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# Impact Of Shore Establishment Realignment Actions On Naval Complexes At Long Beach And San Diego, California

B-168700

Department of Defense

**BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES**

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MAY 23 1974



COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

B-168700

a The Honorable Glenn M. Anderson  
House of Representatives

R, Dear Mr. Anderson:

1 Pursuant to your request dated July 23, 1973, here is  
2 our report on the impact of the shore establishment realign-  
ment actions involving the naval complexes at Long Beach and  
San Diego, California. As agreed, the contents of this report  
have not been presented to the Department of Defense for official comment.

R2 C2  
R3 C3  
We have also received requests from Senator Alan Cranston and Congressman Craig Hosmer relating to the actions. We are furnishing them with the information in this report.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "R. F. Keller".

Acting Comptroller General  
of the United States

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ABBREVIATIONS

DOD	Department of Defense
GAO	General Accounting Office

COMPTROLLER GENERAL'S REPORT  
TO THE HONORABLE GLENN M. ANDERSON  
UNITED STATES CONGRESS

IMPACT OF SHORE ESTABLISHMENT  
REALIGNMENT ACTIONS ON  
NAVAL COMPLEXES AT LONG BEACH  
AND SAN DIEGO, CALIFORNIA  
Department of Defense  
B-168700

D I G E S T

WHY THE REVIEW WAS MADE

Congressman Anderson asked GAO to examine the impact of the shore establishment realignment actions on naval complexes at Long Beach and San Diego, California. GAO sought to determine

- savings and costs related to these actions,
- impact on Long Beach,
- impact on San Diego,
- strategic implications of locating Navy vessels at San Diego,
- potential effect of earthquakes on the San Diego-Coronado Bay Bridge.

This report has not been presented to the Department of Defense for official comment; however, GAO has discussed most of its contents with Navy officials.

Background

On April 17, 1973, the Department of Defense announced a series of 274 actions aimed at consolidating, reducing, realigning, or closing military installations in the United States and Puerto Rico. The Department estimated that the actions would save approximately \$3.5 billion over the next 10 years. Included in the announcement were various shore estab-

lishment realignment actions designed to reduce the number of Navy shore activities and shore-based fleet activities commensurate with the reduction of fleet operating units.

At the time of the announcement the Terminal Island Complex at Long Beach consisted primarily of the Naval Station, the Supply Center, and the Shipyard. The realignment actions disestablished the Naval Station and the Supply Center, replacing them with a Naval Support Activity and a Naval Supply Center Annex. Most of the other activities at the Complex, excluding the Shipyard, were either disestablished, reduced, or relocated. The Shipyard's operations will increase during fiscal year 1974.

The announcement also affected the 64 ships homeported at Long Beach--48 were to be reassigned to new homeports, 8 were to be deactivated, and 8 were to remain homeported at Long Beach attached to the Naval Reserve Forces.

The Navy estimated that realignment actions at Long Beach would produce one-time net savings of about \$20.6 million and annual recurring net savings of about \$11.4 million. (See p. 3.)

FINDINGS AND CONCLUSIONS

By June 30, 1974, due to the realignment actions and normal program

changes, there will be a net decrease of 20,202 military personnel and a net increase of 292 civilians at the Terminal Island Complex. Transfers of ship personnel (18,741) account for most of the military personnel decreases. (See pp. 4 to 6.)

Due to the realignment actions, some portions of Navy-held land in Long Beach are no longer required. (See pp. 6 to 8.)

GAO believes that the one-time savings cited by the Navy for Long Beach were overestimated by about \$11.2 million and that the annual recurring savings were underestimated by about \$4.2 million. (See pp. 9 to 12.)

As a result of the realignment actions the Long Beach area, especially the city of Long Beach, is experiencing (1) reduced personnel expenditures on local economies, (2) a temporarily increased vacancy rate for commercial living units, and (3) reduced school enrollments. (See pp. 13 to 21.)

Although the realignment actions will cause a significant influx of

Navy personnel into the San Diego area, the Naval Complex and the San Diego community probably will be able to absorb them without any major problems. After 1969, the peak year for Navy activities, San Diego experienced a reduction in ship population and Navy personnel. The influx from Long Beach and other locations will not bring either the ship population or the number of Navy personnel up to the 1969 levels. (See pp. 22 to 27.)

Navy officials believe that emergency procedures for dispersing ships from the San Diego harbor lessens the strategic implications of placing such a large fleet in San Diego. (See pp. 28 to 30.)

All ships berthed at the San Diego Naval Station must pass beneath the San Diego-Coronado Bay Bridge to reach the open sea. The bridge was designed to resist natural disasters, such as earthquakes, using the latest engineering standards available at the time of its construction in 1967. Navy officials said if the bridge collapses, the debris could be cleared within 24 hours. (See pp. 31 to 33.)

## CHAPTER 1

### INTRODUCTION

On April 17, 1973, the Department of Defense (DOD) announced a series of 274 actions aimed at consolidating, reducing, realigning, or closing military installations in the United States and Puerto Rico. DOD said these actions would save about \$3.5 billion over the next 10 years.

The announcement affected various naval shore complexes, including the Terminal Island Complex at Long Beach. The actions included shore establishment realignments--a Navy-wide effort to reduce shore activities and shore-based fleet activities commensurate with the reduction of fleet operating units.

### REALIGNMENT ACTIONS AT LONG BEACH

At the time of the announcement, the Terminal Island Complex consisted primarily of the Naval Station, the Supply Center, and the Shipyard. The realignment actions disestablished the Naval Station and the Supply Center, replacing them with a Naval Support Activity and a Naval Supply Center Annex. Most of the other activities at the Complex, excluding the Shipyard, were either disestablished, reduced, or relocated. The Shipyard's operations will increase during fiscal year 1974.

The announcement also affected the 64 ships homeported at Long Beach. Pursuant to the actions, 48 ships are to be reassigned to new homeports, 8 are to be deactivated, and 8 are to remain homeported at Long Beach attached to the Naval Reserve Forces.

The Navy said realignment actions at Long Beach would produce one-time net savings of about \$20.6 million and annual recurring net savings of about \$11.4 million.

## CHAPTER 2

### REALIGNMENT ACTIONS' NET EFFECT

#### ON THE TERMINAL ISLAND COMPLEX

When the realignment was announced in April 1973, there were 22,074 military personnel and 8,274 civilians at the Terminal Island Complex. By June 30, 1974, it is anticipated that there will be a net decrease of 20,202 military personnel and a net increase of 292 civilians, as shown below.<sup>1</sup>

Activity	April 17, 1973		Estimated-- June 30, 1974		Net loss (-) and gain	
	Military	Civilian	Military	Civilian	Military	Civilian
Homeported ships	19,651	-	910	-	-18,741	-
Support functions	2,370	1,709	913	885	-1,457	-824
Shipyard	53	6,565	49	7,681	-4	1,116
<b>Total</b>	<b>22,074</b>	<b>8,274</b>	<b>1,872</b>	<b>8,566</b>	<b>-20,202</b>	<b>292</b>

#### TRANSFER OF SHIPS

Of the 64 ships homeported at Long Beach, 48 were transferred, 8 deactivated, and 8 assigned to the Naval Reserve Forces. Five of the eight ships assigned had been part of the Naval Reserve Forces before the realignment actions. The following tables show the reduction in ship personnel and the new homeports for the transferred ships and their personnel.

	Personnel								
	April 17, 1973			Estimated--June 30, 1974			Net reduction		
	Officers	Enlisted	Total	Officers	Enlisted	Total	Officers	Enlisted	Total
Transferred	946	15,842	16,788	-	-	-	946	15,842	16,788
Deactivated	97	1,574	1,671	-	-	-	97	1,574	1,671
Remaining	79	1,113	1,192	70	840	910	9	273	282
	<b>1,122</b>	<b>18,529</b>	<b>19,651</b>	<b>70</b>	<b>840</b>	<b>910</b>	<b>1,052</b>	<b>17,689</b>	<b>18,741</b>

<sup>1</sup> Based on information available as of Sept. 17, 1973.

