

**PRESENTATION TO THE
MILITARY AND VETERANS AFFAIRS INTERIM COMMITTEE**

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Overview: Summary of issues related to New Mexico's military installations. Attached is a current list of the Military Base Planning Commissioners and an overview of the functions of the Office of Military Base Planning and Support and the Military Base Planning Commission. Additionally, there is a list of criteria used by the Base Realignment and Closure Commission to assess the military value of military bases.

National Defense Authorization Act (NDAA) FY17

The current version of the Senate Defense Bill contains the following New Mexico military construction projects.

- \$10.6 million Holloman AFB, Hazardous Cargo Pad and Taxiway
- \$7.3 million Kirtland AFB, Combat Rescue Helicopter Simulator
- \$21.0 million Cannon AFB, Fitness Center

- Congress will not support a round of Base Realignment and Closure (BRAC) in 2017. Previous BRAC rounds cost more than expected and any savings resulting from base closings took years more to realize than promised. Additionally, the country lacks a National Security Strategy, and there are open questions about the required force structure to counter current threats to our national security interests. However, Congress does recognize DOD may have excess capacity.

-- Accordingly, the 2016 Defense Bill contained language requiring the Services to provide a detailed report on force structure and capacity. In April 2016, DOD reported the following excess infrastructure based on the expected 2019 force structure:

- Administration — 29%
- Arsenals/industrial manufacturing — 36%
- Major training active — 2%
- Major training reserve — 53%
- Maneuver — 42%
- Schools — 44%
- Test and evaluation/labs — 46%

- **Army total — 33%**

- Depots — 1%
- Education and training (apron space) — 7%
- Education and training (classroom space) — 53%
- Large aircraft — 36%
- Small aircraft — 43%
- Product centers, labs and test & evaluation — 14%
- Air Force Reserve — 24%
- Air National Guard — 24%

- **Air Force total — 32%**

- **The Army's reported excess of 46% in test and evaluation labs and the Air Force's excess of 43% for small aircraft infrastructure is relevant to New Mexicans.** WSMR is a research/development/test/evaluation base and the three Air Force base house "small aircraft."

- **The Military Base Planning Commission believes there is still a chance for a BRAC in FY 19.**

- The Commission believes that both chambers of Congress are working quietly toward the next BRAC
- There are major disagreements between Congress and the Department of Defense on the baseline force structure to use for the next BRAC
- There is a small window where and the next round of closures will be authorized after the election in November 2016 and before the next Congress in January 2017
- The Commission also believes that the next round of BRAC will emphasize efficiency in operations in its assessment criteria and result in closing bases, rather than realigning missions as occurred during the previous BRAC in 2005.

Military Value of New Mexico Bases

- The military value of New Mexico military bases depends the large expanse of protected land and airspace, enhanced by the favorable climate, and also supported by the relatively low population density in the state. Military flying operations are particularly suited to this region.
- New Mexico military bases will "grade well" using the military value criteria; however, BRAC decisions are often based on political considerations as much as military value criteria
- While New Mexico bases are blessed with expanses of air and land space for military training, there are threats to those areas that may hinder military operations and diminish the military value of our bases in the future. These threats include:
 - SunZia – impacts WSMR ability to adequately test complex systems designed to counter low level flying weapons systems, or future U.S. systems designed to fly at very low level and high speeds.
 - Renewable energy projects around the state that erect vertical obstructions to low level flying (transmission lines and wind turbines). Military flying at Kirtland AFB, Cannon AFB, Holloman AFB, Ft Bliss and the New Mexico National Guard most often involve flying Army and Air Force helicopters, CV-22 Ospreys, C-130 and high-speed low level Tornado aircraft from the German Air Force, at low altitudes.
 - Development of wind turbine farms around Melrose Air Force Range—These turbines would negatively affect ingress and egress routes to Melrose Range. The required lighting on the towers would negatively impact night vision goggle operations on the range.
 - Development of wind turbine farms near the air traffic control radar facilities around the state. These wind turbines have a detrimental effect on the air traffic control radars.
 - Designation of the Valle de Oro Wildlife Refuge off the southeast end of the Albuquerque Sunport/Kirtland AFB. This sanctuary was designated without adequate collaboration with KAFB or the SunPort. Encouraging conflicts between wildlife and aircraft is unsafe to the flying public, military operations and the wildlife.
 - In almost all cases, development can occur without impacting the military mission provided the military is can consulted early in the development planning so that the

affected parties can work out mutually agreeable solutions. The objective is to resolve conflicts before they arise.

