Navy Hornets have devalued their property.

"We were a kinder, gentler Navy," said Alan F. Zusman, head of the service's noise-zone program. "We finally realized we were getting too many complaints. We believe that continued development under the flight paths is not a wise decision for us or the city."

**If past is prologue**, the Navy may face an uphill battle in what some worry could be Oceana's last stand.

"From a practical point of view, the development is there and we continue to fly," Zusman said. "The question for the future is, how much more development will occur."

The last prime pieces of undeveloped land in Virginia Beach, mostly south of Oceana, are increasing in value. Developers are itching to build pricey homes there.

For now, City Hall is on board with the Navy. The City Council has delayed acting on several development proposals, mainly in the transition area, pending the expected December completion of the land-use study.

Beach leaders are optimistic that the study will show ways for Oceana to continue its mission and the city to grow its tax base.

They're eyeing tougher noise-disclosure laws, new restrictions on development and purchases of property that the Navy wants undeveloped. They're open to sharing the costs of buying out landowners, noting that the city already has spent millions to preserve farm land from development in the southern, rural half of Virginia Beach.

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As the city ages, redevelopment, especially at the resort, offers possibilities for undoing some past mistakes, Scott said.

So far, the Beach has dodged the base-closing bullet. But McClanan said time may be running out.

"I think we need to put our money where our mouth is because we're down now to where there isn't room to talk about it," McClanan said. "The Navy is so much of what we are, it's just hard for me to imagine the city without the Navy."

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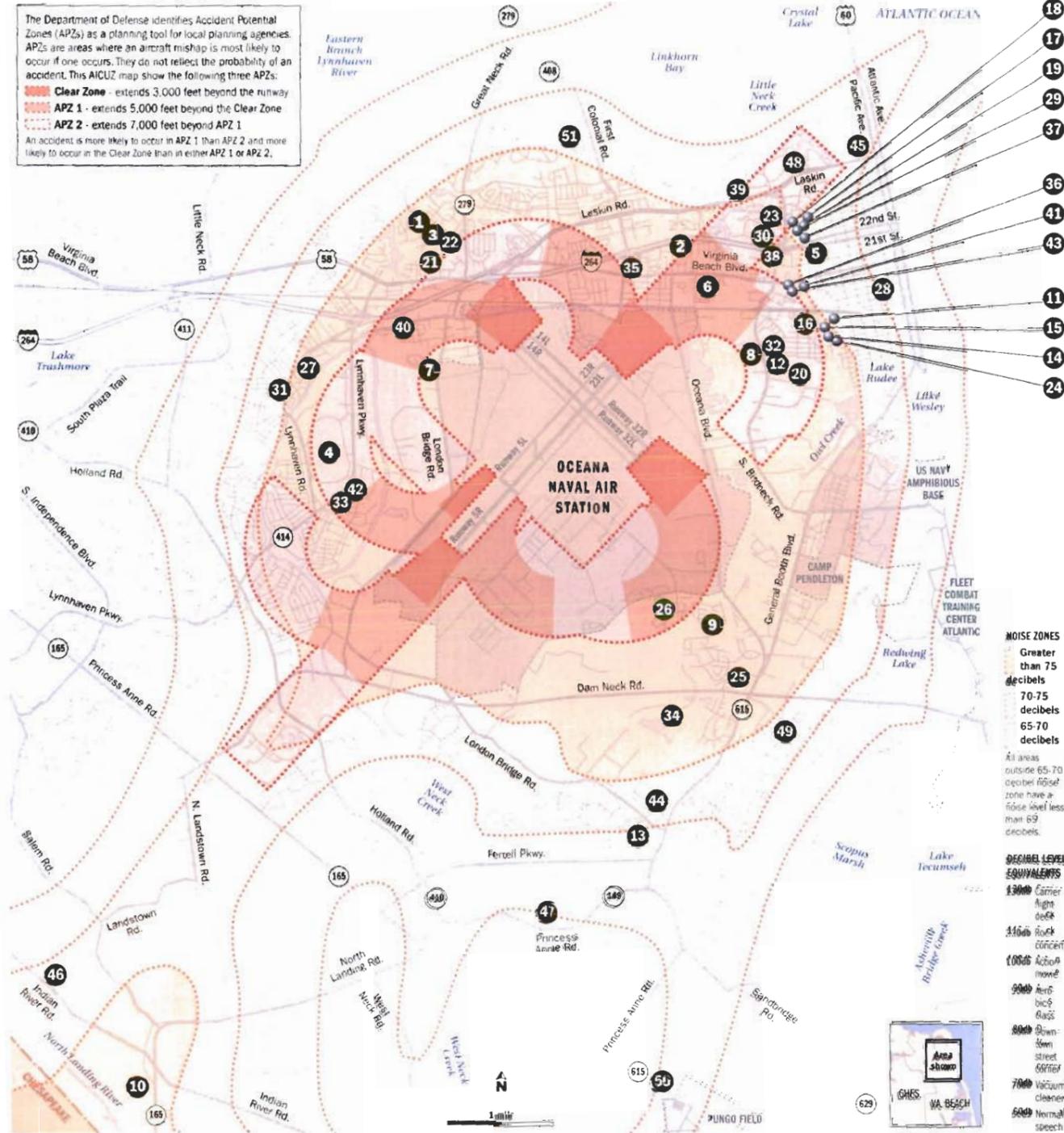
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# HEMMING IN OCEANA