<u>Homeport changed to</u>	<u>Number of ships</u>	<u>Personnel</u>		
		<u>Officers</u>	<u>Enlisted</u>	<u>Total</u>
San Diego	30	643	9,892	10,535
Pearl Harbor	6	102	1,613	1,715
San Francisco	4	81	1,762	1,843
Other ports	<u>8</u>	<u>120</u>	<u>2,575</u>	<u>2,695</u>
Total	<u>48</u>	<u>946</u>	<u>15,842</u>	<u>16,788</u>

#### SUPPORT ACTIVITIES

The table below shows that by the end of fiscal year 1974, the naval shore support activities at Terminal Island are expected to lose 2,281 personnel. At the time of the announcement, there were 2,370 military personnel and 1,709 civilians assigned to these activities. By June 30, 1974, the activities will employ 913 military personnel and 885 civilians.

<u>Change resulting from</u>	<u>Net loss (-) and gain</u>		<u>Total</u>
	<u>Military</u>	<u>Civilian</u>	
Direct realignment actions	-767	-954	-1,721
Indirect realignment actions	-314	-1	-315
Normal program changes	<u>-376</u>	<u>131</u>	<u>-245</u>
Total	<u>-1,457</u>	<u>-824</u>	<u>-2,281</u>

Direct actions refer to those activities the announcement specifically identified as being disestablished, reduced, relocated, or established. Sixteen individual activities were included in this category. (See app. I, part I.)

Although not specifically mentioned in the announcement, seven other support activities at the Complex have had to disestablish, relocate, or reduce as a result of the realignment actions. (See app. I, part II.)

Normal programming changes through fiscal year 1974 will cause seven activities to gain personnel, six activities to lose personnel, and three activities to relocate from the Complex. (See app. I, part III.)

About 60 percent (1,357 individuals) of the Complex's total decrease of 2,281 personnel resulted from the dis-establishment of the Naval Station and the Supply Center. These two activities had employed 774 military personnel and 1,266 civilians. Their replacements, the Navy Support Activity and the Navy Supply Center Annex, will employ 330 military personnel and 353 civilians.

#### SHIPYARD

The primary mission of the Long Beach Naval Shipyard is to perform authorized work in connection with construction, conversion, overhaul, repair, etc., of ships and crafts. During fiscal year 1974, the Shipyard's workload and employees will increase.

Unlike many other Navy activities, the Shipyard does not operate with an authorized number of billeted positions based on budget constraints. Its funding (Navy Industrial Funding) is controlled by its customers who have funds for work to be performed, and its personnel fluctuates according to the work scheduled.

At the time of the announcement, the Shipyard had a workforce of 6,618--53 military personnel and 6,565 civilians. By the end of fiscal year 1974, its projected workload will require 7,730 individuals--49 military personnel and 7,681 civilians.

Part of the Shipyard's increase of 1,116 civilians will consist of about 390 workers being transferred from the Hunters Point Naval Shipyard which DOD closed. In addition, certain maintenance functions and approximately 320 public works individuals have been reassigned to the Shipyard from the disestablished Naval Station.

#### CHANGES IN REAL PROPERTY

The Naval Station, Supply Center, and Shipyard were responsible for managing the buildings and land of the Complex. Due to the realignment actions some portions of Navy-held land noncontiguous to the Complex are no longer required. The Navy has declared excess about 159 acres of land occupied by Navy housing projects in the Long Beach area and about 48 acres of property in Torrance, California, occupied by the Torrance Annex Supply Center.

The excess portions of land have been reported to the Naval Facilities Engineering Command in San Bruno, California, to be screened for other DOD requirements. If the other military services do not need the excess land, it will be reported to the General Services Administration.

None of the Government-owned land comprising the Complex will be declared excess as a result of the realignment actions. Of the 339 acres held by the Naval Station, 88 acres, known as pier E, were acquired fee simple determinable in a 1963 civil suit involving a subsidence litigation. Should pier E be used for purposes other than as part of the Long Beach Naval Shipyard, national defense, or Federal activities in excess of 2 years, the land will automatically revert to the City of Long Beach in trust for the State of California. The Naval Station will transfer accountability for pier E to the Shipyard. Shipyard officials said the land will be fully used.

In the same civil suit submerged land of approximately 349 acres known as parcel R and 602 acres known as parcel U were acquired fee simple and fee simple determinable, respectively. Should the Navy sell or, for 1 year, cease to use 50 percent or more of the water frontage of parcels U and R for Federal purposes, all submerged land of parcel U, except that underlying existing piers, will automatically revert to the City of Long Beach and the State of California. Navy officials said the remaining and visiting ships will continue to use the water frontage.

The Supply Center, which held 48 acres on the Complex, will retain all but 2 acres that will be transferred to the Shipyard. The Shipyard will retain its 122 acres, plus the transferred pier E and Supply Center property.

In addition to the Government-owned land, the Navy is leasing 105 acres of land, known as Reeves Field, from the City of Los Angeles. The lease expires December 31, 1979. At the present time the Navy has no intention of renewing the lease. Activities presently on Reeves Field have been either disestablished or will be transferred to other locations.

With the exception of Reeves Field, DOD contends that no other portions of the land and buildings can be disposed of after the realignment actions are completed because the land is needed to expand the Shipyard and to carry out the missions of the remaining support activities.

## CHAPTER 3

### SAVINGS AND COSTS RELATED TO REALIGNMENT ACTIONS

The Navy stated that the realignment actions involving Long Beach would produce one-time net savings of about \$20.6 million and eventual annual recurring net savings of about \$11.4 million. However, according to our estimates (based on information available as of Nov. 1, 1973) the Navy has overestimated its one-time net savings by about \$11.2 million and underestimated its annual recurring net savings by about \$4.2 million. We estimate that the realignment actions related to Long Beach will produce one-time net savings of about \$9.4 million and annual recurring net savings of about \$15.6 million.

#### NAVY ESTIMATES

As shown in the following table, the Navy based its estimate of one-time net savings of about \$20.6 million on one-time cost avoidances of about \$37 million, less one-time costs of about \$16.4 million.

Estimated one-time cost avoidances:

Construction projects--Long Beach	\$37,036,000
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Less estimated one-time costs:

Construction of a pier--San Diego	\$10,000,000
Relocation costs of military personnel--Long Beach	3,321,000
Severance pay of civilians--Long Beach	2,608,000
Preservation of equipment and facilities--Long Beach	<u>460,000</u>

Total costs	<u>16,389,000</u>
-------------	-------------------

Estimated one-time net cost avoidances (savings)

\$20,647,000

The Navy's estimate of \$11,426,000 in annual recurring net savings was \$3,838,000 in military pay and \$7,588,000 in civilian pay that would be avoided after completing realignment actions in June 1974.

GAO ESTIMATES

The following table shows our estimates of one-time net savings.

Estimated one-time cost avoidances--

Long Beach:

Construction projects (note a)	\$33,893,000	
Facilities replacement (note b)	7,165,000	
Housing construction (700 units)	16,920,000	
Purchase of equipment, supplies, and services	<u>2,723,000</u>	
Total		<u>\$60,701,000</u>

Less estimated one-time costs:

Construction projects and major improvements--San Diego (note c)	\$23,707,000	
Housing construction (600 units)--San Diego	16,500,000	
Equipment acquisition and installation--San Diego	1,914,000	
Equipment relocation, removal, disposal, preservation--Long Beach	1,213,000	
Personnel costs (leave, severance, and relocation)--Long Beach (note d)	7,740,000	
Planning, design, and cancelled construction related to housing--Long Beach	<u>169,000</u>	
Total		<u>51,243,000</u>

Estimated one-time net cost avoidances (savings)	<u>\$ 9,458,000</u>
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<sup>a</sup>See app. II, part I.

<sup>b</sup>Activities on Reeves Field will disestablish, relocate, or move into vacated space at other locations on the complex. This has eliminated the need for replacement facilities which would have been necessary in 1979. (See p. 7.)

<sup>c</sup>See app. II, part II.

<sup>d</sup>Includes all personnel affected by realignment actions at Long Beach; for example, military personnel transferring to homeports other than San Diego. (See p. 5.)