There are several initiatives to protect or even enhance our bases' military value

- WSMR is applying for DOD funds to be used to purchase restrictive easements on private and state land in the northern and western call up areas. The DOD funding comes from a program called Readiness and Environmental Protection Integration (REPI).
- Cannon AFB is applying for the same REPI program to protect the areas around Melrose Air Force Range from wind energy development.
- Kirtland AFB is directly engaging with local community stakeholders through the Kirtland Community Support Committee. The 58th Special Operations Wing has reached out to pueblos and private ranchers to engage directly on use of landing zones and low level flying. Direct public engagement from military leaders is enhancing public support of the military mission.
- The Southern New Mexico/El Paso Joint Land Use Study is the largest of its kind in the US. This DOD-sponsored collaboration involves counties, cities federal and state agencies involved with the three military bases—Holloman AFB, WSMR and Ft Bliss. This collaboration seeks to ensure all stakeholders understand the current and future projects or operations and their impact on each other.
- The military bases are conducting their own internal efforts to enhance the military value: WSMR and HAFB are working together to improve the management of the airspace to allow for more efficient use. Changes made since March 2016 resulted in halving the training sorties affected by test range schedule conflicts. Future efficiencies gained through this initiative will allow for additional F-16 aircraft to be based at HAFB.
- The Air Force understands the value of our region's airspace and is leading an effort to adjust the special use airspace used by the military. This effort is known as the Regional Special Use Airspace Optimization Project. The changes are expected to leverage advances in aircraft communication and navigation to improve civilian, commercial and military air traffic access to the region's airspace. (more details below)

A Summary of the BRAC criteria of Military Value is included in the attachments.

Summary of Issues around New Mexico

Holloman AFB

- The transfer of two squadrons, more than 50 aircraft, of F-16 aircraft from Luke AFB, AZ is complete. Full F-16 student training was fully operational in November 2015.
- One of the key aspects to this transition is the integration of the F-16 flying requirements into the FAA and White Sands Missile Range (WSMR)-controlled airspace in New Mexico. There will be minor changes to some of the Military Operations Areas controlled by the FAA, but the F-16 airspace requirements will also drive more efficient use of WSMR airspace. **Protecting and improving the airspace in the Holloman-White Sands-Ft Bliss "TRIAD" is a major focus area for the Military Base Planning Commission in the long term.**

- Holloman AFB and WSMR made changes to the management of WSMR's airspace to provide more efficient use of the range space and time. These recent changes have cut in half the number of F-16 training sorties lost due to airspace conflicts. Holloman AFB leaders have stated that the Air Force is considering a third F-16 squadron at Holloman if the use of airspace over WSMR can be expanded.
- Holloman AFB is the training base for USAF remotely-piloted aircraft (RPA) pilots and sensor operators. The Air Force has committed to increasing production of RPA aircrew from 603 in FY15 to more than 800 in FY16. This increase will result in more instructors based at Holloman. In addition, the Air Force is hiring approximately 100 contractors to assist in maintenance of the aircraft to free active duty maintainers for work in other areas.
- The German Air Force announced it will terminate the agreement with the US to operate the flying training center at Holloman AFB.
 - The German Training Group comprised of approximately 550 personnel plus dependents trained Tornado aircrew in basic, instructor, conversion and weapons qualification training.
 - The decision to terminate was based on costs. Reportedly the Germans would move the training to another base in Eastern Europe.
 - The Germans will begin drawing down manning by attrition. They will vacate by the end of 2019.
 - The NM Congressional Delegation engaged with the German Ambassador and President Obama; Governor Martinez wrote a letter to the German Ambassador expressing the State's support for hosting the mission.

Kirtland AFB

- The ongoing issues with the fuel plume dominate the headlines coming from Kirtland AFB. Remediation of this fuel plume is a high priority for the Air Force. Kirtland achieved a milestone in June 2015 the first of nine planned pumps began pumping contaminated water to remove the ethylene dibromide. As of May 2016 there are three pumps in place with two operating. One is down for maintenance. The Air Force and the New Mexico Environmental Department are assessing the effectiveness of the currently installed pumps to determine if the original nine pumps will still be necessary. The Air Force's lead scientist for the cleanup project recently stated the Air Force has spent more than \$100 million on the cleanup efforts. The Air Force may spend another \$125 million for the project that could take another 20 years to complete. As of May 2016, 63.1 million gallons of water has been treated.

