

JOINT LEGISLATIVE
AUDIT AND REVIEW
COMMISSION

THE
VIRGINIA
GENERAL
ASSEMBLY

SPECIAL STUDY:
CAMP PENDLETON

**REPORT OF THE
JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION
AND ADVISORY TASK FORCE
ON CAMP PENDETON
TO
THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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**COMMONWEALTH OF VIRGINIA
Division of Purchases and Supply
Richmond
1979**

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November 27, 1978

The Honorable John N. Dalton
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Gentlemen:

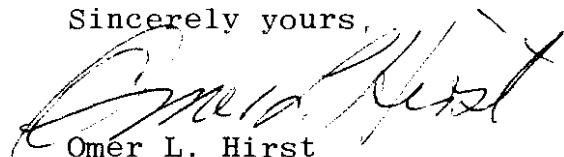
I am pleased to transmit to you this report of a study on Camp Pendleton prepared by the Joint Legislative Audit and Review Commission and Advisory Task Force. The study was authorized by HJR 14 of the 1978 session.

The report was authorized for release on November 14, 1978. A majority of the combined membership has also approved the three recommendations presented in the report summary.

The study committee commends for legislative approval and gubernatorial support the proposed resolution on Fort Story (Recommendation 1). We feel that the successful reclamation of valuable State property at Fort Story will result in significant recreational benefits for the people of Virginia and visitors to the Commonwealth.

With highest personal regards, I am

Sincerely yours,



Omer L. Hirst
Chairman

OLH:lh1

Report Summary

Special Study: Camp Pendleton

Camp Pendleton should continue to serve as the State Military Reservation. Although the City of Virginia Beach has a valid need for additional beachfront which is accessible to the public, the 1,200 feet of beach at Camp Pendleton is not an appropriate solution. Rather, the State should seek the return of 3,440 feet of beach at Fort Story which was condemned and taken from the Commonwealth by the federal government during World War II. In addition, the Department of Military Affairs should adopt written procedures and guidelines to facilitate appropriate civilian use of Camp Pendleton which would not interfere with the military mission of the State Military Reservation.

CAMP PENDLETON REVIEW

HJR 14 of the 1978 session instructed the Joint Legislative Audit and Review Commission to study Camp Pendleton, the State Military Reservation. The resolution provided that an advisory task force assist the JLARC in its study. The task force consisted of two members appointed by the Governor, six members appointed by the Speaker of the House, and four members appointed by the Senate Committee on Privileges and Elections.

Four areas of study were specified by the resolution:

- use presently being made of the territory comprising Camp Pendleton;
- needs of the Virginia National Guard for training space and facilities;
- needs of communities contiguous to Camp Pendleton for land to be used for public purposes; and
- the degree to which and the conditions under which portions of Camp Pendleton could be used for these public purposes.

The Camp Pendleton study committee expanded the scope of the study to include a fifth area:

- the degree to which and the conditions under which portions of Camp Pendleton could be used for private purposes.

The committee based its findings and recommendations on a series of four public meetings held from June through November 1978. At its first meeting, the committee staff presented

background information on Camp Pendleton and a study research plan which was subsequently approved.

Public Hearing

The July meeting of the study committee was a public hearing held in the City of Virginia Beach. Positions were stated by the Department of Military Affairs, the City of Virginia Beach, and interested citizens. The Virginia Adjutant General, Major General William J. McCaddin, urged that Camp Pendleton be retained as a military facility. On behalf of Virginia Beach, Councilman Dr. Clarence A. Holland suggested that the Camp be converted to various public recreational uses.

Study committee members also made an on-site inspection of Camp Pendleton. Members inspected the amphibious landing area at the beach, rifle ranges, barracks, mess halls and other facilities on the main base. In addition, they took a bus tour of the Camp Pendleton properties under long-term lease to the city.

Staff Research

Staff research was reported and approved at the September meeting. Information and data were gathered from State, local and federal sources. A title search was conducted by JLARC staff to verify ownership, boundaries, and restrictions on the SMR properties. Copies of all deeds, leases and use agreements were assembled from Division of Engineering and Buildings files, Virginia Beach real estate records, and the State archives.

STUDY FINDINGS

Findings and conclusions approved by the committee are organized according to the study directives.

Current Use of Camp Pendleton (pp. 1-13)

Camp Pendleton is used predominately by the Virginia Army National Guard and the City of Virginia Beach. Peak demand periods for both users coincide in the summer which is the tourist season in Virginia Beach and the annual training time for the Guard. Although the City and Department of Military Affairs have cooperated on the use of the State Military Reservation in the past, continuing demands for Camp Pendleton property have created tensions.

The City benefits substantially from the use of property at Camp Pendleton. Almost half of the State Military Reservation is on long-term lease to the City for recreational and

municipal facilities. There is no reason at the present time for the City to return to the Department of Military Affairs the areas it presently leases. The main base is sufficient to support present levels of military training.

Camp Pendleton buildings are generally underutilized. In addition, a major land area (the forest tract) has not been used and could be disposed of without affecting present training activities.

National Guard Needs for Training Space and Facilities (pp.14-20)

The Virginia National Guard benefits from the use of Camp Pendleton as a State Military Reservation. Ownership of Camp Pendleton gives the Guard a degree of flexibility, adaptability, and reciprocity it would not otherwise have. Existing facilities at the SMR fill all National Guard needs for a school center.

Relocation of the State Military Reservation may involve State, rather than federal, financing. Replacement costs of all Camp Pendleton buildings would cost approximately \$20 million. Replacement of sufficient buildings to support peak training activity would cost \$10-15 million. The federal government regards Camp Pendleton facilities to be adequate and would be reluctant to refinance a new State Military Reservation.

Virginia Beach Needs for Public Purpose Land (pp. 21-30)

There is a shortage of beachfront property in Virginia Beach with public access. Almost three-fourths of the beachfront in Virginia Beach is owned by the federal, State and City governments. Only City-owned beaches are open and relatively accessible to the public.

Federal and State decisions regarding Back Bay Wildlife Refuge, False Cape State Park, and Fort Story can have a significant impact on the availability of accessible beachfront.

Potential of Camp Pendleton for Public and Private Use (pp. 31-40)

Of the five tracts which comprise Camp Pendleton, none is completely free of legal encumbrances regarding its use. The highest potential value of Camp Pendleton cannot be realized because existing leases limit the options for developing the property. In addition, the future value of the total property for other State disposition will be diminished if the beach area is disposed of separately.

Significant costs will be incurred by the Commonwealth if the State Military Reservation is moved from Camp Pendleton.

DECISION OPTIONS AND RECOMMENDATIONS

The study committee considered ten options ranging from no change in the current uses of Camp Pendleton to the total transfer or sale of the property. The relevant considerations and fiscal impact of each option were discussed. These ten options were:

1. Memorialization of Congress for the return of Fort Story property.
2. No change to status of Camp Pendleton.
3. Development of procedures and guidelines for use.
4. Disposal of 20 acres of forest tract.
5. Disposal of the forest tract.
6. Disposal of the beach parcel.
7. Increased recreational use of the State Military Reservation.
8. Long-term relocation of the State Military Reservation.
9. Disposal of all State Military Reservation properties with replacement.
10. Disposal of all State Military Reservation properties without replacement.