We estimate annual recurring net savings of about \$15.6 million on the following basis:

Estimated annual recurring savings--Long Beach:		
Military pay avoided	\$ 9,350,000	
Civilian pay avoided	<u>6,114,000</u>	\$15,464,000
Maintenance materials and contract services		<u>1,301,000</u>
Recurring savings		\$16,765,000
Less estimated annual recurring costs--San Diego:		
Military pay		\$113,000
Civilian pay		\$599,000
Contract services and the leasing of equipment		<u>\$435,000</u>
Recurring costs		<u>\$ 1,147,000</u>
Estimated annual recurring net savings		<u>\$15,618,000</u>

The annual recurring net savings resulting from the realignment actions can be realized only when all such actions have been fully implemented. The recurring net savings will take effect in fiscal year 1975. During the time the realignment actions are being implemented--April 17, 1973 to June 30, 1974--there will be a one-time salary avoidance of about \$2.2 million.

#### DIFFERENCES BETWEEN ESTIMATES

We used more current data and identified certain items that the Navy had not considered in its calculations. For example we:

--Identified avoided-construction projects programed through fiscal year 1979; the Navy included projects only through fiscal year 1978.

- Did not include two projects which the Navy considered cost avoidances, because Long Beach officials believe the projects are still required regardless of DOD actions.
- Identified several requirements in San Diego; the Navy estimate identified only the construction of the new pier.
- Estimated that 1,081 military positions would be abolished (including personnel affected by both direct and indirect realignment actions); the Navy estimated that 456 military positions would be abolished.

We discussed our estimates of one-time and annual recurring net savings with Navy officials at Long Beach, San Diego, and Washington Headquarters. The Long Beach and San Diego officials had no major objections to any of the items relating to their respective locations and said our calculations presented a reasonable estimate of the costs and savings related to the realignment actions.

Headquarters officials responsible for realignment generally agreed with our overall estimates of one-time net savings and annual recurring net savings. However, they said certain items in our calculations were not related to the realignment actions. The officials had no documentation to support this.

Headquarters officials also said certain items we identified had been excluded from the Navy's calculations because the items had no net effect. For example, the savings realized from not building housing units at Long Beach were offset by the cost of additional housing units at San Diego. Therefore, neither item was cited in the Navy's calculations. Our calculations included this type of item so that the reader would have a clearer understanding of the realignment actions' total effect at each location.

## CHAPTER 4

### REALIGNMENT ACTIONS' IMPACT ON LONG BEACH AREA

The realignment actions have adversely affected the Long Beach area, especially the city of Long Beach. Because of the transfer of ships, the number of military personnel living in the area will be substantially reduced. The resulting impact will (1) reduce personnel expenditures on local economies, (2) temporarily increase vacancy rates for commercial living units, and (3) reduce school enrollments.

This economic impact will be somewhat tempered by:

- The increase in civilian workers at the Complex, including the transfer of approximately 390 civilian workers from Hunters Point.
- The fact that most military personnel leaving the area are single and live on ships or on base.
- The time it takes to implement the realignment actions.
- An indication that the families of some of the married men being transferred will continue to live in the Long Beach area.

### MILITARY PERSONNEL AFFECTED

The realignment actions will result in a net reduction of 19,822<sup>1</sup> military personnel--18,741 ships personnel and 1,081 shore personnel. Using Navy statistical data on the marital status of these military personnel, we estimated that about 57 percent were single and about 43 percent were married. (See app. III, part I.)

On October 19, 1973, we submitted questionnaires to commands for distribution to all shore activities' personnel affected by the realignment and the individuals on the ships being

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<sup>1</sup>An additional reduction of 376 military personnel will result from normal programing changes by June 30, 1974.

transferred. Appendix III, parts II through V, is based on their responses.

1. About 62 percent (12,293) were living on ships, on base, or in military housing--8,767 singles and 3,526 married. Of the approximately 38 percent (7,529) that were living off base in commercial units, 2,520 were single and 5,009 were married. (See app. III, part II.)
2. The 7,529 military personnel living off base occupied commercial units throughout the Los Angeles-Long Beach area. About 61 percent (4,571) of these lived in the city of Long Beach--1,852 singles and 2,719 married. (See app. III, part III.)
3. The realignment actions will cause the majority of military personnel to move. Responses to the questionnaires indicate that 78 percent (6,637) of the families of the 8,535 married personnel affected by the actions will be leaving the Los Angeles-Long Beach area--3,025 live in military quarters and 3,612 live in commercial units. (See app. III, part IV.)
4. With respect to the 4,571 living off base in Long Beach, about 84 percent (3,834) will be leaving--1,852 singles and families of 1,982 married personnel. (See app. III, part V.)

#### LOSS OF PERSONNEL EXPENDITURES

At the time of the announcement, Long Beach officials prepared preliminary estimates showing that the direct dollar loss to the Los Angeles-Long Beach area due to the realignment actions would be approximately \$112.4 million. The officials based their estimates on losses in the (1) Long Beach payroll of \$100.7 million, (2) supplies of \$8.5 million purchased by the Complex from local suppliers, and (3) maintenance and repair contractual services and utility charges of \$3.2 million.

These estimates were dollar losses relating to the entire Los Angeles-Long Beach area, not just to the city of

Long Beach, and were based on the Navy's initial projection of the net reduction and gain of military personnel and civilians, which differed from the actual changes discussed in chapter 2.

Information developed by the Navy indicates that the loss in supplies purchased from local suppliers will be about \$6.7 million as compared to the city's estimate of \$8.5 million. Navy officials said there would be no significant loss in either maintenance and repair contractual services or in utility charges, since the remaining or newly established activities will use essentially all the applicable structures at the Complex.

The city's estimate of payroll loss (\$100.7 million) was based on the assumption that payroll recipients spent their entire earnings on the local economies in the Los Angeles-Long Beach area. It did not consider those portions of the salaries spent at military facilities (commissaries, exchanges, etc.), saved or invested, or spent in communities outside the Los Angeles-Long Beach area.

Our estimates from military personnel leaving the immediate Long Beach area showed that about 98 percent of the single military men and about 78 percent of the married men living off base in Long Beach were renting apartments or homes at a total of about \$5.7 million annually. It appears that any losses in rental payments will be temporary. In addition to their expenditures at military facilities, they were spending about \$19.1 million annually for food, clothing, supplies, and entertainment. (Not all personnel limited themselves to purchases in Long Beach. However, we assumed they would be more inclined to purchase goods in Long Beach rather than in other areas.)

The losses in military personnel expenditures will be somewhat offset by the increase in civilian workers at the Shipyard. In addition, some of the civilian workers who lost their jobs at the support activities as a result of the realignment actions will apparently remain in the Long Beach area. Of the estimated 955 civilian workers affected, 160 have retired, 316 will be employed by the Shipyard, and 330 apparently will seek other employment in the Los Angeles-Long Beach area. Only 149, approximately 110 of whom were living in Long Beach, will leave for new jobs.

DOD's Office of Economic Adjustment, in its report, concluded that the Long Beach area's general economy was healthy and vigorous and that there would be no long-range problems resulting from the realignment actions.

### IMPACT ON HOUSING MARKET

Long Beach is characterized as an older, urbanized community surrounded by newer suburban communities. About 81 percent of the city's housing was built before 1950.

Both residential development and population growth have been limited to some extent in the last few years by the scarcity of land. By 1970 Long Beach had experienced a moderate population growth of 4.2 percent over a 10-year period. This was substantially lower than the growth of 37.2 percent reported for the years 1950 to 1960. According to an economic and market analysis for the city, the future population growth will depend on the following factors:

- An increase in housing through replacement of older and deteriorating housing units.
- A change in the housing due to demolition of single family units and replacement with multiple family units.
- An increase in industrial, commercial, and governmental employment opportunities.
- An increase in rental housing units compatible with the trend toward multiple family units.

Recent construction in Long Beach has been primarily for multifamily units. During 1972 the number of permits for such construction increased by 182 percent over 1971-- 3,962 permits in 1972 compared to 1,404 permits in 1971.

