

Briefing For

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**United States Commander-in-Chief
Pacific Command**



Governor Carl T.C. Gutierrez

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**Base Realignment and Closure
(BRAC)**

Bureau of Planning

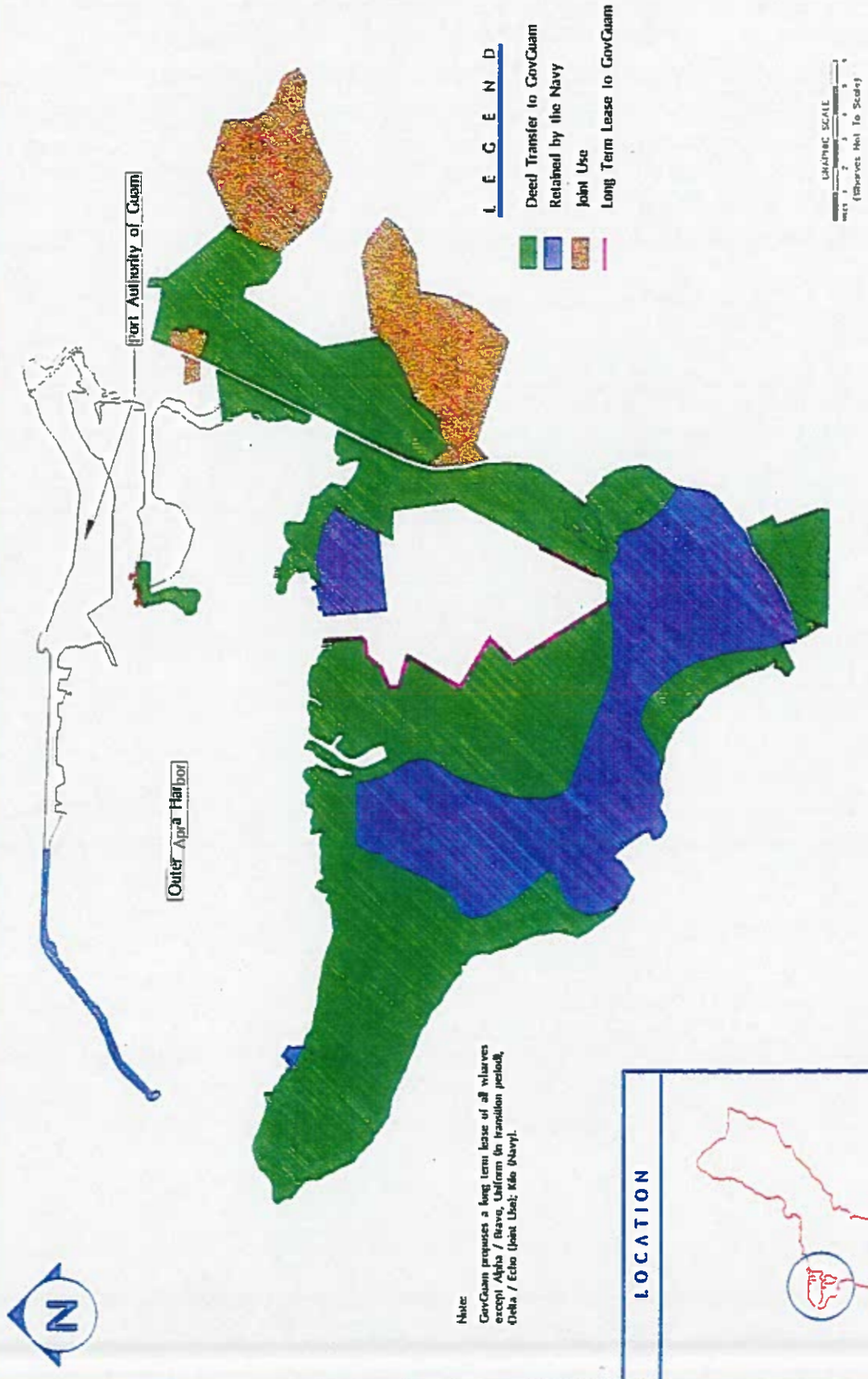
BASE REALIGNMENT AND CLOSURE

Forward From Guam: Toward A More Cooperative Transition

- **Guam is Strategically Important:** Guam remains militarily and strategically important in the Pacific, especially in the face of any turmoil in Japan and Okinawa. The Navy and Air Force active duty presence on Guam remains significant.
- **Guam is America:** Our Political and Community Leadership has proven to be very supportive of the goals of the Administration and the Navy. We are U. S. Citizens who are deeply patriotic, even with incomplete citizenship status, 50 years under a Navy Captain/Governor and 70 years with no right to elect our own island leaders. We have served our country in peace and war in greater numbers per capita than any other community group in the United States.
- **Guam was Hit Hard by Closures, but No Complaints:** We seek only to:
 - convert BRAC properties to private sector management with GovGuam oversight (Ship Repair Facility, Fleet Industrial Supply Center, and other properties, and
 - provide for our own Economic Revitalization.
- **Guam needs a more Cooperatively Planned Transition:** We need a more "paced," cooperative transition to allow for better planning and conversion of the SRF and the FISC to Commercially Viable Private Sector Uses. **THERE NEEDS TO BE MORE CONSIDERATION FOR COOPERATIVE EFFORTS, NOT JUST A "CLEAN" FACILITY AFTER THE NAVY DEPARTS.**
- **KEY ISSUES:**
 - **Leave Military Sealift Command (MSC) on Guam**
 - Leave MSC ships stationed in Guam for at least 5 years.
 - Guam fulfills all Navy requirements for military sealift mission.
 - Guam needs basic MSC work as initial base for privatization of economic activities set for closure.
 - Demand closer MSC/GovGuam negotiations on repair and resupply capabilities and costs in Guam.
 - **Floating Dry Docks (AFDM-8 and AFDM-5)**
 - Transfer AFDM-8 to GovGuam ownership (retire AFDM-5).
 - Key to repair of larger ships.
 - Excess to Navy needs/Discussed in BRAC law.