COMMITTEE RECOMMENDATIONS

A majority of the study committee members recommended Options 1, 2, and 3. Dissenting members supported varying degrees of increased civilian use of the property. Minority opinions are included as Appendix 1 to this report. Some study committee members voting with the majority suggested that the procedures and guidelines (Option 3) should be drafted in such a way as to encourage appropriate civilian usage of underutilized Camp Pendleton facilities and property.

Fort Story

The study committee recognizes the need for additional beachfront with public access but regards Camp Pendleton as an inappropriate solution to this problem. Almost half of Camp Pendleton is already leased to the City of Virginia Beach. Other portions, including the beach, are used by the City for recreational and other purposes.

The largest owner of beachfront property in the City is the federal government. Today, the majority of this federally-owned beachfront in the City is inaccessible to the public. A possible solution to the need for additional beachfront with public access is Fort Story, the federally-owned installation at the north of Virginia Beach. In 1943, 727 acres of Seashore State Park were condemned by the federal government despite the State's objection. Military usage of the parcel today is infrequent and public use is prohibited.

Recommendation 1: To secure additional beachfront with public access, the Governor and Virginia Congressional delegation should work to secure the return of the 727 acres of Seashore State Park which the federal government condemned and took during World War II. A resolution to accomplish this goal should be introduced in the 1979 session.

A copy of the resolution is provided at Appendix 2.

Present Status of Camp Pendleton

The study committee concludes that the current uses of Camp Pendleton, both military and civilian, are appropriate. The proximity of Camp Pendleton to federal military installations in the area enhances the State Military Reservation's value as a training site. Facilities on the main base are in good condition. Reconstruction of State facilities at another site would result in significant expense to the Commonwealth.

Recommendation 2: The National Guard, the City of Virginia Beach, and other users should continue to use properties under existing leases or agreements. Future uses of Camp Pendleton by the City and other users should continue to be determined by the Adjutant General.

Guidelines for Use

The study committee concludes that a large number of unused facilities are available for suitable public and civic activities. However, the lack of guidelines governing use tends to limit utilization. Misunderstandings between the Department of Military Affairs and civilian organizations concerning the requirements and limits for use may also arise due to the absence of procedures.

Recommendation 3: To encourage the highest and best use of Camp Pendleton facilities without ownership changes, the Department of Military Affairs should adopt written guidelines and procedures governing its use by non-National Guard users. Guidelines should specify eligibility criteria, and facilities and areas which are available for use. Procedures should:

1. *provide for a simple application and approval process;*
2. *guarantee the availability of facilities and areas once a request is approved; and*
3. *clearly establish the terms and responsibilities of usage.*

Amplification of proposed guidelines and procedures is at Appendix 3.

Committee Action

In November, the Camp Pendleton Study Committee met, considered final testimony, and adopted this final report. Based on votes taken at the meeting and a subsequent telephone poll, recommendations were adopted by the following votes:

- Recommendation 1--22 in favor, none opposed, 1 abstention;
- Recommendation 2--14 in favor, 8 opposed, 1 abstention;
- Recommendation 3--21 in favor, 1 opposed, 1 abstention.

The publication and distribution of the findings and recommendations of the Camp Pendleton Study Committee were unanimously approved.

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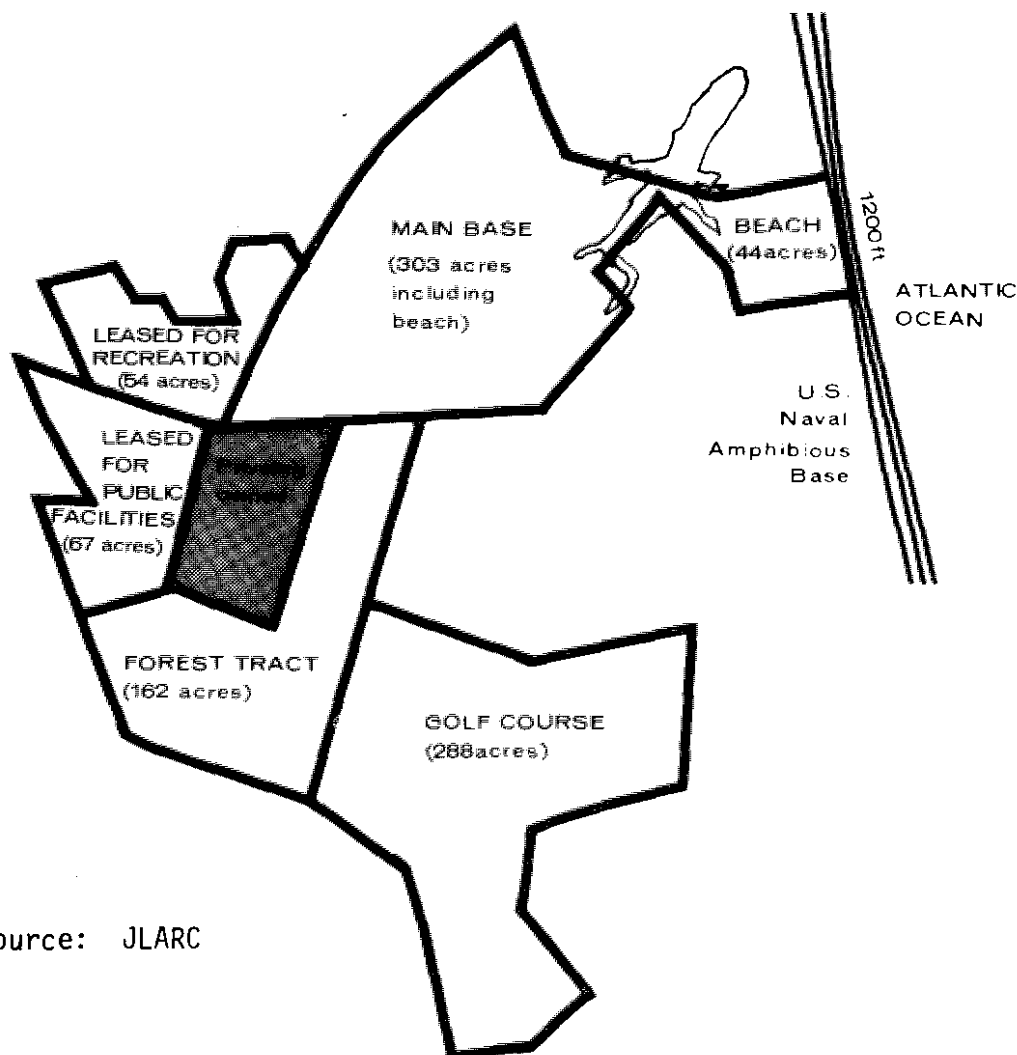
I. Current Utilization of Camp Pendleton

Camp Pendleton is shared by the Virginia Army National Guard and the City of Virginia Beach. During the past decade the Camp has been separated into five areas (Figure 1). The Department of Military Affairs (DMA) controls two of these areas--the main base and forest tract. These two tracts total 465 acres. The City of Virginia Beach has long-term leases on the remaining three areas which total 409 acres.

Although the DMA controls the main base, it is also used by federal military units and the City. The forest tract is unused. Two of the three parcels leased by the City--Owl's Creek Tennis Center and Red Wing Golf Course--are used for public recreation. A fire training center and public school are planned on the third parcel.