The vacancy rate in Long Beach has remained at a relatively low level since 1970. According to a March 1972 postal vacancy survey, the total 157,620 housing units (including mobile homes) had a vacancy rate of about 2.9 percent. Broken down further, the rate was 1.5 percent for houses and 5.5 percent for apartments. A similar survey of idle utility meters in March 1972 showed that the vacancy rate for single dwellings and multiple units was 1.4 percent

and 5.4 percent, respectively. In March 1973 this survey showed a slightly lower percent of idled meters--1.1 percent for single units and 4.7 percent for multiple units.

As a result of the realignment actions, the reduction in military personnel assigned to the Complex has lessened the need for Navy housing units. The Navy has canceled 700 housing units previously approved for construction and declared 594 to be excess housing units, 588 of which were considered substandard. There is sufficient demand from Navy and other military service personnel in the area for the remaining 1,793 housing units.

The relocation of military personnel and their dependents will have a temporary adverse impact on the Long Beach commercial housing market. The vacancy factor will probably increase because of the relocation of approximately 3,834 military personnel who had been living off base. (See app. III, part V.) The impact will be lessened somewhat because military personnel are not being reassigned all at once. Also, there will be about 390 civilians coming from the Hunters Point Shipyard to the Long Beach area.

It is doubtful that the adverse impact on the Long Beach commercial housing market due to the realignment actions will persist for any length of time. There is a demand for housing in Long Beach. In the past, population growth has been restricted by the scarcity of land and the limited number of vacant living units.

#### IMPACT ON LONG BEACH SCHOOLS

The Long Beach Unified School District is comprised of 8 high schools, 15 junior high schools, and 56 elementary schools. The schools are located in the cities of Long Beach, Signal Hill, and Avalon (Catalina), and portions of Wilmington.

Since 1963 the enrollment has declined by about 13,000 students due to the decreasing birth rate. The present rate of decline is approximately 2,000 students per year, and except for a slight tapering off, this level is expected to continue for the next 5 years. The following table shows the past and projected decreases in student enrollment.

<u>School year</u>	<u>Enrollment</u>	<u>Decrease</u>
1963-64	74,564	-
1964-65	74,224	340
1965-66	73,154	1,070
1966-67	72,860	294
1967-68	72,156	704
1968-69	71,334	822
1969-70	69,829	1,505
1970-71	68,577	1,272
1971-72	66,475	2,082
1972-73	64,040	2,435
1973-74	61,761	2,279
1974-75 <sup>a</sup>	59,475	2,286
1975-76 <sup>a</sup>	57,475	2,000
1976-77 <sup>a</sup>	55,650	1,825
1977-78 <sup>a</sup>	54,225	1,425

<sup>a</sup>These estimates do not include the impact of the actions on school enrollments.

Because the school budget and the hiring of teachers are based on student enrollment, any loss in enrollment will limit the district's budget and its capacity to retain teachers. In the 1966-67 school year, the teaching staff totaled 2,569 compared with 2,441 teachers in 1972-73. The district projects a staff of 2,357 for 1973-74.

The ratio of students to teachers in the 1972-73 school year was about 27 to 1 for kindergarten, 23 to 1 for grades 1 to 6, 25 to 1 for junior high school, and 26 to 1 for high school. School officials said the lower the student-teacher ratio, the better the educational services. They noted, however, that further reductions in the teaching staff will occur as student enrollments decline.

The district's revenues for the school year 1972-73 came from the following sources:

Local secured property tax	\$41,935,297
Local unsecured property tax	6,397,278
State (Basic Equalization Aid)	8,195,123
Federal (Public Law 874)	1,389,431
Special projects (Federal, State, and local)	<u>25,750,970</u>
Total	<u>\$83,668,009</u>

The district cannot levy local taxes beyond an amount equal to a total revenue limit plus a mandated increase for the State Teachers Retirement System, less both the California Basic Equalization Aid and local income from other than property tax. The total revenue limit is derived by multiplying the enrollment times the limit on the expenditure per student (\$1,075 per student for the 1973-74 school year). The State contributes a maximum of \$125 per student in Basic Equalization Aid. For the 1973-74 school year, the district had a taxable limit as follows:

Total revenue limit	\$66,877,089	
Plus mandated increase	<u>615,464</u>	\$67,492,553
Less:		
Basic Equalization Aid	7,897,375	
Local income (other than property tax)	<u>6,490,472</u>	<u>14,388,847</u>
Total taxable limit		<u>\$53,104,706</u>

Although the district can tax up to \$53,104,706, it is currently taxing at \$48,458,481.

Public Law 81-874 (20 U.S.C. 238) is the Federal Law that offers revenue assistance to school districts to provide education for dependents of military and/or civilian employees of the Federal Government. The amount of funds under Public Law 874 to which a qualified school district is entitled is determined by the number of "A" and "B" students attending that school district.

"A"--Student resides on Federal property and the parent is employed by the Federal Government.

"B"--Student resides on Federal property and the parent is not employed by Federal Government, or the parent is employed on Federal property and the student does not reside on Federal property.

In the 1972-73 school year, the entitlement for each A student was \$493 and \$247 for each B student.

The district expected \$754,917 for the 1973-74 school year from Public Law 874 moneys, which is considerably less.

than the previous year's total grant of \$1,389,431. Only \$232 million is available under the Law in the 1973-74 school year; this will provide revenue assistance for only A students. There are two bills in the Congress designed to increase assistance under Public Law 874. Both bills would reestablish funding for B students.

Due to realignment actions, the district will lose revenue. In terms of State Basic Equalization Aid, the loss will be \$125 per student. The district will also lose the Public Law 874 entitlement for each transferred A student.<sup>1</sup> Public Law 874 assistance for B students would have been eliminated regardless of realignment actions.

There were 2,973 school age military dependents (Navy, Army, and Air Force) attending schools in the district during the 1972-73 school year. We estimate that about 1,850 children will be leaving as a result of realignment actions. The total loss in Public Law 874 moneys to the district as a result of realignment actions will depend on how many transfers were A students and how many were B students. Information on the number of A and B students transferring was not readily available. The impact is lessened, however, because realignment actions requiring families to leave will occur over a period of time extending through June 1974. Further, some of the families have indicated that they will remain in the Long Beach area beyond June 1974.

The district's loss of children from military families could be partially offset by the children of the families transferring from the Hunters Point Shipyard. These families will bring an estimated 377 school age children to the area, but it is unknown at this time where these families will live and how many children will attend district schools.

The district presently has 2,100 permanent and 459 temporary classrooms. Approximately 150 classrooms are

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<sup>1</sup>The district has historically received only about 90 percent of A moneys since some revenues under Public Law 874 are used to aid school districts which suffer losses due to floods, hurricanes, etc.

underused, including 41 that are idle. Those not completely idle are used for auxiliary purposes, such as reading, club, or activity rooms.

Although there are plans to demolish 31 temporary classrooms built before 1952, there are no definite plans to close any schools. The district is considering the potential needs of classroom facilities and alternative uses. There have been suggestions to:

- Lease a school site to the Los Angeles County for their special educational programs.
- Convert a school site into administrative offices.
- Reduce the number of facilities at each school site.

According to a district official, closure or sale of an entire school site are also possibilities but are the least desirable alternatives.

## CHAPTER 5

### REALIGNMENT ACTIONS' IMPACT ON SAN DIEGO

Although realignment actions will cause a significant influx of Navy personnel into the San Diego area, the Naval Complex and the San Diego community probably will be able to adjust without any major problems.

After 1969, the peak year for Navy activities, San Diego's ship population and Navy personnel declined. The influx from Long Beach and other locations will not bring either the ship population or the number of Navy personnel up to the 1969 levels.

#### INFLUX INTO SAN DIEGO

Thirty ships will transfer their homeport assignments from Long Beach to San Diego by June 30, 1974. The actual arrivals will not be completed until fiscal year 1976.

Navy officials indicate that overall realignment actions will transfer approximately 11,000 military personnel to San Diego in fiscal year 1974, about 10,535 of which are from Long Beach. In addition, 22 civilian employees from Long Beach have been transferred to San Diego.