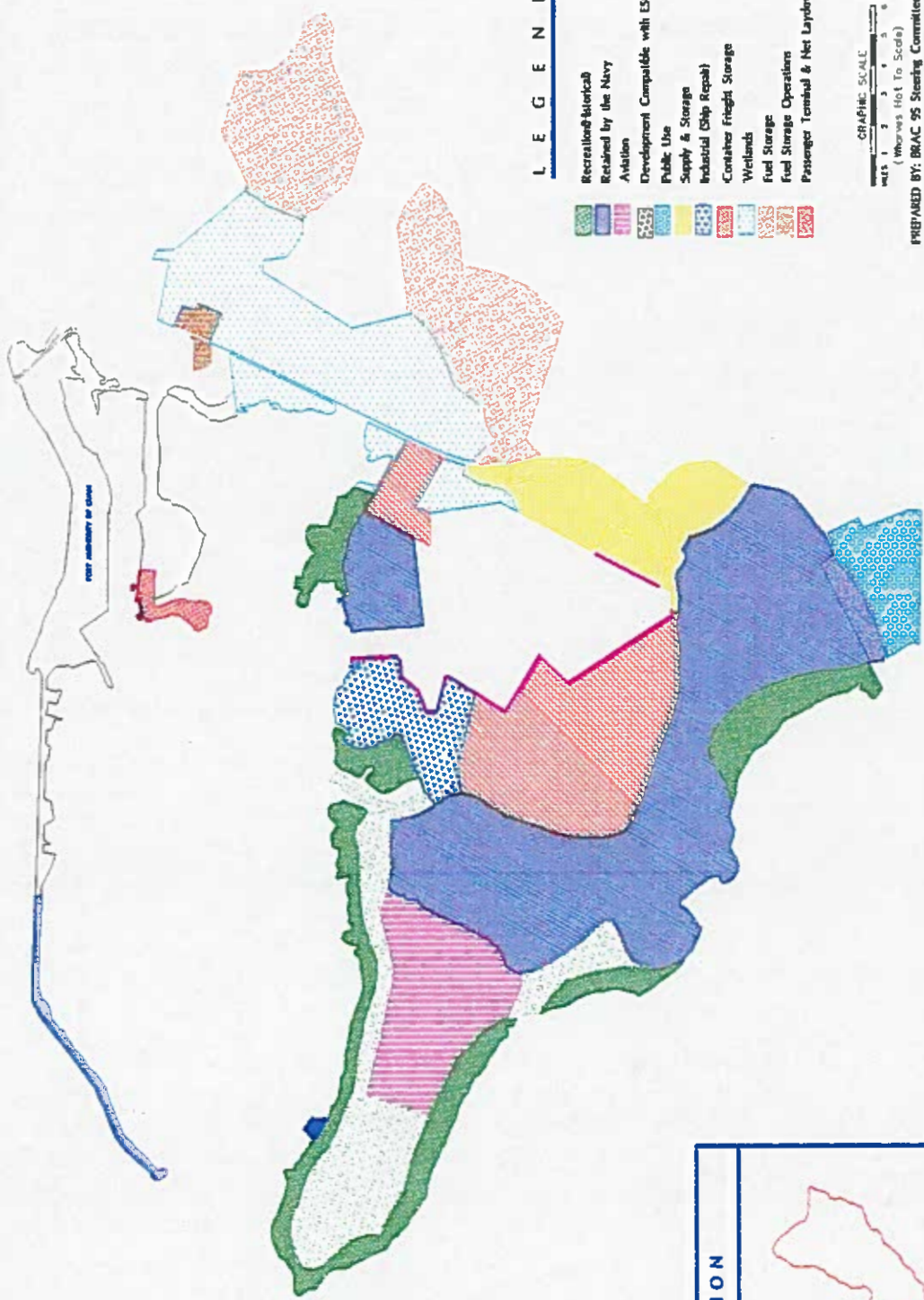
- **Minimum Navy "Footprint"/Long Term Navy Plan**
 - Need Navy to identify true long term requirements.
 - Then, reduce Navy area to minimum to meet requirements.
- **Maximum Fee Simple Deed Transfers and Lease Backs**
 - Transfer maximum amount of property completely by deed.
 - Transfer as much of remaining under new "lease-back" law.
- **SPECIFIC ADDITIONAL ISSUES:**
 - **Explosive Safety Quantity Distance**
 - Consolidate certain operations that create ESQD Arcs at Polaris
 - Reevaluate ESQD at Kilo to allow levels of reuse at Orote Point
 - **Infrastructure Services**
 - Encourage "can do" atmosphere to resolve infrastructure needs.
 - Allow civilian use of Navy Sewer Treatment Plant.
 - **Equipment Inventory**
 - Recognize importance of personal property for reuse objectives.
 - Reevaluate equipment needs based upon long term Navy footprint.
 - **SEALS Location**
 - Ensure location does not adversely affect local reuse.
 - Evaluate need for high value wharf space.
 - **Environmental Documentation**
 - Expedite completion of environmental baseline surveys.
 - Begin development of Findings of Suitability to Lease.
 - **FISC Short-Term Outsourcing**
 - LRA can participate without violating regulations.
 - Require companies to possess current Guam Business Licenses.
 - **Military Training**
 - Move LCAC training to allow reuse of Dry Dock Island.
 - Evaluate training needs from reuse perspective.
 - **Funding**
 - Support additional federal funding for local reuse activities.
 - Secure funding for environmental survey and cleanup efforts.

APRA HARBOR COMPLEX: GOV GUAM'S LONG TERM FOOTPRINT



Note:
GovGuam requests a long term lease of all wharves except Alpha / Bravo, Uniform (in transition period), Delta / Echo (Joint Use), Kilo (Navy).





LEGEND

- Recreation/Interior
- Retained by the Navy
- Aviation
- Development Compatible with ESQD
- Public Use
- Supply & Storage
- Industrial (Ship Repair)
- Container Freight Storage
- Wetlands
- Fuel Storage
- Fuel Storage Operations
- Passenger Terminal & Net Laydown



PREPARED BY: BRAC 95 Steering Committee & CEDA

LOCATION



G U A M

APRA HARBOR COMPLEX: GOV GUAM'S PROPOSED USE

OCT 13 1995

**POST BRAC'95 NAVY AND GUAM "FOOTPRINT" ANALYSIS
AND GUAM'S BASE REUSE CONCEPTS
APRA HARBOR**

Office of the Governor of Guam
Port Authority of Guam
Guam Bureau of Planning
Guam Economic Development Authority
&
BRAC 95 STEERING COMMITTEE

A. POST BRAC'95 NAVY AND GUAM "FOOTPRINT" ANALYSIS

1. Background

The majority of land resources in and around Apra harbor are now controlled by the U.S. government. Over 70% of fast lands in a two-mile radius of the entrance to Inner Apra Harbor are controlled by the U.S. Navy. Of the existing wharfage area in Apra Harbor (and Guam in total), the U.S. Navy controls 85%, yet accounts for less than 5% of vessel movements in Apra Harbor annually. Thus, U.S. Navy control of wharf areas and adjacent fast lands in Guam represents a principal obstacle to Guam's natural economic expansion.

Under the BRAC 95 recommendations, the Navy is slated to "retain" piers (under Naval Activities), the fuel farms and associated assets (under FISC), and some components of the Ship Repair Facility (dry-docks, cranes, piers). The specific retention areas identified in the BRAC recommendation were directly related to the DoD's readiness and "emergent" requirements.

It is also assumed that the Navy would retain housing, administrative space, base welfare and logistical support areas consistent with the size and requirements of the Navy contingent in Guam. This diurnal requirement, however, will be significantly smaller than the existing Navy spatial "requirement" which is based on a Cold War era footprint; a "requirement" which was never actively or fully utilized.

As Guam's experience vis-a-vis an active military presence has demonstrated, the diurnal military requirement for land in Guam is diminishing. Thus, the military's "justification" for unilateral control of the irreplaceable economic assets in Guam cannot be sustained within the framework of Guam's economic requirements.

The limited day-to-day requirement of the military, however, does not diminish Guam's vital strategic role to accommodate "surge" and "emergent" requirements in most war planning scenarios. Clearly, as Guam prepares to develop economic reuse opportunities, Guam's plans must include adequate arrangements for the U.S. military's requirements in periods of surge activity.

While the retention of some assets in the BRAC 95 recommendations reflects a strategic view of Guam's value for readiness and access during surge periods, the typical role of the Navy in Guam will be leaner and less demanding on resources than even the present levels of under-utilization. From Guam's economic point of view, the Navy must make Guam's daily economic reuse a priority over limited or non-existent daily use by the military. To fail to accommodate fully Guam's economic requirements within a Post-BRAC footprint -- particularly when federal economic activity and other program support by the U.S. government dwindles -- threatens the long-term U.S. requirements for "emergent military needs." Simply put, Guam's sustained economic interests cannot be held hostage to federal management of land resources which serve narrow military command preferences and possible war-fighting contingencies.

2. Summary

This document outlines the Government of Guam's view of the U.S. Navy's Post-BRAC 1995 footprint in and around Apra Harbor. Discussion of areas to be returned to Guam or utilized by Guam on a daily basis under the BRAC 1995 process are examined by Navy activity.

It is Guam's intent to develop military-use-compatible civilian economic opportunities in and around Apra Harbor. On the U.S. military side of the equation this will require a constraint of the normal operational view of property utilization; i.e., the U.S. Navy should retain only that which is minimally necessary on a day-to-day basis with extensive privatization in line with the recommendations of the Roles and Missions Commission. It is the Government's intent to provide for reuse and redevelopment activities which increase the military value of existing military assets while contributing to Guam's natural economic expansion. On the other hand, the Government of Guam's plans will broadly accommodate surge and emergent military uses of property in and around Apra Harbor.¹

¹ This accommodation, however, does not imply a lengthy review and approval process by the U.S. Navy of any and all civilian developments in the reuse area. Rather, the Government of Guam proposes that broad areas of consistency be established, and where approvals from the Navy are appropriate, they should be fast-tracked in view of private sector business realities.

This document also provides an overview of reuse activities sought by the Government of Guam. In examining reuse possibilities, the privatization of work for the Military Sealift Command now forward deployed as well as immediate, near and long-term options are discussed. The economic activities which the Government of Guam believes should take place in Inner Apra Harbor are discussed generally. Also, specific use areas are identified.

B. THE FOOTPRINT

1. Post-BRAC 1995 Footprint Considerations

The Navy's Post-BRAC spatial requirements in and around Inner Apra Harbor will fundamentally change as a result of the BRAC 1995 actions. To support regionalized repair and supply centers, SRF Guam will close and FISC Guam will be disestablished.