Figure 1

CURRENT USAGE OF CAMP PENDLETON PROPERTY



Source: JLARC

MILITARY USE OF CAMP PENDLETON

Military training at Camp Pendleton is restricted to the main base. This tract, 303 acres in size, houses all military facilities, including the rifle range on the beach. Although the 162 acre wooded tract to the south of the main base is controlled by the Department of Military Affairs, there is no evidence of its use during recent years. Limited patrol and bivouac activity is planned on this site in the future.

Types of Training

Camp Pendleton is an approved military training site which the Virginia Army National Guard (VaARNG) uses for federal national defense training and State emergency assistance training. Training performed at Camp Pendleton varies depending on the unit using the facility. For example, military training at the SMR has included artillery and small arms familiarization and firing, civil disturbance training, map reading, radio communications and command post exercises, and patrolling.

Most training at Camp Pendleton takes place in classrooms. Although some small unit tactical exercises occur at the facility, only the beach area is large enough to stage battalion-size maneuvers. Therefore, most large VaARNG units perform maneuver exercises and field training at Fort A. P. Hill in Caroline County and at Fort Pickett in Nottaway County. These federally controlled properties contain 77,038 acres and 45,198 acres, respectively.

Table 1

SUMMARY OF NATIONAL GUARD USE OF MAIN BASE

<u>Year</u>	<u>Man-Day Use by VaARNG</u>	<u>Days of Use</u>	<u>Percent of Weekend Days Used</u>
1976	31,833	142	61%
1977	24,321	123	55

January - August 1978	22,424	102	61

Source: SMR Utilization Records

Level of Use

The Virginia Army National Guard (VaARNG) has used the main base approximately one out of every three days since January

1976 (Table 1). It is used significantly more on weekends, when most National Guard units hold monthly drills. A few units, however, schedule their two-week annual training at Camp Pendleton.

Two Tidewater units and the VaARNG schools account for two-thirds of the total National Guard use of Camp Pendleton (Table 2). Tidewater units are frequent users of Camp Pendleton. The SMR can be used by large units for non-maneuver activity and, because of its proximity, Tidewater units can avoid travel costs to Forts Pickett and Hill and maximize training time.

Table 2

PRIMARY NATIONAL GUARD USERS OF CAMP PENDLETON

<u>Unit Name (Location)</u>	<u>1976/77 Days</u>	<u>1976 Man-Days</u>	<u>1977 Man-Days</u>	<u>Examples of Use</u>
3/111 ADA (Portsmouth)	21/14	8,688	7,619	Monthly drills, firing
VaARNG Schools (Statewide)	55/43	6,367	8,130	OCS, NCO schools
329 Support Group (Va. Beach)	47/30	4,784	3,816	Monthly drills, section training
121 Signal Company (Va. Beach)	12/ 9	1,344	990	Monthly drills, radio training
1/111 FA (Norfolk)	2/ 4	944	965	Civil disturbance training, gunner testing
HHD, VaARNG (Richmond)	17/41	680	943	Annual training, classroom work
227 ADA Det. (Sandston)	32/39	520	666	Monthly drills, annual training, drone testing
229 MP Company (Chesapeake)	6/ 4	654	520	Civil disturbance training, site support

Source: SMR Utilization Records

The top user of Camp Pendleton, the 3rd Battalion, 111th Air Defense Artillery of Portsmouth (3/111 ADA), conducts live-

fire artillery exercises from emplacements at the U. S. Naval Amphibious Base beach which borders the southern perimeter of Camp Pendleton's beach. Drone aircraft which pull the aerial targets fly in front of the beach where the targets are engaged by VaARNG air defense artillery. According to military officials, Virginia Beach is the only site on the east coast of the United States with ranges that can accommodate this aerial firing requirement. Camp Perry, Ohio, and Camp Blanding, Florida, are the nearest alternate sites. The actual firing of these missions, however, takes place on the federal property at the Amphibious Base and not on Camp Pendleton. Camp Pendleton at such times is utilized to house personnel and provide for ammunition security.

The second most active users of Camp Pendleton are the VaARNG schools which support guardsmen and reservists from all areas of the State. These schools include the Officer Candidate School, the Non-Commissioned Officers (NCO) Academy and the Senior NCO Management School. The main base is particularly well suited for its role as the VaARNG schools' center. The main base has sufficient barracks, mess halls, classrooms, firing ranges and patrol and drill areas to support all of VaARNG's school needs.

The third most active user of Camp Pendleton is the 329th Support Group, a Virginia Beach unit which is stationed on the southern portion of the main base.

Utilization of Facilities and Buildings

Many facilities on the main base are underutilized despite increased training at the SMR in recent years. SMR buildings are used on the average less than ten percent of the time (Table 3). Twenty-three buildings have an average utilization of two percent.

Table 3

SMR BUILDING UTILIZATION

<u>Days Used</u> <u>Jan 1976 - Aug 1978</u>	<u>Number of</u> <u>Buildings</u>	<u>Average</u> <u>Utilization</u>
1 - 50	23	2.0%
50 - 100	24	8.3
101 - 200	23	14.2
201 - 289	<u>6</u>	<u>24.1</u>
Total	76	9.7%

Source: SMR Utilization Records

The most feasible explanation of low building utilization is simply that Camp Pendleton facilities were constructed to support World War II training levels that do not exist today. Although some are used to support current VaARNG training needs, many buildings are necessary on a contingency basis only. The highest recorded level of VaARNG use since January 1976 was only 49 buildings of an available 76 in use at one time.

Two factors are cited by DMA officials for the extremely low utilization: (1) many buildings have not been heated; and (2) most guard training takes place on weekends, automatically limiting utilization to a peak of less than 30 percent. The DMA predicts increased utilization in future winters, however, since heating equipment has been recently installed in various classrooms, barracks and mess halls.

Military Use of the Beach

The Camp Pendleton beach area has had relatively little use as a military training site. The beach contains the two small arms ranges used for weapons training and qualifications tests by the VaARNG schools. Air defense artillery firing by National Guard units takes place south of Camp Pendleton on the beach at the U. S. Naval Amphibious Base.

The Camp Pendleton beaches are used approximately one day per week for military training. From January 1976 to August 1978, the three beach areas (the beach itself, the ADA range and the VaARNG ranges) were used 78 days by VaARNG units. In addition, federal military units have used the beach area 70 days for amphibious landings and beach operations since 1976. The most frequent federal use involves U. S. Marine Corps training operations in which Marines land on the beach, occupy the main base and perform embassy evacuation exercises. It should be noted that utilization records for the beach area were only 70 percent complete. Usage could be higher than indicated.

Cost to Operate the SMR

The SMR is operated at little expense to the State (Table 4). The total cost of operating the SMR during FY 1977 and

Table 4

COST OF MAINTAINING AND OPERATING THE SMR

<u>Fiscal Year</u>	<u>Federal Share</u>	<u>State Share (All General Fund)</u>	<u>Total</u>	<u>State Percent of Total</u>
1977	\$212,196	\$14,669	\$226,865	6.5%
1978	432,089	28,653	460,742	6.2%

Source: Department of Military Affairs

FY 1978 was \$687,607. Of this, the State paid only \$43,322 or 6.3 percent. The great majority of operating expenses were funded by the federal government. The cost of operating the SMR increased significantly in FY 1978 as did the State share. The bulk of this increase was for utilities and periodic maintenance expenses. As winter use of the SMR increases, the utility expense can be expected to be even higher.