Of the 4,524 married personnel transferred to San Diego from Long Beach, an estimated 2,867 will move their families to San Diego--970 families that had been living in military housing and 1,897 families that had been living off base in commercial housing. Of the remaining 1,657 married personnel, the families of 1,055 will continue living in the Long Beach area; 602 lived on ships and did not have their families with them in Long Beach. Of the 6,011 single military personnel moving to San Diego, 4,678 lived either on ships or in base housing, while 1,333 lived in commercial units in the Los Angeles-Long Beach area.

#### IMPACT ON NAVY COMPLEX

Through fiscal year 1976 there will be other factors that will also affect the number of ships and Navy personnel at San Diego.

<u>Fiscal year</u>	<u>Number of homeported ships</u>	<u>Military personnel</u>	<u>Civilian personnel</u>
1969	191	126,493	22,510
1970	149	118,383	21,350
1971	134	104,075	21,468
1972	119	101,836	21,379
1973	110	101,820	21,837
1974 (note a)	122	113,127	22,203
1975 (note a)	136	(b)	22,110
1976 (note a)	129	(b)	22,125

<sup>a</sup>Figures for these years are Navy projections.

<sup>b</sup>Although these figures are not available, the Navy's projections show a total of 115,685 military personnel by fiscal year 1978--a net increase of 13,865 over the fiscal year 1973 level.

In summary, from fiscal year 1973 through fiscal year 1976, ships homeported at San Diego will show a net increase of 19, and civilian employees will increase by 288. From fiscal year 1973 to fiscal year 1978, military personnel will increase by 13,865. However, the levels that existed in fiscal year 1969 will still exceed these projections by 62 ships, 10,808 military personnel, and 385 civilian employees. With respect to the net changes occurring during the time of the actions through fiscal year 1974, the levels that existed in 1969 will exceed the fiscal year 1974 projections by 69 ships and 13,366 military personnel.

#### Harbor, shore, and support facilities

Realignment actions are expected to have a two-fold impact on San Diego's Naval Complex: (1) workload increases as San Diego assumes support functions of the Naval Station at Long Beach and (2) reconfiguration of berthing assignments required to efficiently accommodate the ships that are relocating from Long Beach. Capital expenditures for harbor, shore, and support facilities improvements from fiscal year 1969 to fiscal year 1973 amounted to about \$131 million. The Navy estimated similar expenditures for projects related to realignment actions to be about \$42 million--construction projects (\$23.7 million), housing (\$16.5 million), and equipment (\$1.9 million). (See ch. 3.)

The Navy is also seeking approval for additional construction projects over the next 5 years, totaling about \$230 million at San Diego. These proposed projects, which do not appear to be related to realignment actions, include (1) additional power capability at the berthing piers--\$9.4 million--for fiscal years 1974-76, (2) additional aircraft hangar space--\$6.6 million, (3) dispensary and dental facilities--\$11 million, and (4) completion of an avionics facility--\$6.5 million. Although funds for these projects have not yet been appropriated, Navy officials said they are all high-priority projects.

### Navy housing

It is DOD policy to rely on nearby communities as a primary source of family housing for military personnel. In fiscal year 1973 about 26,000 (87 percent) of San Diego's approximately 30,000 military families were living in commercial housing--16,000 owned housing units and 10,000 rented.

Currently there are 4,389 Navy-owned and occupied family housing units in San Diego. Before the actions, the projected need for additional family units in San Diego was 1,163. As a result of the move of families from Long Beach, the projected need was increased by 600 units.

A total of 925 housing units are programmed for construction in San Diego through fiscal year 1975 (600 of which are attributable to the actions affecting Long Beach). The Navy estimates that it will cost \$16,500,000 to construct the 600 units.

### IMPACT ON COMMERCIAL HOUSING

There appears to be sufficient commercial housing in the San Diego area to meet the needs of incoming military and civilian personnel. The San Diego City Planning Department estimates that 11,300 military personnel and 1,700 civilians will transfer to San Diego because of realignment actions. The Department estimates that 3,200 military personnel will have families and will seek off base commercial housing. It expects all the civilians to live off base.

As shown in the following table, at June 30, 1973, the city of San Diego had 15,943 vacant dwelling units,<sup>1</sup> according to statistics developed by the San Diego City Planning Department.

<u>Quarter ending</u>	<u>Total dwelling units</u>	<u>Occupied dwelling units</u>	<u>Percent of total</u>	<u>Vacant dwelling units</u>	<u>Percent of total</u>
6-30-72	270,607	252,782	93.4	17,825	6.6
9-30-72	274,298	256,747	93.6	17,551	6.4
12-31-72	277,126	260,717	94.1	16,409	5.9
3-31-73	280,127	264,321	94.4	15,806	5.6
6-30-73	282,153	266,210	94.3	15,943	5.7

An October 1972 survey by the United States Postal Service showed that there were 18,623 vacant dwelling units throughout the greater San Diego metropolitan area--7,632 houses, 9,619 apartments, and 1,372 mobile homes. The survey also showed that there were 5,857 homes and 7,915 apartment units under construction.

A survey by the Department of Housing and Urban Development showed that 14,799 homes were constructed in San Diego County during 1972, of which 2,502 were unsold as of January 1, 1973. Of the unsold units, 1,181 fell into the \$25,000-or-below price range. San Diego Navy housing officials said most enlisted personnel could afford this price range, considering their housing allotments.

#### IMPACT ON SAN DIEGO SCHOOLS

Navy and county school officials in San Diego estimate that about 3,000 school age children will transfer to schools in San Diego County as a result of realignment actions. County estimates indicate that about 1,500 students will attend schools in the San Diego City Unified School District, with the remaining half enrolling in San Diego County's other 41 school districts.

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<sup>1</sup>The term "dwelling unit" excludes one-room units typically found in resident hotels but includes mobile homes. Included are substandard dwellings which account for less than 1 percent of the total units in San Diego.

San Diego County school officials foresee no problems in absorbing the influx of children since:

- The influx will occur over a period of time.
- The city school district, which has been experiencing declining enrollments since 1969, has facilities to absorb the students.
- The distribution of 1,500 students throughout the remainder of the county-wide school system will minimize the impact to any one school or any one school district.

The following table shows the 1972-73 actual and projected school enrollments, including students affected by the realignment actions for the entire San Diego County school system and for the city school district. The county is projecting slight increases in overall enrollments, whereas the city school district is anticipating that student enrollments will continue to decline despite the influx of students.

	Student enrollments			
	Actual	Projected		
	1972-73	1973-74	1974-75	1975-76
San Diego County school system	297,373	300,855	303,185	303,854
Amount of increase		3,482	2,330	669
Percentage increase		1.2	0.8	0.2
City school district	119,832	118,266	116,297	113,783
Amount of decrease		1,566	1,969	2,514
Percentage decrease		1.3	1.7	2.2

A county school official stated that he was not aware of any new school construction projects related to the student influx. He emphasized that each school district is responsible for constructing new facilities and that such construction depends on each district's ability to generate funds. The San Diego County Department of Education has not conducted any surveys to determine if it needs new school facilities because of the influx.

The city school district closed three elementary schools in June 1973 because of declining enrollment. All three

schools were in areas where few military families reside. Conversely, the city school district has been awarded a \$3.5 million Department of Health, Education, and Welfare grant to construct an elementary school in the Murphy Canyon Naval Housing Project. The need for the school was not related to the realignment actions since it will be used to accommodate the children of military families already residing in the area.

Neither county nor city school officials have estimated the amount of additional Federal or State revenues that might be generated by the influx of students. The total allotment to which the school districts were entitled for the 1972-73 school year had not been determined at the time of our fieldwork. Likewise, estimates for the 1973-74 school year will not be developed until actual enrollment figures are compiled and the Congress appropriates the funds.

## CHAPTER 6

### LOCATING FLEET IN SAN DIEGO

The transfer of 30 ships from Long Beach to San Diego will cause a substantial portion of the Navy's Pacific Fleet to be homeported in San Diego. By June 30, 1974, it is projected that, of the 274 Navy ships located in the Pacific, about 122 will be homeported in San Diego. Navy officials state that the strategic implications in placing so many ships in a harbor with one outlet are diminished by emergency dispersal plans.