For the past three decades, the Virginia Beach City Council has failed to heed Navy warnings against allowing homes in high-noise and accident-potential zones around Oceana Naval Air Station. Now, nearly one-third of the city's 439,467 residents live in areas where the Navy views housing as incompatible with the base's mission.

In 1978, the Navy created an Air Installations Compatible Use Zones map, or AICUZ, to help local governments limit residential growth in areas exposed to loud jets and the risk of crashes. The Navy's current AICUZ map, last updated in 1999 and depicted here, designates zones where jet noise over 24 hours averages 65 to 70 decibels, 70 to 75 decibels and 75 and greater decibels. Residents, however, are exposed to much louder "single-event" jet noise. An F/A-18 Hornet, for instance, can expose homeowners to around 114 decibels of sound - louder than a rock concert. The accident-potential zones, or APZs, are areas where jets fly over at least 5,000 times a year and the risk of crashes is highest.

The Department of Defense identifies Accident Potential Zones (APZs) as a planning tool for local planning agencies. APZs are areas where an aircraft mishap is most likely to occur if one occurs. They do not reflect the probability of an accident. This AICUZ map shows the following three APZs:  
**Clear Zone** - extends 3,000 feet beyond the runway  
**APZ 1** - extends 5,000 feet beyond the Clear Zone  
**APZ 2** - extends 7,000 feet beyond APZ 1  
An accident is more likely to occur in APZ 1 than APZ 2 and more likely to occur in the Clear Zone than in either APZ 1 or APZ 2.



This time line, based on city and Navy records, shows development city officials have approved since 1975 despite Navy objections that it was incompatible with Oceana Naval Air Station. Not included are council votes to approve development the Navy discouraged but viewed as compatible if equipped with noise insulation and noise-disclosure for buyers.

- 1975**
  - 1 Rezoning for apartments within 6,000 feet and on the centerline approach to Oceana's runway 14.
- 1976**
  - 2 Permit for a church in an Accident Potential Zone (APZ) and the loudest noise zone.
  - 3 Rezoning for apartments, then in an APZ, and in a high-noise zone.
  - 4 Rezoning to allow construction of Lynnhaven Mall, now partially in an APZ and in the loudest noise zone.
  - 5 Approval of the Pavilion convention center, then partially in an APZ and in a medium-noise zone.
- 1977**
  - 6 Rezoning of 5 acres from business to apartments in an APZ "severely impacted" by jet noise.