State expenditures for the SMR are partially offset by a separate federal allocation of \$22 per guardsmen completing annual training at the SMR. During FY 1978, the State recovered approximately \$6,000 for such costs. These funds are not reflected in Table 4.

All pay and allowances for guardsmen training at the SMR and other training sites are paid from federal funds. Total FY 1978 federal expenditures in support of VaARNG activities are estimated at \$24.2 million.

CIVILIAN USE OF THE STATE MILITARY RESERVATION

The State Military Reservation has been used for a variety of civilian purposes since its creation in 1911. In recent years, public recreation has become a major function of leased Camp Pendleton property. Almost half of the SMR has been leased to the City of Virginia Beach and most of this property is used for public recreation facilities. In addition, the main base area, including the beach, has been used by guardsmen, State officials, local governments and civic groups for recreation, training, education and social services.

Table 5
MILITARY/CIVILIAN USE OF STATE MILITARY RESERVATION
1976-77

<u>User</u>	<u>Area</u>	<u>Level of Use</u>
Military	Main Base	68,781 Man-days
Civilian	Main Base	
	(includes beach) ¹	15,994 Man-days
	Golf Course (leased)	98,182 Golf rounds
	Tennis Courts (leased)	44,718 Players

¹ Does not include the Pendleton Project or Tidewater Community College.

Sources: SMR Utilization Records and City of Virginia Beach.

Overall, civilian use of Camp Pendleton appears to be significantly greater than military use (Table 5). Almost half of SMR land holdings are used exclusively for non-military purposes and other areas have significant non-military utilization.

Main Base Area

Although the military is the primary user of the main base, civilian activities also take place on a regular basis (Table 6). When all users are included, the main base was in use during approximately half of all calendar days since January 1976.

Table 6

MAN-DAY USE OF MAIN BASE AREA

<u>User</u>	<u>1976</u>	<u>1977</u>	<u>1978</u> ¹
Military	38,339	30,442	25,117
City of Virginia Beach	5,422	7,896	6,029
Other Governmental	100	376	109
Non-Governmental	<u>900</u>	<u>1,300</u>	<u>950</u>
	44,761	40,014	32,205

¹Through August 1978.

Source: SMR Utilization Records

Primary civilian uses of Camp Pendleton's main base area are municipal employee training, surfing, storage, and other activities. Annual Reports of the Adjutant General disclose use of the State Military Reservation by the Virginia State Police, the FBI, and local police departments as early as 1932. Guardsmen, State officials, civic groups and others have occasionally used main base areas, particularly the beach, for recreation.

City of Virginia Beach. The primary civilian user of the main base area is the City of Virginia Beach. The municipal Fire and Police Departments use the main base for training and equipment storage. Camp Pendleton has been used an average of eight days per month since 1977 for police and fire training. However, completion of the City's firefighter training center on the parcel leased for municipal purposes will substantially reduce the use of the main base for municipal training.

Since 1971, the Department of Military Affairs and Virginia Beach have made annual agreements for use of the beach area for surfing. Surfing has been permitted on a daily basis from May through September except when the beach or firing ranges are used for military training. Use of the beach for surfing has varied substantially from season to season (Table 7).

The lack of parking and comfort facilities limits use of the beach. More people would be likely to use the area if these facilities were available. Because military training results in the frequent closing and irregular availability of the beach, City officials feel that people have a tendency to give up on using it after finding it closed several times. In 1975, for instance, the beach was open on an infrequent basis and as a consequence most surfers discontinued going to the beach after repeatedly finding it closed.

Table 7

USE OF CAMP PENDLETON SURFING AREA

<u>Season</u>	<u>Total Attendance</u>	<u>Number of Days Used</u>	<u>Average Daily Attendance</u>
1971	3,095	45	68
1972	3,410	72	47
1973	11,295	69	163
1974	9,616	75	148
1975	751	43	17
1976	5,422	71	76
1977	6,221	78	79
1978	4,726	35	135

Source: City of Virginia Beach

The agreement between the SMR and Virginia Beach requires the City to erect and maintain fences and gates around the surfing beach. Furthermore, the City must provide lifeguards, security guards to control access, and portable sanitary facilities. The opening of the beach was delayed this year because of the inability of the two parties to come to terms on the specific conditions of City usage.

Pendleton Project. The Pendleton Child Service Center, known as the Pendleton Project, has been located on a 5.5 acre parcel in the southwest portion of the main base area since 1973. The project serves residents of Virginia Beach and Chesapeake and treats children, six to twelve years old, who have behavior problems such as incorrigibility, truancy, vandalism, and delinquency.

Although the Pendleton Project is administered by a consortium of government agencies and is funded by local, State and federal monies, the Department of Welfare and Institutions is the principal agency controlling the program. Since its inception, the Pendleton Project has served 870 children.

Movable classroom, residential, treatment, and recreation facilities have been constructed on the site. The current use agreement between DMA and the Department of Welfare and Institutions extends through 1979 at which time DMA has the option of renewing the agreement on an annual basis.

Tidewater Community College. In 1971, an agreement between DMA and the Department of Community Colleges permitted Tidewater Community College to use 18 buildings in the main base area for temporary classroom space. The Camp Pendleton site served as the interim campus for Tidewater Community College until the present facilities now located on Princess Anne Road in Virginia Beach could be completed. Camp Pendleton is still used for classroom and administrative space and is considered a satellite campus to the main facility.

The college has spent approximately \$300,000 to renovate 18 of the structures and make them suitable for classroom use. However, only 8 of the 18 buildings are currently in use. The agreement between DMA and the Department of Community Colleges extends through 1979 and is renewable annually thereafter.

Cottages and Trailers. Eight cottages and five trailers are located on the main base of Camp Pendleton. These facilities are used by National Guardsmen, State officials, and their families for lodging and vacations. The Governor and the Adjutant General also have cottages at Camp Pendleton reserved for their exclusive use.

The eight cottages were constructed by the federal government during World War II. Each has a capacity of four to six persons and rents for \$16 - \$22 per day. The five trailers were acquired from the Department of Housing and Urban Development following their use as temporary housing for flood victims. Each sleeps two to four persons and rents for \$14.50 per day. An apartment is also available for use. The total lodging capacity of these facilities at Camp Pendleton is 64 persons.

Although the cottages and trailers are sometimes used by National Guard personnel during training sessions, they are most often used for recreational purposes by Guardsmen and their families. The proximity of the cottages to the beach and lack of crowds are major attractions of the site.

The cottages and trailers are available to all National Guard personnel regardless of rank. However, the facilities, especially the cottages, tend to be used most heavily by officers (Table 8). As a retirement benefit, guardsmen are eligible to use the cottages for two weeks free of charge. Civilian personnel have also utilized the cottages and trailers at Camp Pendleton. Heaviest civilian use has been by the cabinet members and the Governor's office staff.

Table 8

USE OF SMR RECREATIONAL BUILDINGS

Year	Total Number of Facility Days	User Profile			Average Annual Occupancy	Average Summer Occupancy
		Military Officers	Military Enlisted	Other		
1975	894	74%	10%	16%	18%	60%
1976	1,015	77	12	11	20	59
1977	1,078	74	16	10	21	64

1978 (through August)	730	68	24	8	24	64

Source: SMR Records

The cottages and trailers were each used an average of 71 days per year during 1975, 1976 and 1977. However, the facilities are occupied most of the time during the summer months. Use of the facilities has also been increasing since 1975. The expense of maintaining the cottages is generally covered by rental fees. Recreational buildings are not supported by federal funds.