<https://www.env.nm.gov/NMED/Issues/KirtlandFuelPlume/KAFBProjectImages.html>

- The Air Force recently completed an assessment of encroachment on the operating areas of Kirtland AFB. The study is known as Installation Complex Encroachment Management Action Plan (ICEMAP). The top challenges facing Kirtland AFB are from wind energy, electromagnetic spectrum management, Valle de Oro Wildlife Refuge, and urban growth. The Military Base Planning Commission has concerns about the methodology, accuracy, currency, and the lack of community access to the data, as well as its implications for a future BRAC.
- The current Kirtland base leadership has re-energized its community engagement effort and with the help of the Kirtland Partnership Committee, the stakeholders have formed the Kirtland Community Sustainment Committee that is acting issues identified in the ICEMAP and the Joint Land Use Study that was completed in 2010. The participating groups are: 377th Air Base Wing, 58th Special Operations Wing, City of Albuquerque, Mid-Region Council of Governments,

Bernalillo County, Bureau of Land Management, United State Forest Service, and the New Mexico State Land Office.

- The commander of the 58th Special Operations Wing recently announced that the Air Force will begin replacing its HH-60G combat rescue helicopter with an upgraded HH-60W helicopter in 2020. A total of 14 of the new aircraft will be stationed at Kirtland and arrive between 2020 and 2028. The aircraft upgrade will require military construction at Kirtland AFB.
- In 2015, The New Mexico State Aviation Office provided a \$4.3 million grant to construct a new runway at Belen Airport. Runway construction was complete in November 2015. The Air Force and the city of Belen are negotiating a joint use agreement that will allow the use of the runway for fixed-wing flying training. Additionally the runway will offer a location for future airdrop and CV-22 training. Most importantly, the runway will allow the Air Force to train its special operations C-130 aircrew solely at Kirtland AFB, rather than first sending them to Little Rock AFB. This change will save the Air Force more than \$2M per year and shave 3 months off the time to produce a fully qualified special operations pilot.

Cannon AFB

- Cannon AFB was named a “Top 10 Air Force Base” by the Air Force Times.
- The 27th Special Operations Wing and its Airmen remain very much engaged in combat operations around the world. The base keeps a very high operational tempo with many of its squadrons under a continuous deployment rotation. Approximately 15% of personnel and 30% of aircraft are deployed at any time.
- The base housing reconstruction project is expected to be complete in 2017. NM Department of Transportation will conduct a traffic study of the main (Chavez) gate in 2017 once the housing project is complete.
- Cannon AFB and the Air Force are analyzing the low level flying requirements in northern New Mexico. Thus far, the analysis is “85%” complete. Final results are expected later this year.
 - The Air Force is also asking the Federal Aviation Administration to consider broader changes within the region to update special use airspace. The Air Force intends to make more efficient use of current airspace with better scheduling and leveraging communication and navigation technology.
 - Air Force will pursue an environmental impact study of all airspace changes in New Mexico to include these low level flying training requirements at Cannon AFB and the Military Operation Areas used by Holloman AFB F-16s.
- **Severance Tax Bond Fund.** The State of New Mexico has had an important supportive role in Cannon’s transition from a fighter base to a special operations base. In 2006 the State allocated \$5M Severance Tax Bond Appropriation (STB) to support the transition of the mission at Cannon AFB from fighter aircraft operations to special operations:
 - Melrose Air Force Range (MAFR) expansion to 70,000 acres was completed in 2012 through a 74-year lease with NMSLO. The entire 70,000 acres is now available for special operations training.
 - In November 2015, the State purchased approximately 600 acres (\$571.5 K) adjacent to Cannon for security, and protection from encroachment. This land was deeded to the Air Force.
 - After the original authorization in 2006, the STB authority was extended in 2008, 2010, 2012, 2014, and most recently in 2016. Approximately \$800,000 remains of original \$5M.
 - **The OMBPS is considering three options on use of the remaining funds:**

- Purchase land to the south of Cannon outside the “Portales Gate” to alleviate congestion, safety and security concerns on a short county road used by commercial traffic to access the base. The NDAA for FY16 included \$7.8M to reconstruct the Portales Gate to address force protection and anti-terrorism vulnerabilities.
- Purchase additional land around the perimeter of Cannon as it becomes available. This land may be used to enhance security or to expand the base to add housing units as the base population grows.
- Purchase restrictive easements to protect Melrose Air Force Range from incompatible development.