#### IN PORT/ON DEPLOYMENT

For the 122 ships that will be homeported at San Diego as of June 30, 1974, the Navy estimates that, at any one time, about 89 ships will be in port and about 33 will be deployed. Available data indicates that 110 ships will be berthed at the San Diego Naval Station (80 in port at any one time), with the remaining 12 berthed at other locations (9 in port at any one time).

The San Diego-Coronado Bay Bridge crosses the bay at a point seaward of the Naval Station. Therefore, all ships berthed at the Naval Station must pass beneath the bridge to reach the open sea. The majority of the 80 ships berthed behind the bridge at the Naval Station are destroyers, amphibious and auxiliary ships, and service crafts.

All operational aircraft carriers are berthed at the Naval Air Station, North Island and do not need to pass under the bridge to reach open water. Similarly, the nuclear powered ships affected by realignment action are also scheduled to be initially berthed at North Island. The berthing assignments of the nuclear ships may be transferred to the Naval Station when the San Diego Harbor Dredging Project (authorized by the 1968 River and Harbor Act) is completed.

#### STRATEGICAL IMPLICATIONS OF BERTHING ASSIGNMENTS

Despite the fact that a substantial portion of the ships homeported at San Diego are berthed behind the bridge, Navy officials said minimal emphasis is placed on the bridge

when making specific ship-berthing assignments. They said modern warfare planning does not envision a surprise attack since a multitude of indicators (political tension, intelligence activities, world tensions, etc.) would trigger ship dispersion orders long before an actual confrontation occurred. They further indicated that enemy action against military facilities would most probably involve nuclear confrontation--not isolated target destructions--which would do far more than merely affect the bridge. They stated unequivocally that, if necessary, the harbor could be cleared within 24 hours using explosive techniques if the bridge were to collapse from covert action (sabotage), an overt act of aggression, or a natural disaster.

#### DISPERSING SHIPS FROM SAN DIEGO HARBOR

Navy officials stated that the Navy maintains an emergency dispersal plan for all ships in the San Diego Harbor. This plan is part of the overall emergency dispersal training program for the entire Pacific Fleet. In San Diego, a command post exercise is conducted weekly simulating the dispersal of ships and aircraft. Navy officials said the plan lessens any strategic implications in placing so many ships in a harbor with only one outlet.

The distance from the Naval Station in San Diego to open sea is 9.7 miles. It is further from the sea than all other major naval facilities serving the Navy ships. For example, the principal berthing spaces for ships at the Naval Air Station are situated 5.68 miles from the open sea.

The U.S. Coast Guard established the peace-time speed limit for the San Diego Harbor at 10 knots (11.6 miles) per hour. It would take a ship traveling 10 knots per hour about 50 minutes to travel the 9.7 miles from the Naval Station to the open sea, whereas a ship leaving North Island under nonemergency conditions would require about 29 minutes to travel the 5.68 miles to the open sea. Therefore, the time required to disperse all ships from the harbor under emergency conditions would depend on the locations of the ships at the time of the dispersal order and on the ships' stages of dispersal readiness.

Navy officials maintain that transferring Navy vessels to San Diego as a result of the actions cause no significant

strategic impact. They also said scheduling practices (in port/on deployment) and dispersal plans minimize any increases in vulnerability resulting from the fleet consolidation.

## CHAPTER 7

### POTENTIAL EFFECT OF AN EARTHQUAKE ON THE SAN DIEGO-CORONADO BAY BRIDGE

A discussion of an area's earthquake potential is, at best, problematical since earthquake prediction has not been perfected. We were able, however, to develop some information on (1) the earthquake potential in the San Diego area, (2) the extent to which earthquake factors were considered in the design and construction of the San Diego-Coronado Bay Bridge, and (3) the problems that could be expected in clearing the San Diego harbor should the bridge collapse.

#### EARTHQUAKE POTENTIAL IN SAN DIEGO

An earthquake is defined as a sudden motion in the earth's crust caused by an abrupt release of tension. The tension is thought to result from the movement of hot liquid materials from deep within the earth toward its surface. This rupture in the earth's surface occurs when the stresses from this movement exceed the shearing resistance of the surface material itself.

The magnitude of an earthquake is measured by the tension energy that has been released. The Richter Scale, devised in 1935 by seismologist Dr. C. F. Richter, is commonly used to measure an earthquake's magnitude. The scale is logarithmic with each whole number increase representing a 10-fold increase in amplitude and a 60-time increase in the amount of energy released.

Twelve earthquakes have been reported during the past 66 years within an 11-mile radius of downtown San Diego. During all recorded history the immediate San Diego area has not experienced an earthquake greater than a Richter Scale magnitude of four. In a study published in 1972, geologists in San Diego concluded that San Diego is in a geologically active seismic area and could be affected by an earthquake having a maximum probable magnitude of 7.3 with a center located about 40 miles from the city.

## STRENGTH OF THE BAY BRIDGE IN THE EVENT OF AN EARTHQUAKE

The San Diego-Coronado Bay Bridge was planned, designed, and built under the direction of the State of California's Division of Bay Toll Crossings. Construction began in February 1967 and was completed in August 1969.

The bridge is owned by the State and is operated by the Division of Bay Toll Crossings. It is 2.23 miles long and rises 246 feet above the bay. The 30 concrete towers upon which it was built are supported by 487 prestressed-reinforced concrete piles, some of which were driven 100 feet into the bottom of the bay.

In designing the bridge, California engineers used the latest force and stress analyses that were available during the time of construction. According to a California official, the engineering state of the art has not progressed to a point where designs of structures can be defined as earthquake proof. Further, it is impossible to quantify the intensity of an earthquake that a structure could withstand before being materially damaged. This inability stems from the fact that every earthquake is unique, generating a variety of parameter values, including the magnitude and frequency of the shock and whether or not oscillations (wave motions through the earth's surface) occur. The engineering analyses used in designing the bridge were based on "moderate" level earthquake stresses. Some experts define a "moderate" earthquake as one registering from six to seven and one-half on the Richter Scale.

## HARBOR CLEARANCE

The question of clearing debris from shipping channels should the bridge collapse cannot be considered in isolation; rather, the situation surrounding the event is of critical importance. Navy officials point out that if a natural disaster, such as an earthquake, causes the bridge to collapse, more important needs (panic control, fire abatement, looting protection, etc.) would probably arise and, if this was the case, clearing debris from the harbor would be of secondary importance.

Officials said the channel could be cleared within 24 hours using explosive techniques if the bridge were to collapse. If time was not a factor, nonexplosive clearance, such as a large floating crane, would be possible. At present, the closest floating crane sufficiently large enough to handle such a clearance project is in Long Beach.

## CHAPTER 8

### SCOPE

We performed our review at the Long Beach Terminal Island Complex, the San Diego Naval Complex, and at Navy Headquarters, Washington, D.C. We held discussions with Navy officials at all three locations to determine the effect of realignment actions on the transfer of ships, personnel movements, and changes in support activities. We examined records and documents to identify and analyze the various savings and costs related to the realignment actions.

We reviewed documents and discussed with Navy officials the strategic implications of the Long Beach-San Diego realignment actions. We met with U.S. Coast Guard and San Diego, Long Beach, and Los Angeles Port District officials to discuss and obtain information relating to the San Pedro and the San Diego Harbors.

We interviewed State of California seismologists, highway engineers, and geologists with regard to the design and construction of the San Diego-Coronado Bay Bridge and the seismicity of the greater San Diego region. We interviewed Navy officials responsible for harbor clearance in the event of bridge collapse and met with the Army Corps of Engineers to discuss the San Diego Harbor channel dredging project.

We interviewed officials of both the cities of Long Beach and San Diego to assess the realignment actions' impact on these communities. We analyzed available housing studies prepared by the City Planning Departments as well as by the Navy to assess the availability of military and private housing for persons affected by realignment actions. We interviewed school officials of the Long Beach Unified School District, the San Diego City Unified School District, and the San Diego County Department of Education to ascertain the realignment actions' impact on school enrollment, facilities, and revenues.