Nongovernmental Use. The State Military Reservation is open to nongovernmental organizations subject to the approval of the Adjutant General. Use of the Camp by civic groups dates back to the 1930's. In recent years, nongovernmental groups have used Camp Pendleton facilities less than ten days annually.

Probably the two most popular events at Camp Pendleton are the annual East Coast Surfing Championships and the Neptune Festival. The surfing championships attract over 300 competitors and spectators to the two-day competition sponsored by the Virginia Beach JayCees. The event has been held at Camp Pendleton since 1971.

The annual Neptune Festival Seafood Feast was held on the main base of Camp Pendleton during 1976 and 1977. Although the event was moved to SMR because of inadequate parking facilities in the resort district, it returned to the resort area in 1978 to be closer to other festival activities. National Guard military police units provided assistance in traffic and crowd control.

There are no written procedures or guidelines for use of Camp Pendleton for civilian activities. In general, however, Guard policy is that nothing is scheduled which conflicts or potentially conflicts with military training. The adoption of written guidelines and procedures might result in greater usage of underutilized buildings and areas. In addition, instances of misunderstanding, such as that which delayed the opening of the surfing beach in 1978, might be minimized.

Leased Portions of the State Military Reservation

Much of Camp Pendleton is leased to Virginia Beach for various public purposes. Over 400 acres, almost half of the SMR properties, are leased by the City. The only unleased parcel outside of the main base area is the 162 acre wooded tract.

Red Wing Golf Course. In 1968, Virginia Beach leased 288 acres at the southeast corner of the State Military Reservation for the construction of a municipal golf course (Figure 1). The 25-year lease extends through 1993 at an annual cost to the City of \$10. The lease specifies that the parcel can be used only as a golf course.

The 18-hole course was constructed in 1970 at a cost of \$1 million. Facilities at Red Wing include a driving range, practice green, pro shop and locker rooms. The course is open year round to the public.

Since its opening in July 1971, over 300,000 rounds of golf have been played at Red Wing, generating \$1.5 million in revenue for the City (Table 9). Annual maintenance costs are approximately \$196,000 and are substantially below golf revenues which now produce an \$80,000 annual profit on the course.

Due to the increased usage, Virginia Beach officials have expressed an interest in leasing or purchasing additional SMR property for a nine-hole expansion of the course. In 1977, City officials approached DMA about acquiring the forest tract adjacent to Red Wing Golf Course for the proposed addition.

Table 9

RED WING GOLF COURSE

<u>Fiscal Year</u>	<u>Rounds of Golf Played</u>	<u>Revenue</u>
1972	28,018	\$126,197
1973	34,793	156,638
1974	41,677	193,601
1975	49,853	244,156
1976	46,904	233,841
1977	50,403	264,545
1978	48,653	276,596

Source: City of Virginia Beach

At that time, DMA officials denied the request citing a previous informal agreement between the City and the National Guard which forever precluded transfer of additional SMR property to Virginia Beach for any purpose.

Owl's Creek Tennis Center. Virginia Beach has developed a tennis facility on a 54-acre leased site in the western portion of SMR property. In 1975, the City leased 130 acres of land along Birdneck Road from DMA for a 40-year period. Total payments for the property amount to \$103,000 over the life of the agreement. Owl's Creek Tennis Center is situated on 22 acres and includes 14 lighted, all-weather tennis courts, parking facilities and a pro shop.

The City employs two tennis professionals to operate the pro shop, handle reservations, collect fees and give lessons. Court charges have produced over \$72,000 in revenue for Virginia Beach in the last two and one-half years. Annual maintenance costs are approximately \$15,000.

Use of the tennis courts has been increasing since the December 1975 opening. Last year, over 24,000 players used the facility generating \$31,384 in revenue. Since 1975, Owl's Creek has been used by 57,000 persons.

Other Public Facilities. The second parcel of SMR property along Birdneck Road covered by the 1975 lease to the City has been designated for the development of public facilities. A fire training center for Virginia Beach is currently under construction at a cost of \$1.5 million. The City Fire Department presently uses portions of the main base for training. The center is scheduled to be completed in 1979.

An elementary school is also planned for the site. It will serve approximately 900 students from residential neighborhoods in the surrounding area. The estimated cost of the project is \$3 million. No construction date has yet been set. The project is a source of concern because the site is located in a designated accident potential zone surrounding Oceana Naval Air Station. According to military land use objectives, educational facilities are not recommended in these zones.

CONCLUSION

Camp Pendleton is used predominately by the Virginia National Guard and the City of Virginia Beach. Although the City and the Department of Military Affairs have cooperated on the use of the SMR in the past, continued demands for the property have created tensions between the two parties. Peak demand periods for both users coincide in the summer months which is the tourist season in Virginia Beach and the annual training time for the Guard.

Virginia Beach benefits substantially from the use of Camp Pendleton. Almost half of the SMR is leased to the City for needed recreational and municipal facilities. The main base area is also used by Virginia Beach for police and fire training. About 600 feet of the beach area is used each summer as a public

surfing area subject to occasional military use. When all land uses are considered, Camp Pendleton is used more for civilian than military activities.

There are no reasons at the present time for Virginia Beach to return to the Department of Military Affairs the areas of the SMR it presently leases for recreation and other municipal purposes. The main base area is sufficient to support the current types and levels of military training conducted by VaARNG.

Some Camp Pendleton facilities are not fully utilized by the Virginia National Guard. One major land area--the 162 acre forest tract--is not used for military training and could be disposed of without affecting the present training activities of the Guard. SMR buildings were built by the federal government to support World War II training levels but are now used approximately ten percent of the time. The current level of National Guard training could be supported with about half of the existing facilities.

II. Needs of the Virginia National Guard for Training Space and Facilities

The Virginia Army National Guard requires training spaces and facilities to support dual missions of national defense readiness and State disaster relief. Guard units maintain a state of readiness to perform these missions by training two days each month and two weeks each summer. Virginia's 8,000 guardsmen can expect to perform 39 days of training each year. The Adjutant General and the Department of Military Affairs are responsible for providing or scheduling facilities to support this training.

The VaARNG possesses adequate space and facilities to support its missions. The abundance of federal military installations in Virginia is a significant resource used by the Guard. To a large degree, federal resources offset the need for State-supported facilities. At the same time, VaARNG officials see the continuation of Camp Pendleton as the State Military Reservation as a key element in providing adequate space and facilities to support Guard missions.

NATIONAL GUARD TRAINING

Weekend drill training and summer annual training pose significantly different requirements. Monthly weekend drills are normally performed in armories in the guardsman's community. For annual summer training, the guardsman generally travels with his unit to a major training area for an extended period of intensive training. As a rule, weekend drills involve small units, training separately. The focus is on individual skills and intra-unit organization. Annual training is often taken as an opportunity to train or test unit and individual skills in larger scale operations.

Annual Training Sites

National Guard units may train on sites which are:

- federally-owned and controlled;
- federally-owned and leased or licensed to the state; or
- state-owned and controlled.

Most of the states bordering Virginia control military training space in addition to local armories (Table 10). The ownership and type of control, however, varies substantially among the states.