White Sands Missile Range

- WSMR is completing final coordination on its 30-year strategic plan. The plan hopes to define the capabilities the range will require for the test and evaluation mission over the next several decades.
 - The DOD “3d Offset” strategy is a prominent consideration. The 3d Offset relies on technological advances in miniaturization, hypersonics, autonomous systems, cyber, and other similar emerging technologies to maintain a military advantage over other countries.
 - The 3d Offset technologies will require more WSMR capabilities, including operating space
 - WSMR views securing its current operating space and limiting any potential future encroachment as an imperative if it is to retain its position as the DOD’s preeminent test and evaluation site
- The major issue facing all U.S. Army installations is the Army-wide manpower reduction. The Army plans to reduce the Army by 40,000 soldiers and 17,000 civilians by the end of 2016.
- At WSMR, the Army already has taken manpower reductions—the Army Test and Evaluation Center (ATEC) has less than 200 active soldiers on post. Civilian manning levels are at approximately 85% of authorizations.
- In March 2016 the U.S. Army announced that a 143-soldier Air Defense Artillery Test Detachment will be stationed at WSMR in the facilities vacated by the 2d Engineering Battalion in 2015.
- The U.S. Navy located its Electromagnetic Rail Gun at WSMR in March 2016. The US Navy expects to add approximately 100 personnel to WSMR to support the railgun and Navy procurement.
- In April 2016, this office learned that the Army’s Installation Management Command had decided to “subordinate” the garrison at WSMR to Ft Bliss to consolidate the administration of the bases.
 - Quick and coordinated response by Senators Udall and Heinrich and Congressman Pearce resulted in a phone call to the acting Secretary of the Army and a subsequent jointly signed letter stating the strong New Mexico objection to such a decision.
 - The Army quickly back off the action, saying the proposal was “pre-decisional.” The Army has not produced any analysis that such a consolidation would result in any financial or manpower savings. The Army has stated that some regional consolidation of functions might be warranted in the future.

SunZia

- Description of the proposed project: 515 miles of two single-circuit 500 kV transmission lines routed through NM and AZ to connect and deliver electricity generated through a potential wind farm in eastern NM to population centers in the Southern California
- Route traverses the White Sands Missile Range Call Up Area (also known as Northern Extension Area) and impacts DOD ability to conduct tests against long range threats, especially cruise missiles
- Bureau of Land Management (BLM) Record of Decision – January 2015--Allows right-of-way to construct, operate, and maintain facilities on BLM land
- Four mitigations steps agreed by DOD to minimize impact on WSMR's Call Up Area
 - Burial of three sections of power lines--- 1-mile, 2-mile, 2-mile sections
 - Hold harmless clause that relieves DOD from liability to damage as a result of DoD activities
 - Allow for unimpeded testing to occur during construction & maintenance
 - "Micro-siting" the power lines to minimize WSMR operational impact
- State Land Office must approve route through State Trust Land
 - State Land Office (SLO) and SunZia discussed changes to the route with the intent to eliminate two of the three required buried sections. The Department of Defense insisted on the requirement to bury if the new routing of transmission line continues to interfere with low level entry of aircraft/missiles into the Call Up Area.
- NM Public Regulation Commission (PRC) must approve routing and construction of transmission lines
- MBPC continues to work to educate decision makers--State of New Mexico has demonstrated continued support for the DOD/Army/WSMR position--move the proposed route north, out of the WSMR Call Up Area and along existing utility rights-of-way

Southern New Mexico/El Paso Joint Land Use Study (JLUS)

- This is the largest compatible use study supported by DOD, Office of Economic Adjustment and includes five New Mexico counties (Lincoln, Otero, Dona Ana, Sierra, Socorro); El Paso County; El Paso, Las Cruces, Alamogordo; the three bases-Holloman, WSMR, Ft Bliss
- Otero County has not signed the memorandum of understanding
- Dona Ana County is the fiscal agent and program manager
- JLUS report complete in January 2015. Implementation Committee is established and has received a \$655,000 OEA grant to fund a regional planner and grant administrator for two years (Hired 1Q CY2016).
- Results of the coordination efforts by this group may serve as a template for state-wide action on reporting vertical obstruction and resolving noise complaints from military operations.