To further assess the economic impact on Long Beach, we met with representatives of the city of Long Beach, including the mayor, the director of the Department of Administrative Management and his assistant, the president of the Chamber of Commerce, and the city attorney, and analyzed available impact studies prepared by the city's representatives. We

also met with representatives of the Long Beach Independent-Press Telegram newspaper. We also interviewed an official of the Office of Economic Adjustment.

Through summarization and analyses of questionnaires sent to ship and shore commands at the Terminal Island Complex, we developed a profile on military and civilian personnel affected by realignment actions concerning their marital status, dependents, residences, intentions to relocate, and personal expenditures.

APPENDIX I  
PART I

TERMINAL ISLAND COMPLEX, LONG BEACH

ACTIVITIES DIRECTLY AFFECTED BY REALIGNMENT ACTIONS (note a)

	Personnel								
	April 17, 1973			June 30, 1974			Net loss (-) and gain		
	Military	Civilians	Total	Military	Civilians	Total	Military	Civilians	Total
<u>Disestablish</u>									
Naval Station	750	736	1,486				-750	-736	-1,486
Fleet Training Center	41	-	41				-41	-	-41
Mobile Technical Unit	36	-	36				-36	-	-36
Naval Ordnance System, Support Office	1	27	28				-1	-27	-28
COMCRUDESAC Representative	56	-	56				-56	-	-56
Naval Base Command, Los Angeles-Long Beach	28	9	37				-28	-9	-37
Security Group Detachment	6	3	9				-6	-3	-9
Communication Subissuing Office	7	-	7				-7	-	-7
Naval Supply Center	24	530	554				-24	-530	-554
Naval Food Management Team	5	-	5				-5	-	-5
Navy Regional Medical Center--U.S.S. Repose (note b)	118	-	118				-118	-	-118
Total	1,072	1,305	2,377				-1,072	-1,305	-2,377
<u>Reduce</u>									
Naval Finance Center	15	61	76	9	59	68	-6	-2	-8
Naval Telecommunication Center	58	31	84	41	31	72	-12	-	-12
Total	69	92	160	50	90	140	-18	-2	-20
<u>Relocate</u>									
Naval Weather Service Environmental Detachment	7	-	7				-7	-	-7
Total	7	-	7				-7	-	-7
<u>Establish</u>									
Naval Support Activity	-	-	-	328	218	546	328	218	546
Naval Supply Center Annex	-	-	-	2	135	137	2	135	137
Total	-	-	-	330	353	683	330	353	683
Total	1,147	1,397	2,544	380	443	823	767	954	1,721

<sup>a</sup>Based on information available as of September 17, 1973.

<sup>b</sup>The U.S.S. Repose was scheduled for deactivation before the realignment actions; however, the personnel positions were to be transferred to the hospital in Long Beach. The realignment actions eliminated the positions.

BEST DOCUMENT AVAILABLE

APPENDIX I  
PART II

TERMINAL ISLAND COMPLEX, LONG BEACH

ACTIVITIES INDIRECTLY AFFECTED BY REALIGNMENT ACTIONS (note a)

	Personnel								
	April 17, 1973			June 30, 1974			Net loss		
	Mili- tary	Civil- ian	Total	Mili- tary	Civil- ian	Total	Mili- tary	Civil- ian	Total
<u>Disestablish</u>									
Development and Training Center	236	-	236				236	-	236
Navy Marine Corps Judiciary Activity Branch Office	1	-	1				1	-	1
Navy Education Training Support Detachment	2	1	3				2	1	3
Total							<u>239</u>	<u>1</u>	<u>240</u>
<u>Relocate</u>									
200 Psi Mobile Training Team	6	-	6				6	-	6
Construction Battalion Unit	49	-	49				49	-	49
Communication Facility	2	-	2				2	-	2
Total							<u>57</u>	<u>-</u>	<u>57</u>
<u>Reduce</u>									
Marine Barracks	<u>145</u>	<u>-</u>	<u>145</u>	<u>127</u>	<u>-</u>	<u>127</u>	<u>18</u>	<u>-</u>	<u>18</u>
Total	<u>441</u>	<u>1</u>	<u>442</u>	<u>127</u>	<u>-</u>	<u>127</u>	<u>18</u>	<u>-</u>	<u>18</u>
Total	<u>441</u>	<u>1</u>	<u>442</u>	<u>127</u>	<u>-</u>	<u>127</u>	<u>314</u>	<u>1</u>	<u>315</u>

<sup>a</sup>Based on information available as of September 17, 1973.

TERMINAL ISLAND COMPLEX, LONG BEACH  
ACTIVITY CHANGES DUE TO NORMAL PROGRAMING  
FOR FISCAL YEAR 1974 (note a)

	Personnel change		
	Net loss (-) and gain		
	<u>Military</u>	<u>Civilian</u>	<u>Total</u>
<b>GAINING ACTIVITIES:</b>			
Resident Officer in Charge of Construction	-	3	3
Ship Store Fleet Assistance Team	1	-	1
Navy Audit Site	-	2	2
Military Sealift Command Office	1	-	1
Resident Supervisor-Shipbuilding	2	-	2
Navy Dental Clinic	4	-	4
Navy Regional Procurement Office (note b)	7	127	134
<b>LOSING ACTIVITIES:</b>			
Navy Undersea Center	-5	-	-5
Inactive Ship Maintenance Facility	-71	-	-71
Navy Reserve Center	-15	-	-15
Fleet Supply Operations Assistance Program Team	-6	-	-6
Navy Regional Medical Center--dispensary	-10	-	-10
Military Sealift Command	-	-1	-1
<b>RELOCATING ACTIVITIES:</b>			
In-Shore Undersea Warfare Group	-163	-	-163
Mobile In-Shore Undersea Warfare Group #11	-63	-	-63
Mobile In-Shore Undersea Warfare Group #12	<u>-58</u>	<u>-</u>	<u>-58</u>
Total	<u>-376</u>	<u>131</u>	<u>-245</u>

<sup>a</sup>Based on information available as of September 17, 1973.

<sup>b</sup>Unrelated to realignment actions, the Navy Regional Procurement Office will move from Los Angeles into realignment-vacated space on the Terminal Island Complex.

APPENDIX II  
Part I

LIST OF CONSTRUCTION PROJECTS AVOIDED AT LONG BEACH

FISCAL YEARS 1973-79 (note a)

		(000 omitted)
NAVAL STATION (note b):		
1973	Pier #16 extension, with utilities	\$ 1,844
1974	Ship waste-water collection	2,076
1975	New pier #14	4,401
	Pier utilities	868
	Building for military personnel department	1,091
1976	Bachelor enlisted mens quarters	2,544
1977	New berthing pier #13	5,207
	Pier #9 utilities	2,234
1978	Remodeling berthing pier #17	2,964
1979	Bachelor officers quarters	1,543
	Warehouse	386
	Small craft pier and fuel station	<u>451</u>
		\$25,609
NAVAL SUPPLY CENTER:		
1975	Cold storage warehouse	1,383
1976	Fuel wharf (note c)	613
1977	Supply management, storage	5,500
1978	Flammables warehouse	<u>788</u>
		<u>8,284</u>
<b>Total</b>		<b><u>\$33,893</u></b>

<sup>a</sup>Based on information available as of November 1, 1973; none of the projects listed below had been funded.

<sup>b</sup>Excludes two projects totaling over \$2 million--a sanitary sewer to mole costing \$813,000 (fiscal year 1972) and a \$1.459 million Ship Waste Water Collection Ashore project (fiscal year 1973), which were cancelled due to realignment actions. However, the Naval Station has resubmitted them and the matter is currently pending at a higher command.

<sup>c</sup>As a result of realignment actions, the project was reduced from \$1.3 million to \$613,000.