Only one Navy vessel of significant size, the Submarine Tender USS Frank Cable (AS40), will be based in Guam. Other mission related activities will include:

1. Munitions stowage (at the NavActs Magazine) as well as their loading and unloading (at Kilo wharf and Polaris Point)²;
2. Special units that are small in number, specifically the EOD MU-5 and SEALs-1;
3. Fueling functions at Delta and Echo wharves that are integrated into the Sasa and Tenjo fuel tank farms;
4. Intermittent support for AWR-3 and COMPSRON-3, with operational coordination to support MSC forward deployed and the Diego Garcia resupply shuttle;

The remainder of U.S. Navy activities in and around Apra Harbor are related to:

1. Support functions for property and assets administration and maintenance (e.g. PWC, NavActs Command);

² The Navy also presently load Tomahawk missiles at Sierra Wharf. It is recommended that such activities be conducted at Kilo Wharf, or at expanded facilities at Alpha Wharf (Polaris Point).

2. Support for personnel and families (e.g. housing, amenities);
3. Maintenance of specific assets for emergent uses (e.g. AFDM-8, cranes, piers, tugs); and
4. War planning for surge activities;

In view of the significantly reduced daily requirement for assets and facilities as a result of BRAC actions and the more general right-sizing of Navy activities in Guam (in view of budgetary realities), the active utilization of high economic value port assets by the U.S. Navy will be very limited. It is anticipated that Navy reuse to maintain the areas which are being closed, disestablished and even "retained" will be limited. Port development projects such as dredging Inner Apra Harbor, upgrading wharf-side utilities and bringing new technology to make wharf usage more efficient, will not be accomplished with Navy reuse.

It is clear that the leadership of the U.S. Navy, while creating savings from reduced operations in Guam, is intending to turn to non-military sources of revenue to maintain assets which are of significant importance to military readiness needs. As the Secretary of the Navy noted in testimony to the BRAC'95 Commission:

...(T)he retrenchment of our resources in the Pacific Theater, from Guam to the Hawaiian Islands, represents a shift in operating policy which will save the Department \$42 million a year in infrastructure costs. We will need access to Guam in the event of a mobilization requirement and so would welcome commercial, privately maintained and modernized facilities on Guam to avoid mothballing costs and restart delays.³

For base commanders in Guam, the operational and budgetary reality is that, excepting munitions activities, support for the submarine tender and small special units, the port area in and around Inner Apra Harbor will essentially become a "recoverable base" administered by a caretaker. Even some mission-related activities, such as support for the MSC T-AFS's and T-AE's and the Diego Garcia resupply shuttle would be serviced by privatized facilities at SRF and FISC should they continue to operate out of Guam.

It is, then, a clearly established premise that daily military activities will be reduced and that the

³ Remarks as prepared for delivery by The Honorable John Dalton, Secretary of the Navy before the Defense Base Closure and Realignment Commission, Washington, D.C. (14 June 1995) p. 9.

reuse of facilities through economic development initiatives will assist in the maintenance and modernization of assets which are required for emergent, surge mobilization and war-planning purposes. To accomplish the goal of non-military sector fiscal support for the maintenance and the amelioration of assets required for contingency purposes, it will be necessary for the Navy to ultimately transfer, primarily through deeds of conveyance as well as long-term leases, the waterfront assets and adjacent facilities in and around Inner Apra Harbor. Quality of life impacts on adjacent military support areas can be adequately addressed and should not pose a major obstacle for modernization initiatives.

A "quilted" Navy Post-BRAC footprint in the Apra area -- which on its face would disrupt the spatial and tempo requirements of privatized development -- would be an unacceptable approach by the Navy. A liberal process of transfer of land interests, a clear understanding of Navy's future contingency needs at the transferred facilities and a simplified process to respond in a timely fashion to capitalization interests is required in the redevelopment of Apra Harbor from a Navy-run waterfront to a civilian-administered privatized port complex.

2. The Footprint: Navy

From the perspective of Guam's plans for privatization and the maximum use by Guam of retained Navy assets for Economic Revitalization, GovGuam believes the "footprint" of land retained for exclusive Navy use should be as compact as possible. Such areas should include only those lands necessary for the few remaining Navy operations based in Guam and exclude any land that is unnecessary for a daily Navy mission.

The optimal Navy operational footprint would be an area of consolidated operations, possibly at Polaris Point. The redevelopment of such an area would limit the Navy's operational encumbrances over other areas in Inner Apra Harbor, making available large areas for civilian reuse (on a daily basis) which could be utilized for military purposes under surge or emergent conditions.

In general, the lands to be included within the Navy footprint are as follows:

General Bounds, Navy. The "footprint" for the Navy in the Apra Harbor area would include: all of the current family housing areas inside the main gate; the current Navy land at Polaris Point including Alpha and Bravo wharves⁴; the Public Works areas adjacent to the base housing areas;

⁴ This area, in the final reuse phase, should serve as an area of consolidated Navy operations. The extension of Alpha Wharf into would move the existing 35K ESQD so that none of SRF is encumbered. SEAL's vessel berthing and support, NavActs service craft, and Tomahawk loading (presently conducted at Sierra

fuel facilities at Delta and Echo Piers as well as Sasa Valley and Tenjo Vista; Camp Covington and other SeaBee areas; and, the Commissary, Exchange and family support areas. The remaining wharves would be retained by the Navy but leased long term to Guam.

Remaining Navy Missions. The concept under which Guam recommends the above footprint is one in which (as envisioned by the Department of the Navy recommendations to the Base Closure Commission and as approved by them), there will be little remaining Navy activity on Guam that is under direct Navy control. Within the Apra Harbor area in fact there will only be minimal Navy activity and the former Navy base will be used principally as a housing and personnel support area. Industrial and supply functions to support the few remaining assets the Navy wished to retain for "emergent military needs" as well as other operational requirements would be accommodated through privatization initiatives.

In the rest of the island, the remaining Navy activities include Camp Covington with its attendant Construction Battalion activities, the Navy Communications Facility, the Naval Magazine and Kilo wharf, and the water system that is still operated and maintained by Navy Public Works. Some of these activities are affected by realignments under the BRAC 95 process.

Housing and Personnel Support. The major part of the retained Navy "footprint" will be taken up by the officer and enlisted married quarters that exist or are being constructed in the former Naval Station area. Supporting that housing and the people living in it are the Public Works facilities within the base; and, the Commissary and the Exchange as well as other family support facilities in the general proximity. It will also be necessary for the existing Main Gate be moved back to the new retention area to allow free access for the employees and general public to the Guam "footprint."

DOD Fuel Facilities. The current Navy fuel wharves, Delta and Echo, serve as the receiving site for fuel storage facilities located inland in Sasa Valley and Tenjo Vista. Fuel is then distributed to Andersen Air Force Base and other sites within Naval Activities and the rest of Guam. Initially, the Navy recommended that these facilities be closed along with their managing command, the Fleet and Industrial Supply Center. The Base Closure Commission decided otherwise and recommended that they be retained under DOD management. These facilities would be included within the "Navy" footprint.

Polaris Point. The Navy has a submarine tender stationed in Guam and moored at Polaris Point

Wharf) could all be consolidated in this area. With appropriate redevelopment of the area, support for expanded submarine operations vis-a-vis the homeported tender could also be accomplished.

alongside Alpha and Bravo wharves. Current Navy plans call for this tender, or a replacement, to remain homeported in Guam and moored at this location. As noted earlier, in the final phase of implementing a footprint plan, Polaris Point could serve as a possible redevelopment area to consolidate the Navy's diurnal operational requirements.

Navy Civil Engineering Corps Construction Battalion. The Navy's Civil Engineering Corps maintains a deployed Construction Battalion (SeaBees) at Camp Covington, close to Naval Activities. This battalion will remain on Guam and no facilities currently used by them are scheduled to be transferred.

Naval Magazine and Kilo Wharf. The Base Closure Commission decided not to return to the Government of Guam the Naval Magazine, or the Fena Reservoir within the magazine's borders. Consequently, the magazine and the Kilo wharf, which serves as the primary ammunition pier, will be retained within the Navy footprint. Transportation of ammunition between Kilo wharf and the new Navy "footprint" over roads that are no longer retained by the Navy will be under the same arrangements as currently in place for weapons transfers over civilian roads between Naval Activities and the Naval Magazine, Andersen Air Force Base, and other military facilities.

Public Works; Navy Water System. Aside from the services provided by Public Works to the Naval Housing and Navy personnel, PWC will continue to operate the Navy water system, including Fena Reservoir. Guam will also recommend that the PWC headquarters currently housed in a building near X-ray wharf be consolidated over time into buildings within the PWC areas adjacent to Navy Family Housing as was referenced in Data Calls for BRAC 95.