Table 10

STATE-CONTROLLED SITES IN NEIGHBORING STATES¹

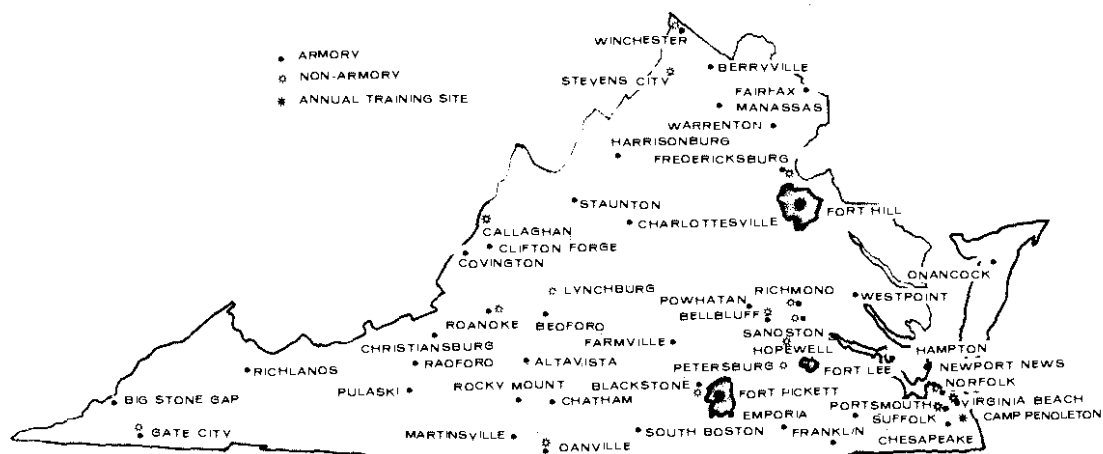
<u>State</u>	<u>Acreage</u>
Kentucky	3,028 (majority leased)
Maryland	210
North Carolina	4,734
Tennessee	10,990 (majority licensed)
West Virginia	1,450
Virginia	974

¹ Does not include local armories.

Source: Department of the Army.

Most VaARNG annual training is now done at two federally-controlled major training areas in the State--Fort A. P. Hill in Caroline County and Fort Pickett in Nottaway County (Figure 2). Fort Hill consists of 77,038 acres with 44,980 available for training. Fort Pickett consists of 45,198 acres with 35,000 available for training. Either facility is large enough to support the entire VaARNG at one time. Specific training requirements, such as air defense artillery firing, may preclude a unit from using Forts Hill or Pickett.

Figure 2

LOCATION OF NATIONAL GUARD ARMORIES
AND TRAINING SITES

Source: Department of Military Affairs

In addition to Forts Hill and Pickett, there are other federal facilities in Virginia such as Fort Lee and Quantico Marine Reservation which are used by guardsmen for training. Occasionally, VaARNG units will perform their annual training at out-of-state federal facilities. Fort Drum in New York and Fort Bragg in North Carolina have been used in recent years.

Because of increasing energy costs in transporting personnel and equipment to distant sites, however, out-of-state annual training is becoming infrequent. Training scheduled for 1979 relies heavily on in-state sites (Table 11). When all training sites--State, federal, and out-of-state are considered--the DMA considers its annual training facility and space needs to be fully met.

Table 11

VaARNG 1979 ANNUAL TRAINING SCHEDULE

<u>Unit (Home Station)</u>	<u>Training Location</u>
224 Field Artillery Group (Sandston)	Fort Pickett (VA)
3/111 Air Defense Artillery (Virginia Beach)	Camp Pendleton (VA)
176 Engineer Group (Richmond)	Fort Pickett (VA)
116 Separate Infantry Brigade (Staunton)	Fort Pickett (VA)
329 Support Group (Virginia Beach)	Fort Drum (NY)
VaARNG Headquarters, Band, Schools (Statewide)	Camp Pendleton (VA)

Source: Department of Military Affairs.

Weekend Training Facilities

Except for annual training, most guard training is performed in the community at local unit armories (Figure 2). Because of the loss of available training time and transportation costs when units travel to training areas distant from their localities, weekend use of major training areas such as Forts Pickett and Hill is usually limited to nearby units. JLARC's analysis of weekend use of Camp Pendleton found a high percentage of local users. In this regard, Camp Pendleton is an asset to Tidewater units because Forts Pickett and Hill are not easily accessible to them on weekends.

In contrast to annual training, DMA officials consider their weekend training needs at local armories to be less than adequately met. Many unit commanders regard their local facilities to be outdated and marginally satisfactory. DMA officials note that although the State funds only 1/3 of capital outlays for armories, DMA requests for construction have been trimmed frequently by the Governor and General Assembly. According to DMA, Virginia ranked 50th in the United States in state expenditures per National Guardsman in FY 1975. Virginia's \$68 per guardsman compared to a neighboring state average of \$358.

ROLE OF CAMP PENDLETON IN VaARNG TRAINING

The Department of Military Affairs regards Camp Pendleton as a key element in satisfying its facilities and training needs. The VaARNG training director testified at a public hearing held by the study committee in July 1978 that Camp Pendleton provides "flexibility and adaptability" that would otherwise be lacking.

The fact that DMA has ownership of Camp Pendleton provides us with two outstanding characteristics that any training officer would like to avail himself of. They are flexibility and adaptability. Flexibility means being able to schedule units without being impaired by any other organization. The adaptability of Camp Pendleton is needed because from time to time, we have to change our training and training requirements due to higher headquarters. Owning the reservation gives us a great deal of adaptability when training requirements are changed.

Part of the DMA's need for adaptability is based on the nature of its units' federal combat missions. National Guard units are assigned combat roles in accordance with the overall defense needs of the United States. Virginia has infantry, artillery, air defense artillery, engineer, and a variety of combat support and combat service support branch units. Each of these branches has different functions and, therefore, dissimilar training requirements. Army facilities, such as Forts Pickett or Hill, often do not have the specific facilities required by an individual unit. The VaARNG can tailor a State-owned reservation to satisfy the specific needs of its units.

Training Role of Camp Pendleton

VaARNG training flexibility is also enhanced by State ownership of a military reservation. Although there are abundant federal military facilities in Virginia, they must be shared with active duty and other reserve component units. The scheduling of

active duty military training generally receives the highest priority. Competition for training areas during the summer months frequently occurs because the majority of annual training by federal reserve units and the National Guard is scheduled then.

Guard units normally schedule their annual training a year in advance. When circumstances necessitate changing these plans, the SMR can accommodate the changes more easily than a federal facility can. It should be noted, however, that the SMR is used for only 10% of VaARNG's total man-day training activity.

Camp Pendleton also provides the VaARNG with a measure of training "reciprocity" according to DMA officials. The fact that federal military units use Camp Pendleton is said to open doors that might otherwise be closed.

Although there are no formal agreements reflecting this reciprocity, the claim may be valid. Federal officials interviewed by JLARC indicated that State ownership of the SMR probably resulted in some favorable treatment for VaARNG units.

There is only one formal use agreement between DMA and another military unit. The DMA has a five-year lease with the Department of the Army involving the use of the 27.5 acre parcel which links Camp Pendleton's main base to the beach parcel. The 27.5 acre Army parcel used to be a part of the U. S. Naval Amphibious Base. The parcel was transferred to the Army to facilitate its use by the VaARNG.