LIST OF CONSTRUCTION PROJECTS AND MAJOR IMPROVEMENTS

NEEDED AT SAN DIEGO (note a)

	(000 omitted)	
NAVAL STATION:		
Berthing pier #7	\$10,464	
Petty officers' mess (note b)	2,512	
Service craft berthing improvements	711	
Channel dredging project	234	
Parking facility	<u>55</u>	
		\$13,976
NAVAL SUPPLY CENTER:		
Deballast facility	285	
Boat storage facility	<u>227</u>	
		512
OTHER ORGANIZATIONS:		
New commissary store	4,516	
Land acquisition for a Naval hospital (note c)	4,120	
Berthing pier I improvements at the Naval Air Station (note d)	500	
Preparation at the Antisubmarine Warfare School of a training device	<u>83</u>	
		9,219
Total		<u>\$23,707</u>

<sup>a</sup> Based on information available as of November 1, 1973; also, the projects had not yet been funded.

<sup>b</sup> The Western Naval Facilities Engineering Command has approved an expenditure limit of \$2,088,000 under the Military Construction Appropriation. Navy officials said the additional \$423,500 will be obtained from nonappropriated fund sources.

<sup>c</sup> Navy officials said circumstances probably would have dictated the need for such an acquisition at some future time even without realignment actions.

<sup>d</sup> Of the \$500,000, \$209,000 is for structural renovation and \$291,000 is to provide power at the pier.

APPENDIX III  
Part I

MARITAL STATUS OF MILITARY PERSONNEL AT LONG BEACH  
AFFECTED BY REALIGNMENT ACTIONS

<u>Personnel assigned to</u>	<u>Marital status</u>		
	<u>Single</u>	<u>Married</u>	<u>Total</u>
Ships	10,693	8,048	18,741
Shore activities	<u>594</u>	<u>487</u>	<u>1,081</u>
	<u>11,287</u>	<u>8,535</u>	<u>19,822</u>

RESIDENCE STATUS OF LONG BEACH MILITARY PERSONNEL

AFFECTED BY REALIGNMENT ACTIONS

<u>Personnel assigned to</u>	<u>Living on ships, on base, or in military housing</u>			<u>Living off base in Los Angeles-Long Beach area</u>			<u>Total</u>
	<u>Single</u>	<u>Married</u>	<u>Total</u>	<u>Single</u>	<u>Married</u>	<u>Total</u>	
Ships	8,529	3,380	11,908	2,164	4,668	6,832	18,741
Shore activities	238	146	384	356	341	697	1,081
	<u>8,767</u>	<u>3,526</u>	<u>12,293</u>	<u>2,520</u>	<u>5,009</u>	<u>7,529</u>	<u>19,822</u>

MILITARY PERSONNEL LIVING OFF BASE  
IN LOS ANGELES-LONG BEACH AREA

<u>Personnel assigned to</u>	<u>Long Beach</u>		<u>Total</u>	<u>Other cities</u>		<u>Total</u>	<u>Total</u>
	<u>Single</u>	<u>Married</u>		<u>Single</u>	<u>Married</u>		
Ships	1,653	2,607	4,260	511	2,061	2,572	6,832
Shore activities	199	112	311	157	229	386	697
	<u>1,852</u>	<u>2,719</u>	<u>4,571</u>	<u>668</u>	<u>2,290</u>	<u>2,958</u>	<u>7,529</u>

CHANGES IN RESIDENCE STATUS FOR FAMILIES OF  
MILITARY PERSONNEL AT LONG BEACH  
AFFECTED BY REALIGNMENT ACTIONS

<u>Married military personnel</u>	<u>Status</u>		<u>Total</u>
	<u>Leaving</u>	<u>Remaining</u>	
Living on ships, on base, or in military housing	3,025	501	3,526
Living off base in Los Angeles-Long Beach area	<u>3,612</u>	<u>1,397</u>	<u>5,009</u>
	<u>6,637</u>	<u>1,898</u>	<u>8,535</u>

APPENDIX III  
Part V

CHANGE IN RESIDENCE STATUS FOR MILITARY PERSONNEL

LIVING OFF BASE IN LONG BEACH

<u>Military personnel living in Long Beach</u>	<u>Status</u>		<u>Total</u>
	<u>Leaving</u>	<u>Remaining</u>	
Single	1,852	-	1,852
Married	<u>1,982</u>	<u>737</u>	<u>2,719</u>
	<u>3,834</u>	<u>737</u>	<u>4,571</u>

GLENN M. ANDERSON  
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TELEPHONE: (213) 633-3525

**Congress of the United States**  
**House of Representatives**  
**Washington, D.C. 20515**

July 23, 1973

APPENDIX IV

COMMITTEES:  
PUBLIC WORKS

SUBCOMMITTEES:  
PUBLIC BUILDINGS AND GROUNDS  
WATER RESOURCES  
TRANSPORTATION  
ENERGY

MERCHANT MARINE AND  
FISHERIES

SUBCOMMITTEES:  
FISHERIES AND WILDLIFE  
CONSERVATION AND THE  
ENVIRONMENT  
MERCHANT MARINE  
OCEANOGRAPHY

Mr. Elmer B. Staats  
Comptroller General of the United States  
General Accounting Office Building  
441 G Street  
Washington, D. C. 20548

Dear Mr. Staats:

This is with respect to the cost of moving<sup>g</sup> the Navy Fleet or vessels from Long Beach to San Diego. Approximately 40 vessels are involved along with an estimated 16,000 uniformed personnel. Facilities have over the years been built up at Long Beach and the servicemen as well as the ships have been accommodated.

According to the Navy, the proposal to move the Fleet from Long Beach to San Diego will reflect an annual savings of approximately \$11 million. The only added cost reflected to date is \$10 million for a new pier in San Diego to accommodate the ships being transferred. What appears to be missing completely is any cost analysis or cost figures related to other than initial direct Navy facility construction in San Diego or one pier. There will most certainly be need for new housing, schools and service facilities -- only to mention a few -- to accommodate this expansion at San Diego.

It appears to me that before the move is made the total impact or cost should be known in fairness to the United States taxpayers, the State of California and local governments. To date, I have heard or seen nothing from the Navy except the one item -- \$10 million for a new pier.

There is also concern with respect to placing the major portion of our Pacific Fleet in one harbor which has only one ingress and one egress. History should have taught us a lesson at Pearl Harbor -- however, the Navy appears to ignore the possibility that our Fleet may be bottled up in the bay at San Diego.

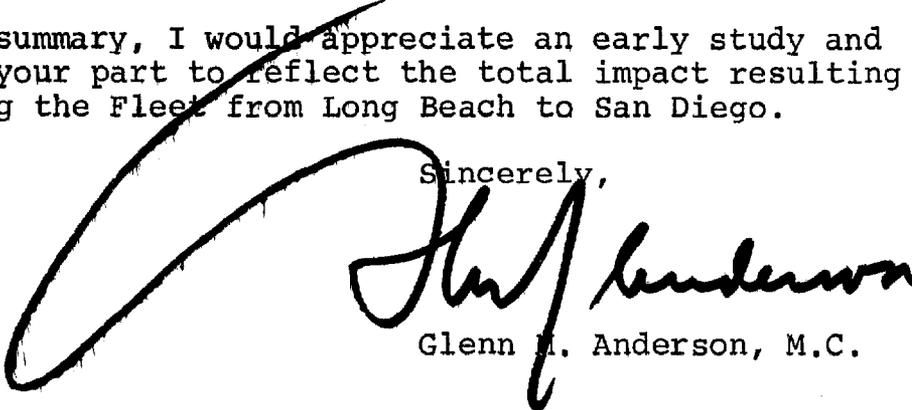
APPENDIX IV

Mr. Elmer B. Staats  
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There is also an expressed concern with respect to the bridge that spans the inlet to the harbor. This bridge, in case of an earthquake, could very well close the harbor. I believe this is another aspect that deserves your study.

In summary, I would appreciate an early study and report on your part to reflect the total impact resulting from moving the Fleet from Long Beach to San Diego.

Sincerely,

A large, stylized handwritten signature in black ink, appearing to read "Glenn M. Anderson". The signature is written over the typed name and extends upwards and to the left, crossing over the word "Sincerely,".

Glenn M. Anderson, M.C.

GMA/hc