Transition Areas: Uniform Wharf Guam realizes that it is important for the Coast Guard, NAVACTS service craft, and the SEALs to utilize wharf space while Navy spatial consolidation efforts take place. During the period of transition, Guam envisions these activities being placed on Uniform wharf. The wharf is of sufficient length to handle the small craft for all three activities. Tango wharf may also serve as a useful area for any overflow requirements. In the event of the need to moor a large number of vessels, perhaps from Coast Guard seizures, those temporary overflows could be accommodated not only at Tango Wharf but also by the Port of Guam at other wharves or anchorages within Inner or Outer Apra Harbor.

3. The Footprint: Guam

To provide for its own Economic Revitalization, Guam will require the outright transfer or long-term lease of as much of the area surrounding Apra Harbor. Without fee-simple transfers or long-term leases, Guam will find it difficult to entice large and lucrative private sector enterprises to make the investments necessary in Guam to generate the jobs and economic income

that will be required to offset the loss of Navy-generated business. Guam intends to privatize the Navy Ship Repair Facility (SRF) and the Fleet and Industrial Supply Center (FISC) warehouses to provide services for the Navy MSC fleet and any civilian industries that need these types of facilities. To entice the MSC ships to continue to do business with Guam, Guam will need to retain skilled personnel and provide efficient and effective repair and supply storage and transshipment facilities that compete economically with other non-U.S. ports in the Pacific.

General Bounds, Guam. Generally, the Guam "footprint" should include all of the piers and wharves surrounding the harbor, with the exception of wharves Uniform, Alpha, and Bravo. the Guam "footprint" should also include all of the lands behind the transferred wharves up to the boundaries of the Navy housing and housing support areas. In the north end of the outer harbor, the fuel piers Delta and Echo will also be excepted; however, Guam will request joint use for fuel transfer when needed, as the Navy uses Guam's fuel piers when they need them. The Guam "footprint" will also include Dry Dock Point, the landward end of Polaris Point, and all of Orote Point beyond the Navy housing areas, except the Kilo ammunition wharf.

Inner Harbor Wharves. Within Inner Apra Harbor, the Navy intends to retain title to all wharves "for emergent military needs." Guam will need long-term leases to maintain and develop those wharves for expansion of the civilian maritime industries that currently use the civilian Port of Guam. These industries include commercial fishing, container transshipping, and passenger terminal facilities. Guam will also use these wharves for docking any Navy vessels, including the MSC and MPS ships, the Diego Garcia resupply vessel, or any other Navy vessels that need docking.

Ship Repair Facility. The SRF will be a keystone facility within the Guam "footprint." Guam intends to seek a private sector corporation to take over the management of the SRF to serve the requirements of both the Navy and the developing private sector maritime industry in Guam. Guam will seek fee-simple transfer of all assets within the "closed" facility. The Base Closure Commission agreed with the Navy that portions of the SRF facilities needed to be retained for emergent military needs (drydock, piers, cranes, decompression chamber). To accommodate the service requirements of the equipment retained by the Navy, Guam proposes that mutually agreed scheduling arrangements be reached under a privatization initiative. Guam will seek long-term leases for the piers to support ship repair activities.

Fleet and Industrial Supply Center Activities. The FISC and its activities are dispersed throughout the former naval base. Guam will seek fee-simple transfers of all FISC warehouses and other buildings, especially those that front on to the wharf areas. Guam intends to privatize these facilities to provide services for the Navy's MSC vessels and other military missions that may need them. In addition, the new privatized supply center will be able to provide storage and

transshipment services to the growing private sector economy in Guam and throughout Micronesia and the Pacific Rim.

Orote Point. Guam intends to request a fee-simple transfer of all of the land on Orote point outside of the housing areas and the Kilo ammunition wharf. This land will be used for low-impact and allowable development within the Kilo ESQD, including recreation and tourism with specific areas for historic preservation.

Dry Dock Point. Guam intends to request fee-simple transfer, lease or joint use of Dry Dock Point, excluding the fuel piers and pipelines, and then Guam will request permission for joint use of even those facilities. Dry Dock Point fronts on to very deep water, and it is Guam's intent to add one to two deep water piers for the use of the increasing passenger vessel trade and to develop the shore side to support it. These shore activities would include a passenger terminal, restaurants and shops for the passengers and other tourists and citizens throughout the island. Guam believes that the Navy requirement for a deep-water dry docking area (for which this area has been identified) can be accommodated through mutually agreeable arrangements.

4. Summary

The above summarizes Guam's initial approach to delineating the new "footprints" for Guam after the completion of the base closure and realignment activities and the Navy activities that will remain. The boundaries proposed should allow the Navy to provide maximum support to their personnel and activities that remain under the greatly reduced mission requirements and allow Guam to support a maximum effort for their own Economic Revitalization.

C. GUAM'S BASE REUSE CONCEPTS - APRHA HARBOR

1. General

The Port Authority of Guam will assume a lead role in the base reuse of the Navy lands in and around Apra Harbor. What follows is a general outline of an initial set of goals for the transitional joint use, interim reuse and long-term use of those facilities in the harbor.

Within the scope of economic revitalization of military facilities impacted by BRAC'95 the Government of Guam will be managing almost every different type of base closure and realignment action possible under the BRAC process: the Ship Repair Facility (SRF) will be closed, but the Navy needs its capabilities maintained for emergent military requirements.

The Fleet and Industrial Supply Center (FISC) will be "disestablished," while that facility's present functions will still be required to support the Military Sealift Command (MSC) vessels. The Navy base (NAVACTS) will be "realigned" with functions eliminated or downsized, but the wharves will be retained under Navy control for emergent needs and to meet the Navy's cruiser equivalent berthing requirements.

A fundamental element in the reuse endeavors of the Government of Guam is the continued operational forward deployment of MSC vessels out of Apra Harbor. The continued operational deployment of these vessels would provide for a base load of privatized work at the SRF and FISC facilities in Guam's economic revitalization programs. This fundamental question of the MSC's operational status was the subject of direct communication between Guam and the U.S. Navy, and between the U.S. Navy and the BRAC, and it is reflected in the public record. The BRAC decision on allowing the operational status of the MSC vessels to be a military decision independent of a BRAC directive was stated by the Secretary of the Navy and the CNO (under oath before the BRAC Commission) as being something which would "help Guam." Additionally, the BRAC, in its recommendation, provided for the MSC vessels location "at available DOD activities or in rented facilities (emphasis added) as required to support operational commitments" (BRAC Report to the President, p. 1-55). The distinction with respect to "rented facilities" provides statutory support for the MSC to utilize rented assets which will be excessed under the U.S. government's property disposal process.

The issue of the MSC vessels continuing to operate out of Guam was an initiative of the Government of Guam and is a critical element in Guam's proposed reuse activities. Not only would the privatization of MSC-related support functions at SRF and FISC stabilize the negative impacts of base closure, but it would also assure the availability of locally trained personnel to support emergent U.S. requirements in the area of vessel/industrial repair and stores load out.

To effectuate a smooth transition between military-operated facilities and privatized facilities which support continuing and emergent military requirements, the Government of Guam will be requesting substantial fiscal support from the Office of Economic Adjustment (OEA) to hire a respected business engineering firm to facilitate overall coordination and a workable business plan which meet both the Guam Government's and the U.S. military's requirements.

As the Port and the Government of Guam begin the planning process, it is beneficial early on to lay out a set of ideas for the reuse and joint use of these lands and facilities affected by the BRAC'95 decision. These ideas are not final, nor will they be for a some time, but they will serve as a point from which to begin discussions with the U.S. Navy. To do so, a general overview of each of the different types of industries expected to grow within the harbor will be

examined first. Then, each pier area or major facility will be discussed with regards to both short term and long term plans.

2. MSC/DOD Support Functions.

As discussed earlier, the continued operational forward deployment of MSC vessels out of Guam is a fundamental element to assure a minimal negative impact on Guam's economy and federal employees currently employed at activities to be affected by BRAC'95 actions. In the absence of DOD support for this "transition," the magnitude of the negative impact of BRAC'95 actions is certain to have far-reaching effects on the general relationship between the governments of Guam and the United States.

DOD support for the continued operation of MSC vessels currently deployed out of Guam, with their repair and load-out support continuing under mutually agreed and price-competitive privatization initiatives of the Government of Guam, assures a minimal impact of the BRAC'95 decision on Guam's economy and the employability of personnel at the Navy-operated facilities slated for BRAC'95 actions. DOD support for this transition will also assure that the preservation of a ready state of the facilities to meet DOD's emergent needs in Guam, thus negating the requirement for extensive mothballing costs (See comments of the Secretary of the Navy before BRAC, June 1995, transcripts).