- 1978**
  - 7 Rezoning of 72 acres from industrial to residential for 160 homes.
  - 8 Rezoning of 9 acres in an APZ and high-noise zone from industrial to apartments.
  - 9 Rezoning of 30 acres from agriculture to residential in an APZ.
- 1980**
  - 10 Rezoning of 68 acres in loudest noise zone.
- 1981**
  - 11 Rezoning for apartments that triples the housing density, then in the loudest noise zone.
  - 12 Rezoning for apartments in the loudest noise zone.
  - 13 Rezoning for up to 300 homes on 64 acres.
  - 14 Rezoning of 23 acres already zoned for apartments to allow more units in a high-noise zone and under the flight path of runway 23.
  - 15 Rezoning of 15 acres increasing the density for a condominium project in the highest noise zone.
- 1982**
  - 16 Rezoning of 13 acres to a higher housing density in loudest noise zone.
  - 17 Rezoning for apartments, then in an APZ, and in a high-noise zone.

- 1983**
  - 18 Rezoning of a 19-unit apartment building triples the density in an APZ and high-noise zone.
  - 19 Rezoning for apartments, then in an APZ, and in a high-noise zone.
  - 20 Rezoning of 19 acres at a higher density for apartments in the loudest noise zone.
  - 21 Rezoning of 4 acres from business to apartments in loudest zone and directly under the flight path of runway 14.
  - 22 Rezoning of 8 acres from community business to apartments in the loudest noise zone beneath the approach to runway 14.
  - 23 Rezoning of 1.24 acres from business to apartments in an APZ and high-noise zone.
- 1984**
  - 24 Rezoning of 1.5 acres for a denser apartment development in the loudest zone near the flight path of runway 23.
  - 25 Rezoning of 10 acres from business to residential for single-family homes, then in an APZ, and in a medium-noise zone.
- 1985**
  - 26 Rezoning of 12 acres of farmland to apartments in the loudest zone.
  - 27 Rezoning of 30 acres in medium- and high-noise zones.
  - 28 Rezoning to allow a denser residential development, then in the loudest noise zone.
  - 29 Rezoning of an acre, then in an APZ, and in the loudest noise zone for apartments less than 2 miles from the ends of runways 5 and 23.

- 1986**
  - 30 Rezoning of 8 acres to allow up to 123 apartment units in an APZ and loudest noise zone.
  - 31 Rezoning of 10 acres from business to apartment district where jet noise is "unacceptable high."
  - 32 Rezoning of 2 acres for condos in the loudest noise zone.
- 1987**
  - 34 Rezoning of a 148-acre farm for a proposed 444-home subdivision partly in the loudest noise zone under the landing pattern for runway 32. (The owner later sold the property for the City's Corporate Landing Business Park.)
  - 35 Permit for a day care in the loudest noise zone under the landing pattern for runway 23.
  - 36 Rezoning of nearly an acre from business to apartment district for a group home in an APZ and the loudest noise zone.
- 1988**
  - 37 Rezoning for apartments, then in an APZ, and in a medium-noise zone.

- 1989**
  - 40 Rezoning of industrial land for a single-family home in the highest noise zone directly under an Oceana flight path.
  - 41 Permit allowing more people homes in the loudest noise zone at a trailer park.
  - 42 Permit for a bingo hall in the loudest noise zone and lying under the landing pattern of Oceana's busiest runway.
  - 43 Rezoning of 2 acres from business to hotel for a proposed 80-unit hotel.
- 1990**
  - 44 Rezoning of 1.5 acres for a 10-bay car wash in a low-noise zone.
  - 45 Rezoning of 1 acre from single-family to apartments under the flight path to one of Oceana's busiest runways.
- 1991**
  - 46 Rezoning of about 200 acres from agriculture to family homes under the Bath Row by Training Blvd.

Sources: City of Virginia Beach. Written and researched by JON [Name obscured]. Graphic by ROBERT D. [Name obscured].

# “TRAIN THE WAY YOU FIGHT”

A basic tenet of military life — “train the way you fight” — simply doesn’t reflect reality for Navy pilots stationed at Oceana Naval Air Station. Here are ways the geography and residential development surrounding the Naval airfields at Oceana and Fentress inhibit pilots from training the way they fly from their aircraft carriers:

## DIFFERENCES BETWEEN LAND AND SEA

Oceana-based pilots cannot practice and train at home the same way they fly off their deployed aircraft carriers. The biggest difference is the altitude of the approach. At home, the pilots must come in much steeper.