DOD Office of Economic Adjustment (OEA)

- OMBPS will seek an OEA grant to conduct a study of compatible siting of renewable energy projects in New Mexico. Would apply to transmission lines, wind & solar generation.
- Objective: "...(C)ommunity planning assistance to prevent siting of energy projects from adversely affecting DoD's test, training, and military operations"
- OMBPS will provide 10% matching funds to the project
- OEA has provided previous grants to New Mexico
 - Cannon Growth Study
 - Cannon JLUS
 - Kirtland JLUS

- Southern NM/El Paso JLUS (ongoing)
- Educational Facilities Review/Wherry School
- Defense Mapping Grant (ongoing) – Defense supply chain mapping study to identify workforce, technology, and product vulnerabilities and pilot a study to develop an adjustment and diversification strategy to be implemented throughout the state.

Closing

- Statewide cooperation between State, military installations, communities, and Congressional delegation is the best way to enhance military value and limit potential impacts from encroachment
- Office of Military Base Planning and Support and the Military Base Planning Commission are focused on enhancing military value at all the New Mexico bases
- Development around our military base operating areas, such as the SunZia Transmission Line, may be detrimental to the military value of New Mexico military bases
- The Office of Military Base Planning and Support and the Military Base Planning Commission represent a small investment by the state of New Mexico to protect the \$6 Billion economic impact from the four military bases

Military Base Planning Commission

Jim Tegnelia	Chairman; Defense Science Board, Army Science Board, Defense Threat Reduction Agency (DTRA), Sandia National Laboratory
Sherman McCorkle	President/Chief Executive Officer, Technology Ventures Corporation
Jay Bledsoe	Brigadier General (Retired), New Mexico Air National Guard
Stacey Martin	Current Chair, Clovis Committee of 50
Lee Malloy	Past Chair, Clovis Committee of 50
Ed Brabson	Immediate Past Chair, Alamogordo Committee of 50
Bill Burt	State Senator; Owner, Burt Broadcasting
Bill Connor	Chair, Las Cruces Chamber of Commerce Military Affairs Committee; El Paso Electric Executive
Kiel Hoffman	President, Pioneer Bank
John Sanchez	Lieutenant Governor

Mission of the Military Base Planning Commission

- Obtain and evaluate information about the federal government’s plans, policies, and initiatives relative to military base realignment and closure
- Collaborate with and assist community organizations that have as their purpose the long-term viability of the military bases in their local area
- Facilitate collaboration between community organizations
- Coordinate with and assist the State’s Congressional Delegation on matters relating to federal base realignment and closure plans
- Advise the Governor on measures necessary to support and ensure the continued presence of military bases in New Mexico

Mission of the Office of Military Base Planning and Support

- Support the Military Base Planning Commission
- Inform the Governor and the Lieutenant Governor regarding issues impacting the military bases in the State
- Serve as a liaison with community organizations whose purpose it is to support the long-term viability of the military bases
- Communicate with the staffs of the State’s Congressional Delegation
- Identify issues, prepare information and provide for presentations necessary for the Commission to carry out its duties

BRAC CRITERIA (Proposed by Office of the Secretary of Defense)

Military Value: Primary consideration given to “Military Value” regarding recommendations for closure or realignment.

- The current and future mission capabilities and the impact on operational readiness of the total force of the Department of Defense, including the impact on joint warfighting, training, and readiness
- The availability and condition of land, facilities, and associated airspace (including training areas suitable for maneuver by ground, naval, or air forces throughout a diversity of climate and terrain areas and staging areas for the use of the Armed Forces in homeland defense missions) at both existing and potential receiving locations

- The ability to accommodate contingency, mobilization, surge, and future total force requirements at both existing and potential receiving locations to support operations and training
- The cost of operations and the manpower implications

Other Criteria:

- The extent and timing of potential costs and savings, including the number of years, beginning with the date of completion of the closure or realignment, for the savings to exceed the costs
- The economic impact on existing communities in the vicinity military installation
- The ability of the infrastructure of both the existing and potential receiving communities to support forces, missions, and personnel
- The environmental impact, including the impact of costs related to potential environmental restoration, waste management, and environmental compliance activities

The Competition:

OMBPS and MPC Budget for 2015: \$200,500: One full time employee

Texas

Abilene Reporter News, 28 May 2015: "State lawmakers plan to set aside \$30 million in Texas' two-year budget to help military installations and communities survive possible federally ordered base closures."
http://www.reporternews.com/news/local-news/dyess-afb/texas-plan-to-have-30-million-ready-to-protect-military-bases_61877540

Arizona

- Military Installation Fund -Intended to be funded at \$5M per year for 20 years to provide capability for state to purchase land to prevent encroachment to military missions in Arizona. Funding has been reduced during the economic downturn but is currently at \$2.5 million.