While the Government of Guam is beginning actions to meet the good faith commitment of the U.S. Navy with respect to servicing MSC vessels, it is the intention of the Government of Guam to also seek a "BRAC'95 Favored Community" status from DOD. Unlike the mechanisms of this status which appear to have been bestowed upon the communities of Sacramento, CA and San Antonio, TX, the Government of Guam does not anticipate a one-to-one "in-place" transition; rather Guam will seek this status (or in-house preference) to assure that it is granted the opportunity to provide DOD-determined levels of support at a competitive cost basis, with this competitive basis being compared on a national and regional basis. It should be noted, however, that the Government of Guam is unable to compete with cost-subsidies as provided by the Government of Japan. Pursuant to DOD support for privatized facilities, however, Guam offers a more stable platform for future operations.

Two principle facilities, which are slated to be affected by the BRAC'95 actions, are the focus of the Government of Guam's request to the U.S. Navy/DOD for the assignment of operational functions to Guam: the Ship Repair Facility and the Fleet and Industrial Supply Center. The following is an overview of the Government of Guam's proposal as it relates to these facilities and their privatized relationship to U.S. Navy/DOD operational functions in Guam.

Ship Repair Facility. In the short-term the Government of Guam looks to initiate "joint use" of the SRF with the Navy prior to its closure, including the maintenance of staffing levels necessary to support continuing requirements and the licensing of areas that may not be required for use by the U.S. Navy. After closure but before transfer, Guam would require a lease of the military assets to perform repairs and overhauls for the MSC vessels (of all classes), provide support for the Tender, and perform repairs and overhauls for the various support ships and vessels that the Navy will either maintain in Apra Harbor or which may be assigned to Guam for scheduled work in relation to Guam's competitive cost-basis.

In both the short-term (pre-closure) and mid-term (immediate post-closure) the Government of Guam anticipates assuming non-military work while accommodating mutually agreed military service scheduling requirements.

Over the long-term, as a privatized facility gains full momentum, the Government of Guam anticipates arrangements which do not require the "assignment" of military work to the facility. However, given the anticipated competitive cost-basis for work at the facility (vis-a-vis military depot centers and those utilized by the military in other nations) the Government anticipates pursuing such service opportunities. Moreover, the Government of Guam is prepared to reach mutually agreeable standards for the utilization of the facility to meet emergent military requirements.

Fleet & Industrial Supply Center (FISC). FISC Guam must remain viable and perhaps under Navy management in the short term to continue to support the MSC ships operating from Guam to support the Seventh Fleet. Guam will work with FISC to analyze their operations and develop a transition and privatization plan. Over the long term Guam will assume management of FISC spaces with a long-term lease from the Navy. Guam will then transition the operation of FISC from Navy day-to-day management to contract management. If extra space is freed up during this operation, the Port Authority will make it available for other civilian uses.

Other DoD support functions, including servicing the needs of retained assets (dry docks, cranes, service craft) as well as other operations (work for the submarine tender) are anticipated. Assigned work from other DoD Command, both on-island as well as off-island would be welcomed.

3. Ship Repair.

Both short term and long term, under public or private management, the SRF will continue to be a linchpin support industry within Apra Harbor. Today the commercial port is losing

business by not having access to a first-rate ship repair facility. A privatized SRF will be able to continue to support Navy missions, but it will also be able to expand to provide needed repair and overhaul services to Guam's growing maritime industries. Long term in the private sector the SRF will be used to repair ships of the expanding Fishing Fleet and any emergent repairs for the container vessels and the passenger ships. The dry dock will also be used for out-of-water repairs to these ships. Guam also plans to install a new synchro-lift to support the Fishing Fleet vessels.

4. Container Discharge and Transshipment.

Nothing large moves in or out of Guam without passing through the Port. Guam's capabilities to handle that traffic must expand as the local economy, and the Pacific economy, expands. For that Guam will need to expand the "lay down" areas and install cranes along many of the joint use piers. There will also be a growth in transshipment for Micronesia as business activity grows within the Western Pacific islands. Cargo will be brought in bulk to Guam where it will be repackaged ("re-vanned") for further shipment to particular islands.

There is also the potential for Guam to grow as a container staging area for U.S.-Asian container traffic. Many of the container ships plying the Pacific rim are too small to be efficient trans-Pacific carriers. There is a niche to fill that will allow Asian container ships to shuttle between the Pacific Rim destinations and Guam. In Guam those cargoes will first be consolidated, then pre-cleared through U.S. Customs, stored in bonded warehouses, and loaded on larger U.S. and foreign flag trans-Pacific carriers. Naturally, the facilities on Guam will allow the reverse process as well.

5. Warehousing.

There is currently a growing need for warehousing space in Guam in general and in the Port specifically. Guam anticipates using the former Navy warehousing, especially in conjunction with the transshipment listed above, to fill that void. It will be used primarily at first to service the MSC fleet, but any excess space will be used to service the growing private sector need. Over the long term, open space will be used as necessary to expand the number of warehouses.

6. Fishing Fleet.

There is a tremendous amount of pent up demand for service within the growing fishing fleet in the waters around Guam. This is one of the first areas into which Guam will expand. Guam envisions now 1,000 landings per year from a fleet of about 150 purse seiners and

long-liners. It is also anticipated that this fleet will expand to some 500-1,000 vessels. Access to the piers within Inner Apra Harbor will enhance significantly the level of services provided to this segment of the maritime industry. Just some of those improved services are discharge and transshipment of catches, provisioning, net repair, ship repair and R&R for fishing fleet crews. A single purse seiner is capable of spending \$700,000 to \$1 million per year in port services. In the future Guam also intends to expand the area along Dry Dock Point as a fishing fleet service area.

7. Passenger Ship Terminal.

Guam now receives 25-30 passenger ship arrivals per year, mostly in the winter months. Japanese tourists ride these vessels from Japan to Guam, spend a few days on Guam, and then fly back to Japan. A second group fills the ship by taking their vacations in the reverse fashion, flying in and sailing out. These ships must land in the port's industrial area and be transferred to the hotel areas by busses that are routed through the middle of the associated and unappealing industrial activities. Guam has already been approached by the passenger ship industry to provide space for them to build passenger terminal facilities, which they will also finance. In the short term, Guam intends to use space at Victor wharf in Inner Apra Harbor near the main gate to better accommodate these paying visitors. Over the long term Guam intends to construct a complete passenger ship/restaurant area centered on Dry Dock point.

8. Other Long Term Reuse.

Other long term potential plans include additional hotels and restaurants at various scenic points around the harbor, perhaps accompanied by a golf course or other recreational facilities. Guam also believes that as the industrial park areas on other parts of Guam become crowded, or the character of their tenants will change, the port will be used as a natural site for expanded industrial park purposes.

9. Facility Utilization by Site.

Each specific area within the Apra Harbor complex will now be examined, both long and short term where applicable.

X-ray Wharf. X-ray wharf currently houses FISC warehouses, one of which is refrigerated. In the short term Guam wants to make joint use of excess parts of the wharf and the warehousing while the Navy continues to operate the facility to support the MSC operation. Guam already has received a request from the Guam Department of Agriculture for lease of some of the cold storage area. For the long term, Guam intends to use the wharf as part of a

privatized FISC to support the Navy's MSC operations. Any excess space will be leased out.

Victor Wharf. Victor wharf is the largest wharf area in the Apra Harbor complex, and it nearly abuts the Main Gate. Guam intends in the short term to request joint use the wharf immediately as a site for passenger vessels. Passengers will disembark on the wharf and be loaded into buses for transportation to their hotels. Guam also intends to use Victor wharf in a similar fashion for the locally based cruise and restaurant boats that support the tourist industry. A portion of the wharf and the area behind it will also be used as a net lay-down and repair area for the purse seiners. In the long term Guam intends to build up and improve the area to support a large container discharge area, complete with up to three gantry cranes on rails running parallel to the waterfront. All interim uses will be moved to other more permanent and appropriate locations.

Uniform/Tango Wharves. Both these wharves are in need of earthquake damage repair. In the short term, and especially until those repairs are made, Guam envisions using this area for private sector vessel resupply and provisioning. Once the repairs are made, Guam supports the use of Uniform Wharf for transitional use by the Coast Guard, the SEALs, and for NAVACTS service craft. Overflow vessel mooring will be accommodated on Tango wharf. Over the long-term the buildings behind Tango wharf will become an area of bonded warehouses as part of a Container Freight Station. It is here that Guam will conduct container transshipping as well as "vanning" and "de-vanning."