### 1. THE APPROACH

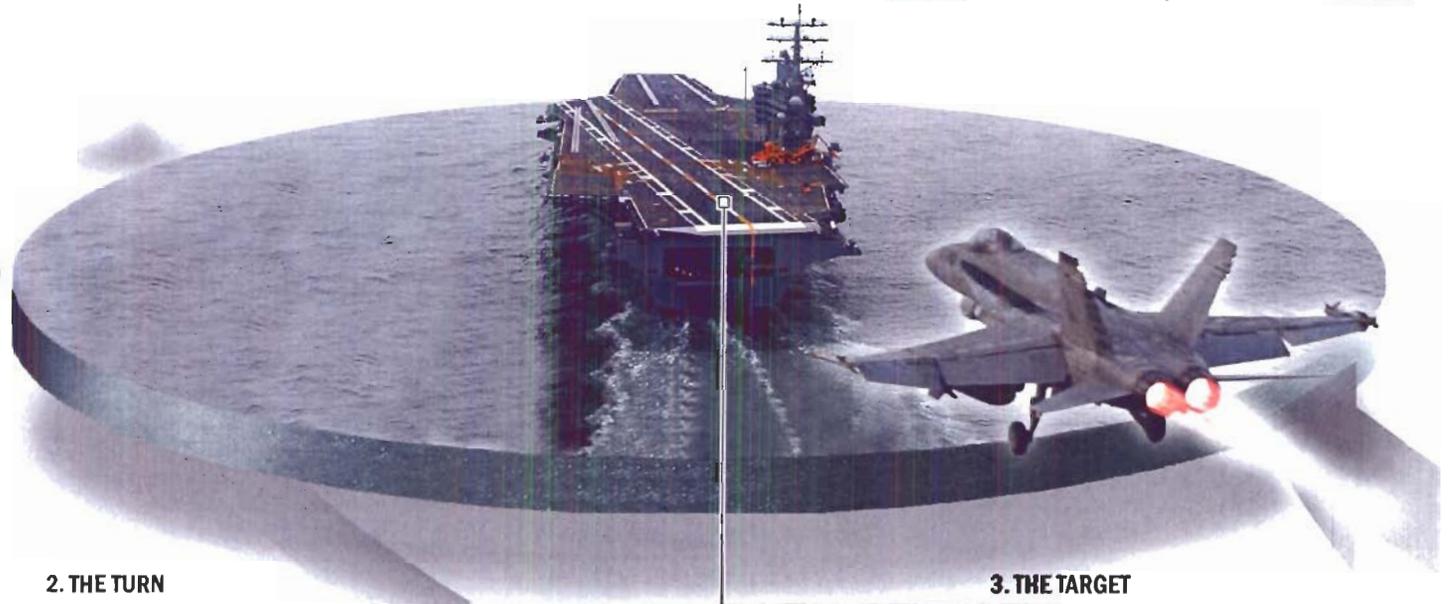
**At sea:** Pilots typically approach their aircraft carrier from a mile away at an altitude of 800 feet.



**Fentress:** Pilots conducting touch-and-gos must approach from 1,000 feet.



**Oceana:** Pilots conducting touch-and-gos must approach from 1,500 feet — nearly twice the altitude they use at sea.

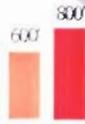


### 2. THE TURN

**At sea:** After banking their planes hard to the left, pilots approach from an altitude of 600 feet.



**Fentress:** Pilots make their turn and descend to 800 feet.



**Oceana:** Pilots make their turn and descend no lower than 1,000 feet.



### 3. THE TARGET

**At sea:** Pilots must set their planes down on a 200-foot-long section of the 1,000-foot-long carrier deck.

**Fentress:** Pilots aim for a 200-foot-long section of an 8,000-foot-long runway.

**Oceana:** Pilots aim for a 200-foot-long section of 8,000- to 12,000-foot-long runways.

# MAZE OF FLIGHT PATTERNS

Primarily because of their efforts to minimize jet noise around developments, pilots approach and take off from Oceana and Fentress in a multitude of patterns. Often, the path is far from a direct line.