Sierra Wharf. Sierra wharf is another long wharf, but it suffered greatly in the earthquake. Repairs have yet to be made to it. In the short term it will continue to be used to resupply the MSC vessels. In the long term Guam will continue to use it for the same activities, but Guam also envisions installing gantries, bonding the warehouses, and using it for vanning and de-vanning, storage, an off-load site for Roll-On/Roll-Off ships (RO/ROs) and a car storage area.

Romeo Wharf. Romeo wharf will most likely continue to be used for MSC outfitting. There is some potential for warehousing, but it will probably continue to serve best as a wharf site for ships under repair at the SRF.

Quebec, Papa, Oscar, November, Mike & Lima Wharves. These six piers are all located near or on the SRF site, and they will continue to be used to support the SRF's activities both before and after the transition.

FISC Spaces behind Oscar, Uniform, Tango, Sierra, and Romeo Wharves. These facilities have been touched on elsewhere, but suffice it to say Guam intends to make use of these under

privatization in a fashion similar to how they are being used now.

SRE. The SRF was also covered elsewhere. It will perform a function after transfer similar to its current function.

Sumay Cove Marina. Sumay Cove is currently used by the Navy as a small pleasure boat marina, and Guam intends to retain that concept and expand it. It will be used also as a Harbor of Refuge. Guam also intends to allow joint use of the commercial marina facility by military personnel at favorable MWR rates. Over the long term Guam intends to add more slips and improve the existing ones. The Small Boat Repair facility will be improved and expanded and both "arms" of the cove will be opened up for marina use.

Orote Point. Orote Point is a national historical site and much of it falls within the explosive arc from the Navy's ammunition Kilo wharf. The point will be used predominately as a recreational and historical site. There is a possibility of developing the Orote airfield for light private aircraft use and small inter-island commercial aircraft ventures. Moreover, the area near Kilo wharf is capable of being used by aircraft carriers with the addition of another wharf or berthing apparatus which we are told has been preplanned for more rapid installation if required.

Historic Areas. There are a number of historic sites within the Naval Activities area that need to be returned to Guam for continued protection. These include two cemeteries and other artifacts of the original Sumay village that was destroyed during World War II.

Dry Dock Point. On Dry Dock point Guam facilities will coexist with the remaining FISC fuel facilities that BRAC'95 recommended be retained for DOD fuel requirements. Over the long-term Guam intends to put a passenger ship facility on the southern point, including one or two deep water piers and a passenger terminal. An area along the western side will be developed for restaurants and tourist shops. The Marianas Yacht Club will continue to operate on the southern side of the main access road, and the surrounding area will be upgraded as a public park. The cove between the yacht club area and the point is ideal for the expansion of commercial water sports facilities. The north side of the access road will be an expansion area for a net lay-down and repair area for the fishing fleet.

Polaris Point. Finally, Polaris Point is the area where the submarine tender now sits, and it is where the Navy intends to leave it. By the end of the BRAC process, the land on each side of the entrance road will be returned to Guam. It will be developed as a container lay-down area.

Summary. The ideas listed above are Guam's initial thoughts. Guam intends to present them

publicly so that interested parties can see the directions Guam would like to pursue. In the meantime, Guam will begin putting together Master Plans and then detailed Business Plans, which in turn will be presented formally. The latter will act as formal blue prints and plans of action. These ideas will change as they are reviewed and comments from outside are received.

Location



Legend

- | | |
|---|---------|
|  | FISC |
|  | SRF |
|  | PWC |
|  | NAVACTS |

Naval Installations - Apra Harbor Complex

Guam Land Use Plan 1994
(GLUP)

Guam Land Use Plan (GLUP) 1994

Overview

In mid-1993, USCINCPAC requested the Air Force and the Navy to review their landholdings on Guam and to develop a master plan for Department of Defense land use on the island. USCINCPAC designated the Navy, through the Pacific Division, Naval Facilities Engineering Command (PACNAVFACENGCOM), as the executive agent for the land use plan.

The Navy submitted the final GLUP 94 Report in April 1995. The Report identifies a total of 8,207 acres of releasable lands of which 3,670 acres are Air Force-held lands and 4,537 acres are Navy-held lands. Additionally, of the 8,207 acres, 8,081 acres are classified as "releasable" and 126 acres are classified as "potentially releasable". GLUP 94 identifies "releasable" as a parcel that has no other anticipated DoD need, and "potentially releasable" as a parcel that will be "releasable" if replacement facilities (on that parcel) can be provided elsewhere. The GLUP 94 recommendations represent an 18 percent reduction in the DoD footprint on Guam, and a one-fourth overall reduction if previous GLUP parcels (USPL 103-339, "Guam Excess Lands Act") are included. DoD land ownership would be reduced from a current one-third of all land on Guam, to approximately one-fourth.

Although GLUP 94 proposes to reduce DoD's control of federally-held property in Guam, we note that approximately one-third of GLUP 94 lands fall within the US Fish and Wildlife Service's "Guam National Wildlife Refuge Overlay". Thus, approximately 2,790 acres of the total 8,207 GLUP 94 acres appear to be impacted by the Wildlife Refuge.

To facilitate the return of GLUP 94 lands to Guam, DoD requested the inclusion of Navy-held GLUP 94 lands to the BRAC 95 return process. It should be noted that while the BRAC 95 recommendations provided for the inclusion of Navy-held GLUP 94 parcels, not all such parcels were identified on the BRAC 95 list of lands to be returned. Unfortunately, Air Force-held GLUP 94 lands were not included.

Issues

Releasable and Potentially Releasable Parcels:

Classification of releasable GLUP 94 parcels into "releasable" and "potentially releasable" parcels appear to be unwarranted. The 126 acres classified as potentially releasable include: 25 acres at Andersen South (Site A6b) which is used for warehouses; 92 acres at AAFB Barrigada (Site A7b) which is used for Air Force communication transmitters; 2 acres at a Navy-held parcel along Marine Drive (Site N4b) adjacent to Andersen Harmon Annex which is used to site the "Stars and Stripes" building and a Navy telephone exchange; and 7 acres at the Piti Power Plant (Site N11) which is utilized by PWC and appear to be related to the power plant's activities.

The GLUP 94 Report indicates that "potentially releasable" parcels will be "releasable" upon replacement of facilities on these parcels elsewhere. It is unclear as to who will incur the cost(s) of replacing these facilities.

Guam believes that all activities housed in facilities on "potentially releasable" parcels could be relocated to existing facilities on-base and that costs should not be incurred by Guam. All 8,207 acres identified in GLUP 94 should be classified as "releasable".

GLUP 94 Navy Parcels / BRAC 95 Return Process Discrepancy:

A discrepancy exists in the identification of GLUP 94 Navy parcels to be included under the BRAC 95 return process. The BRAC 95 decision provided for the inclusion of excess Navy lands identified in GLUP 94 in order to facilitate the return of these lands to GovGuam. While 4,537 acres of Navy lands were identified in GLUP 94, it should be noted that only 2,760 acres were included on BRAC 95's list. Understandably, 1,725 acres of former NAS lands were excluded from the BRAC 95 list as they were affected and will be released under BRAC 93. However, we note an additional 52 acres (three parcels) that were on GLUP 94 but are not included in BRAC 95. These three parcels include: Site N4a - Tanguisson Power Plant, 5 acres; Site N4b - Marine Drive, 27 acres; and Site N11 - Piti Power Plant, 20 acres. Conversely, we note also that 88 acres (Officer Housing Area) at the former NAS were included under BRAC 95 that were not identified in the GLUP 94 report. Thus, the resulting acreage under BRAC 95 includes 2,760 acres that were identified in the GLUP 94 report and 88 acres at the former NAS (Officer Housing Area).

The Federal government's position on this issue is not known.

In accordance with BRAC 95 recommendations, all GLUP 94 Navy parcels should be returned under BRAC 95. The discrepancy regarding the completeness of the BRAC 95 list should be corrected.

Wildlife Refuge Overlay Impact on GLUP 94:

Several GLUP 94 parcels are impacted by the Wildlife Refuge Overlay. These parcels include: Site A3 - Northwest Field/Route 3A; Site N2 - Former FAA Parcel; Site N12 - Sasa Valley/Tenjo Vista; and Site N19 - NAVACTS Ordnance Annex North Parcels.

The US Fish and Wildlife Service may evaluate federal properties that become excess to determine their suitability for providing habitat to endangered species. Suitable properties may be pursued for inclusion into the Wildlife Refuge.

GLUP 94 parcels should be excluded from the Wildlife Refuge Overlay in much the same way as USPL 103-339 parcels were excluded from the Refuge Overlay. Guam recommends that the USFWS, Navy, and Air Force amend the Wildlife Refuge Overlay's boundaries to exclude

GLUP 94 parcels. USFWS should not pursue acquisition of excess federal lands that fall within Refuge Overlay boundaries, but rather allow their return to the people of Guam.

Disposition of GLUP 94 Air Force Parcels:

The disposition of releasable Air Force properties identified in GLUP 94 needs to be addressed. Their release to GovGuam needs to be facilitated.

Air Force-held GLUP 94 lands were not included on BRAC 95's return process because the Air Force on Guam is not impacted by base closure or realignment efforts.

Alternative means/methods must be pursued to facilitate the return of releasable Air Force parcels identified in GLUP 94.

GLUP 94 PROPERTIES

AIR FORCE:

<u>Parcel Name</u>	<u>Acreage</u>
Site A2: Mt. Santa Rosa -	1
Site A3: Northwest Field/Route 3A -	1863
Site A4: Potts Junction -	22
Site A5: Tumon Tank Farm/Australian Cable Housing -	24
Site A6: Andersen South -	1450
Site A7: AAFB Barrigada -	310

Subtotal: 3,670

NAVY:

<u>Parcel Name</u>	<u>Acreage</u>
Site N2: Former FAA Parcel -	698
Site N3: Harmon Annex -	7
Navy Utility Parcels -	13
(Site N4a: Tanguisson Power Plant, Site N4c: Tamuning Telephone Exchange, Site N4d: Agana Power Plant)	
Site N4b: Marine Drive -	27
Site N5: NCTAMS Barrigada -	823
Site N6: NAS Barracks/Community Support -	190
Site N7: NAS Enlisted Housing -	135
Site N9: NAS OPS Area -	1,400
Site N10a: Nimitz Hill Enlisted Housing -	120
Site N10b: Nimitz Hill Vacant Lands -	183
Site N11: Piti Power Plant -	20
Site N12: Sasa Valley/Tenjo Vista -	568
Site N14: Polaris Point -	82
Site N15: New Apra Heights -	125
Site N16: Route 2A -	15
Site N17: Rizal Beach -	16
Site N18: Old Apra Heights -	13
Site N19: NAVACTS Ordnance Annex North Parcels -	102

Subtotal: 4,537

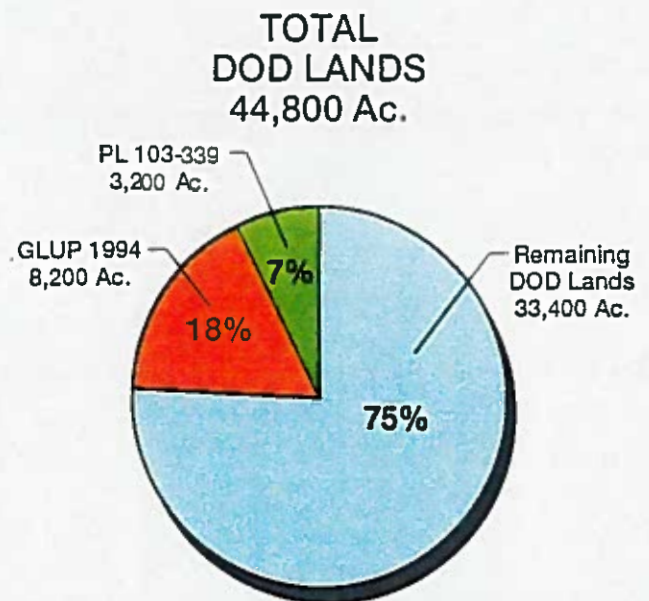
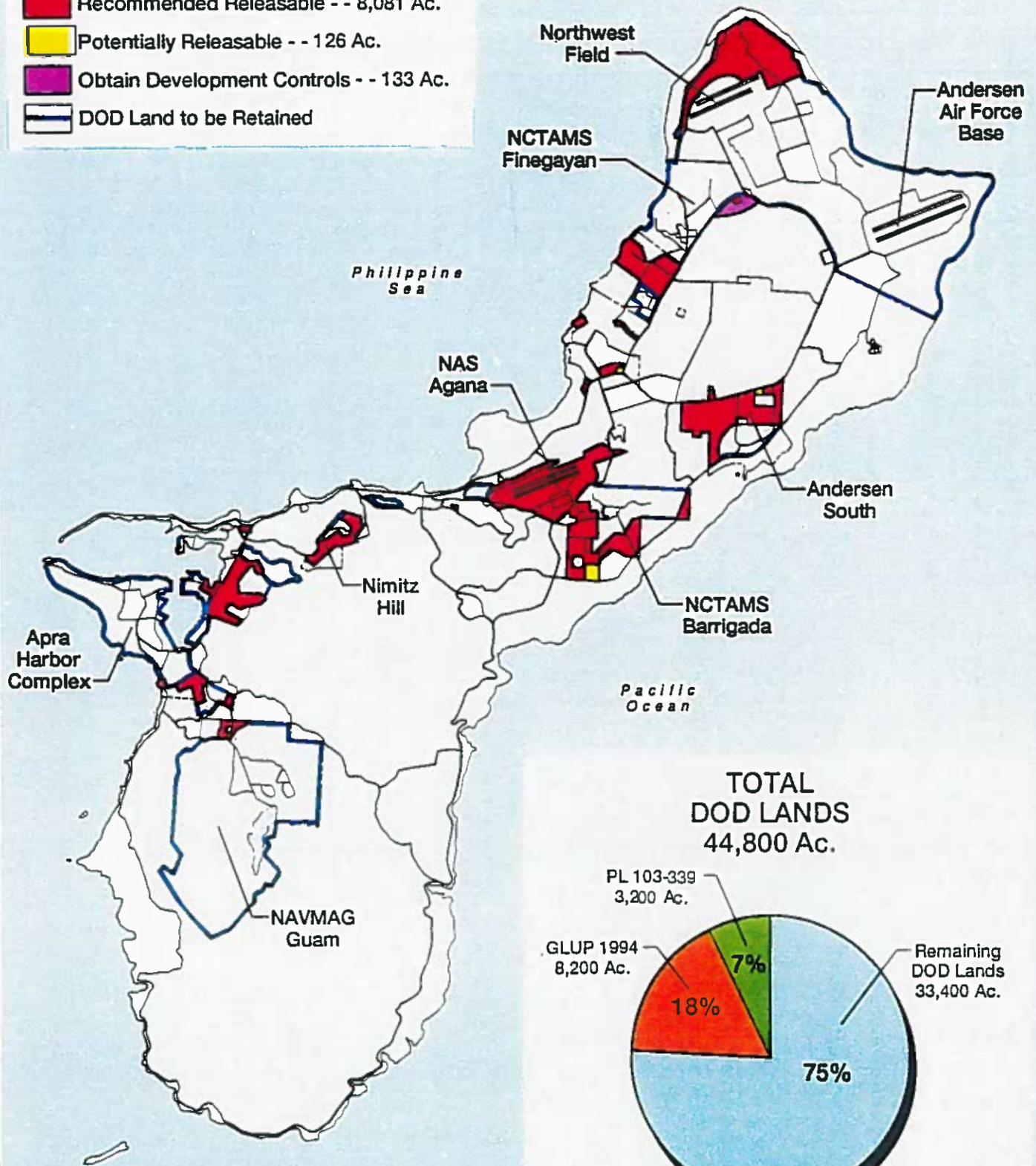
Total GLUP 94 Acres: 8,207

Explanation of Legend:

- Recommended Releasable:** refers to a DoD parcel identified as excess to either the Air Force or the Navy wherein the parcel is currently unused or has no anticipated future DoD need.
- Potentially Releasable:** refers to a DoD parcel which has an existing DoD use/activity on it, but will become releasable when replacement facilities can be provided.
- Obtain Development Controls:** refers to private and public owned lands that fall within the CDAA arc originating from NCTAMS Finegayan. The Navy indicates the need to prevent development and operation of incompatible uses within the CDAA Arc.
- DoD Land to be Retained:** refers to DoD lands that will be retained and remain under DoD control. Excludes GLUP 94 lands.

LEGEND

- Recommended Releasable - - 8,081 Ac.
- Potentially Releasable - - 126 Ac.
- Obtain Development Controls - - 133 Ac.
- DOD Land to be Retained



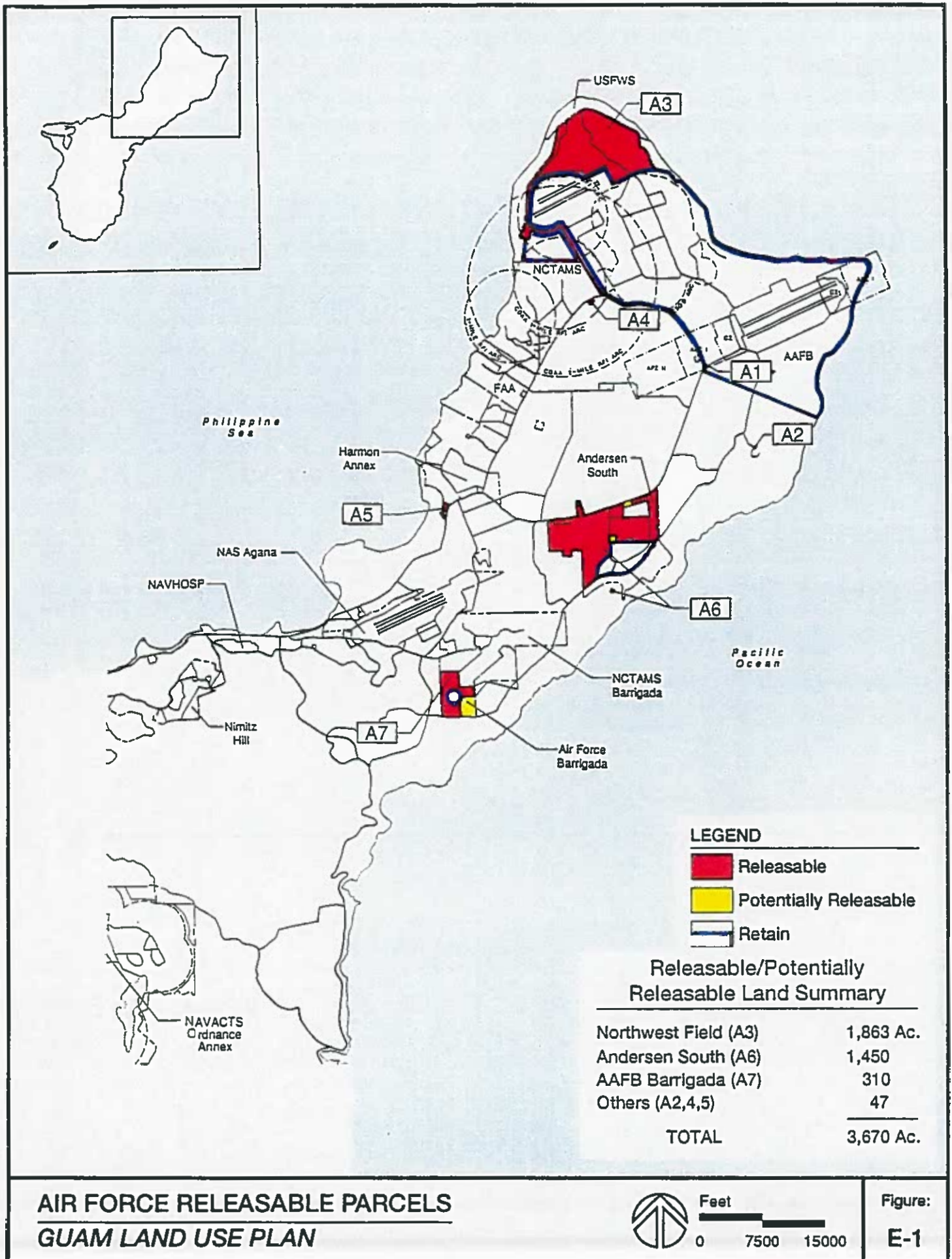
ISLANDWIDE SUMMARY GUAM LAND USE PLAN

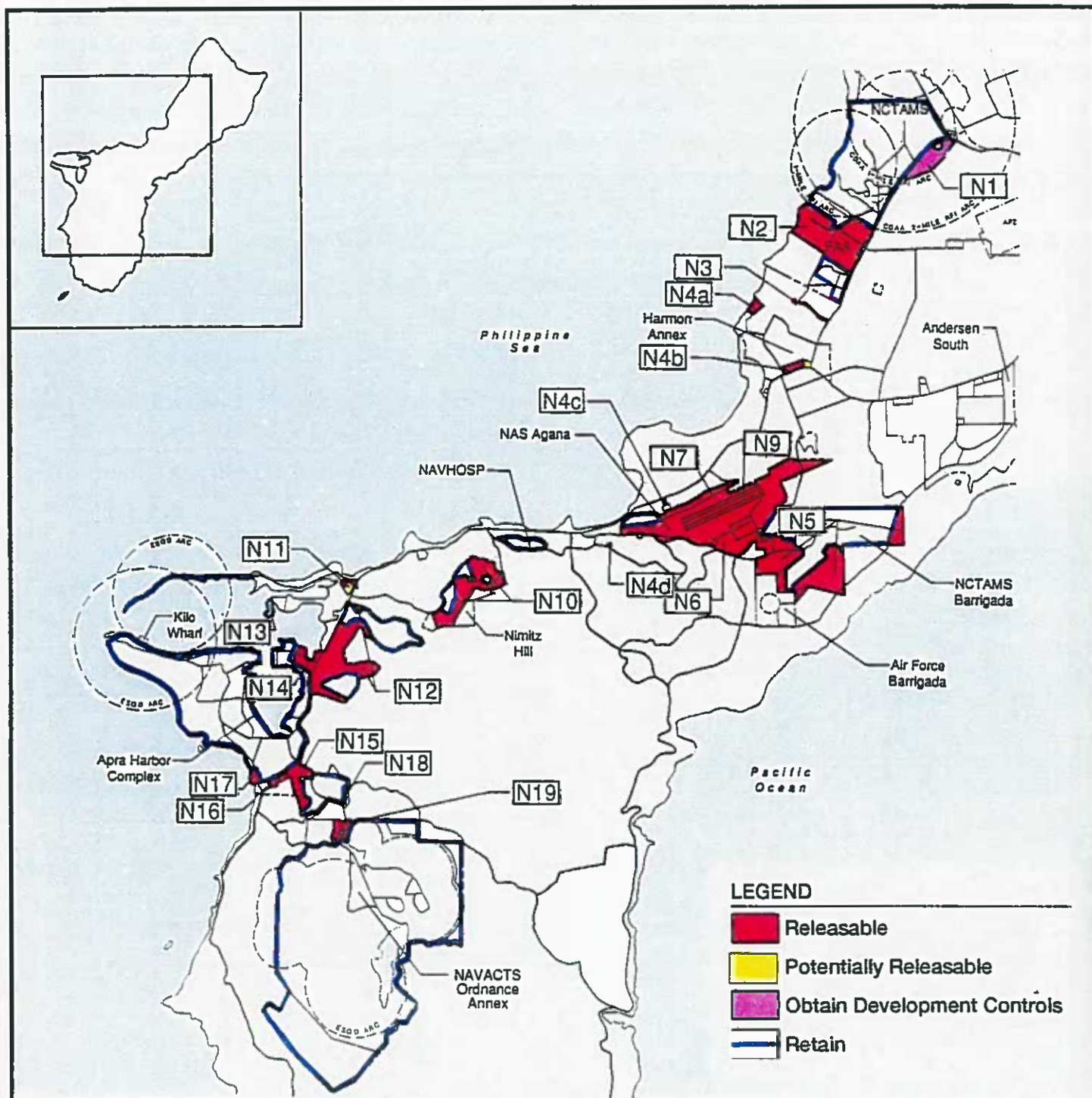


Feet
0 9000 18000

Figure:

ES-1





LEGEND

- Releasable
- Potentially Releasable
- Obtain Development Controls
- Retain

Releasable/Potentially Releasable Land Summary

FAA (N2)	698 Ac.	Sasa/Tenjo (N12)	568 Ac.
NCTAMS Barrigada (N5)	823	Polaris Point (N14)	82
NAS (N6,7)	325	Apra Heights (N15-18)	169
NAS (N9)	1,400	NAVACTS Ordnance Annex (N19)	102
Nimitz Hill (N10)	303	Others (N3,4,11)	67
TOTAL			4,537 Ac.

NAVY RELEASABLE PARCELS GUAM LAND USE PLAN

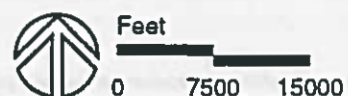


Figure:
E-2