Contingency Role of Camp Pendleton

Although Camp Pendleton is not a part of written federal contingency plans, it is likely that it would be used in the event of large-scale mobilization or war. The U. S. Navy used Camp Pendleton during World War I and the U. S. Army used it during World War II. The Army built most of the existing facilities in the 1940's.

Camp Pendleton is also the site of an alternate VaARNG command post. Depending on the circumstances, the Camp could be used for support of the Guard's civil disturbance activity or other missions. Several VaARNG units have contingency plans which designate Camp Pendleton as the unit's assembly area.

National Guard Plans for Camp Pendleton

The VaARNG plans to use the SMR for the indefinite future. Increased use is planned as facility improvements are made, particularly the heating of classrooms, billets, and dining areas. DMA training memoranda show scheduled use of Camp Pendleton for annual and weekend training through 1979.

A master site plan relating to facilities management at Camp Pendleton is currently being prepared for the National Guard Bureau. No major usage changes are anticipated in the plan.

The federal government has also signed contracts to fund three improvement projects at Camp Pendleton. These projects--\$75,000 in sewer improvements, \$50,000 in rifle range modifications, and a \$664,000 armory--are discussed fully in Chapter 4.

Alternatives to Camp Pendleton as the SMR

Although most buildings at Camp Pendleton are World War II "temporaries", they are generally well-maintained. National Guard Bureau officials interviewed by JLARC stated that federal funding of an alternate SMR would be unlikely because existing facilities are certified as being in good condition.

Relocation of the SMR could involve State financing for land and facilities. The VaARNG estimates that the cost of replacing all Camp Pendleton facilities is \$22,667,000 exclusive of land costs. Although this estimate is based on existing Army standards for construction costs, not all Camp Pendleton facilities would have to be rebuilt. Existing buildings are in use only 10% of the time, and peak usage involves only 49 buildings. JLARC estimates that the current level of activity at Camp Pendleton could be supported with about half of the existing facilities.

Land for a relocated SMR could be provided by purchase of new property or use of surplus State-owned land. There are large tracts of State-owned property which may have the potential for an alternate SMR site. These include:

- Frederick Campus of Tidewater Community College in Portsmouth (525 acres)
- Elko track in eastern Henrico County (2,272 acres)
- Beaumont Learning Center in Powhatan County (1,213 acres)

Relocating the SMR would require that DMA conduct an extensive site and training needs analysis. The DMA is satisfied with Camp Pendleton as a SMR, however, and currently opposes its relocation.

CONCLUSION

Ownership of Camp Pendleton gives the Virginia National Guard a degree of flexibility and adaptability in military training it would not otherwise have. Camp facilities can be adapted by DMA to meet many training requirements. In addition, changes in unit scheduling can be easily accommodated by VaARNG at the SMR.

The National Guard benefits from the use of Camp Pendleton as a state military reservation. Existing facilities including classrooms, billets, mess halls, small arms ranges and other training areas fill all of VaARNG's needs for a school center for Officers Candidate School and the NCO academies.

Relocation of the SMR would likely involve State financing for land and facilities because the federal government rates the SMR as being in good condition. Relocation of the SMR would require a comprehensive study of VaARNG needs and possible locations.

III. Virginia Beach Needs for Public Purpose Lands

Although Virginia Beach has abundant and high quality beaches, only one-fifth of the City's 37.5 miles of beach property is open and accessible to the general public. However, Virginia Beach is the only area in the State with a substantial amount of recreational beaches and must satisfy Statewide as well as out-of-State demand for beach. The importance of tourism to the City's rapidly growing economy compounds the need for additional beachfront recreational areas.

RECREATIONAL FACILITIES IN VIRGINIA BEACH

Most of the beachfront in Virginia Beach is owned by government but only a small portion of this property is available for public use. Over 27 miles of bay and oceanfront are owned by the federal, State and City governments (Figure 3). Except for the City-owned beaches, most of this property has restricted access and limited use.

Federal Ownership of Beach Front Property

The federal government owns more beachfront property in Virginia Beach than any other owner. Over 13.7 miles of beach, one-third of the City's total, is owned by various federal agencies. Access to and use of this land is restricted to various military and conservation purposes. Three military installations and a wildlife refuge constitute the federal beach front holdings in the city.

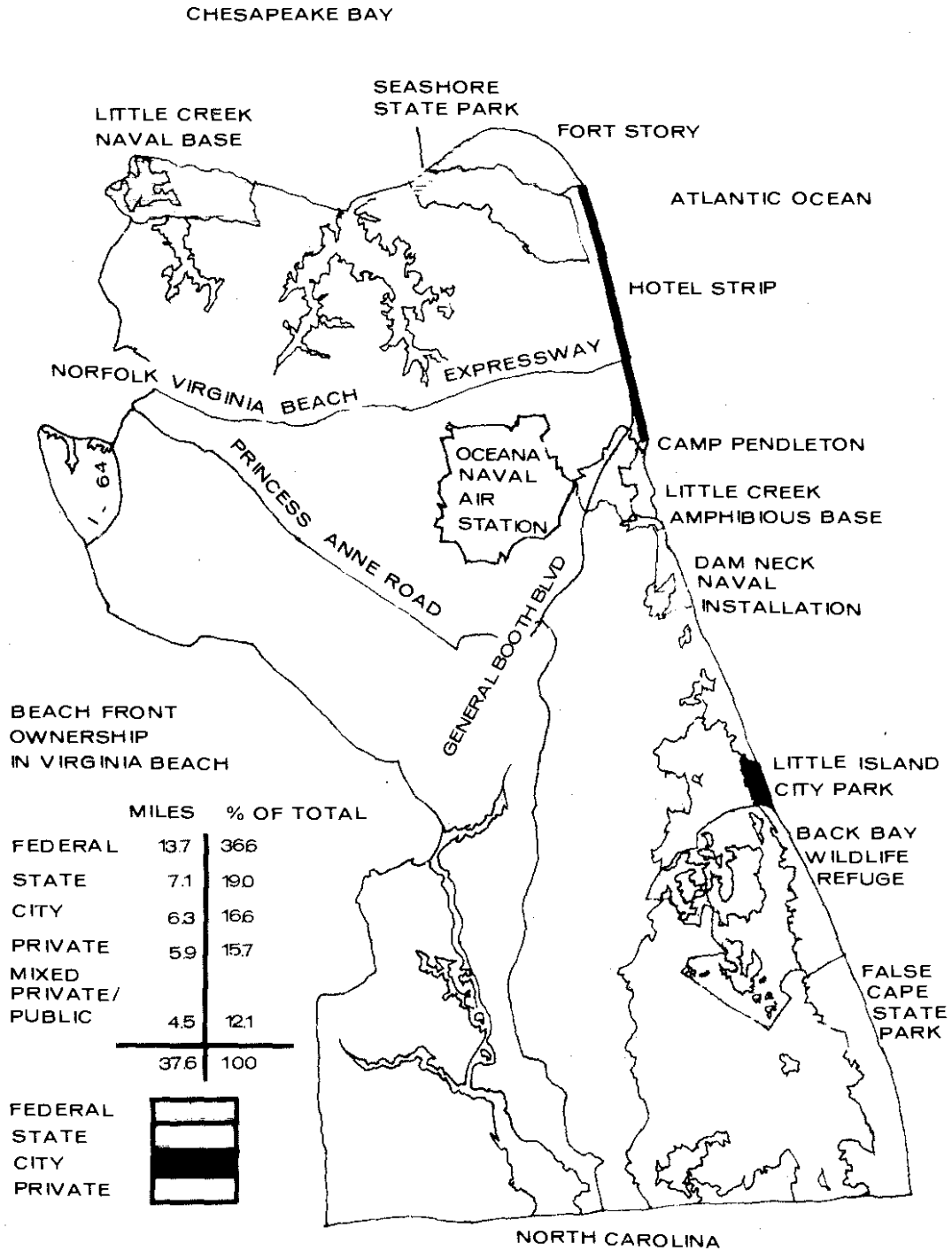
Military Installations. Over nine miles of beachfront property are owned by the Department of Defense and is used for training and recreational purposes by military personnel. These beaches are closed to the general public. There are three military installations in Virginia Beach with beach property:

- Little Creek Amphibious Base with properties on the Chesapeake Bay and the Atlantic Ocean south of Camp Pendleton;
- Fort Story at Cape Henry; and
- Dam Neck Naval Base on the Atlantic Ocean south of Little Creek Amphibious Beach.

The only portion of federal military property available for public use is an 800-foot beach at the south end of Fort Story which is open to the public for swimming on weekends and holidays during the summer.

Figure 3

BEACH FRONT OWNERSHIP IN VIRGINIA BEACH



Source: City of Virginia Beach

Back Bay Wildlife Refuge. The Department of Interior owns over four miles of beachfront in southern Virginia Beach. The 4,600-acre refuge was established to protect wildlife and the waterfowl habitat in Back Bay. Vehicular traffic through the refuge is currently limited to special permits. Beginning in 1979 all vehicles will be prohibited.

No recreational facilities have been developed in Back Bay. However, refuge officials said that the beachfront is open to the public. Few people use the beach for recreation because no vehicles are allowed on the property, no parking facilities have been built and there are no lifeguards or comfort facilities.

Public use of Back Bay Wildlife Refuge is limited to the beachfront. Due to erosion and environmental concerns, the dunes and marshlands are closed for general use.

State-Owned Beachfront

The Commonwealth owns three large tracts of property with over seven miles of beachfront in Virginia Beach. Most of the beachfront, however, is inaccessible or has limited use.

Camp Pendleton. Although Camp Pendleton consists of 874 acres, only a 45 acre parcel is beach property. This parcel, with 1,200 feet of beachfront, is located between City-owned Croatan beaches to the north and the U. S. Naval Amphibious Base to the south. The Camp Pendleton beach is used primarily for recreation and military training. Since 1971 the Department of Military Affairs has allowed the City to use 600 feet of the beach as a surfing area. For a complete discussion of the use of Camp Pendleton by the City, see Chapter I.

Seashore State Park. The 2,700-acre Seashore State Park is the most heavily used State-owned recreational facility. Almost three-quarters of a million persons use the park annually for camping, swimming, picnicking, and hiking (Table 12). During the summer months, the campsites and cabins are fully occupied and many potential users are turned away. Almost 8,000 requests for campsites were denied in 1977.

The park's 5,000-foot Chesapeake Bay beach is open only to persons using the 240 campsites and 20 cabins. A 1977 Division of Parks study concluded that the beach should remain a limited-use facility. The City of Virginia Beach had requested that the State convert all or part of the Seashore State Park beach to a day-use facility. However, concerns about deterioration of the dune environment, conversion costs and other factors prompted the Board of Conservation and Economic Development to deny the request.

Table 12

USE OF SEASHORE STATE PARK

<u>Year</u>	<u>Total Number of Users</u>	<u>Total Number of Overnight Visitors</u>	<u>Turnaways (Number of Requests)*</u>
1968	610,762	171,482	--
1969	579,203	166,655	--
1970	611,928	200,660	--
1971	695,902	205,126	--
1972	656,837	206,701	--
1973	591,348	197,412	--
1974	712,935	230,349	6,334
1975	753,205	222,617	3,162
1976	769,405	207,071	7,278
1977	727,784	168,781	7,967

*Each request for a campsite or cabin represents about 4.5 persons.
Data were not available for the years 1968 through 1973.

Source: Division of Parks.

When Seashore State Park was established in the 1930's, it was considerably larger and had an additional 3,440 feet of beach on Chesapeake Bay. During World War II, however, Fort Story was enlarged and various private and State-owned property was acquired.

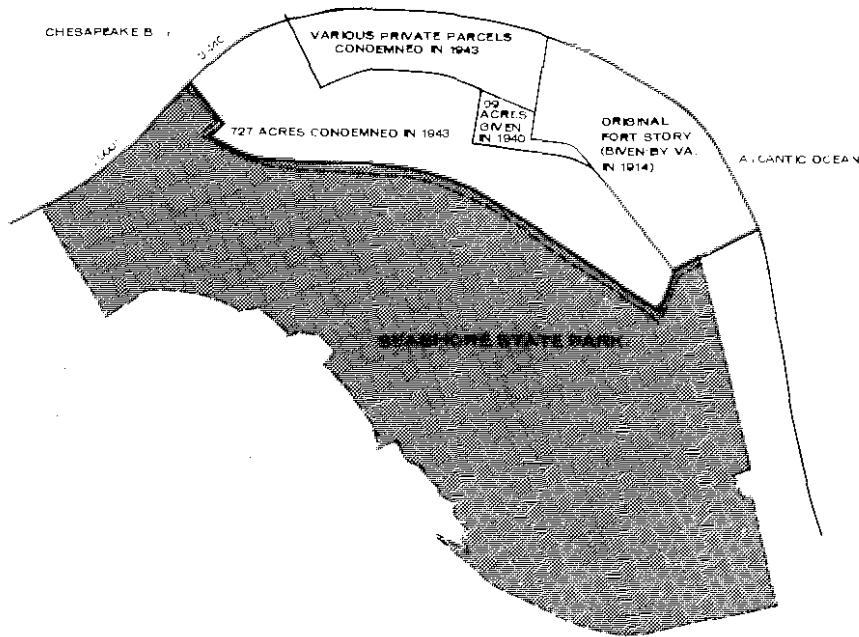
In 1940, the General Assembly gave 99 acres of Seashore State Park to the federal government for military use. The Department of War was also granted a five-year permit to use an additional 684 acres of the park for training. This acreage, a 43-acre beach-front portion of Seashore State Park, and various privately-owned parcels were condemned and taken by the federal government in 1943 (Figure 4). Fort Story now occupies all of Cape Henry.

The Commonwealth was reimbursed \$131,000 for the 727 acres condemned and taken for expansion of Fort Story. In 1944, the General Assembly earmarked this money for the repurchase of park properties taken during the war. The property has remained a part of Fort Story, however.

Although Department of Defense officials indicated that the beach area is essential for amphibious training, it is used infrequently and could accommodate both military and recreational activity. Acquisition of the area condemned in 1943 would help alleviate the growing demand for beach facilities in Virginia Beach.

Figure 4

PORTIONS OF SEASHORE STATE PARK
TRANSFERRED TO U.S. GOVERNMENT
DURING WORLD WAR II



Source: JLARC.

False Cape State Park. Although development of the 4,120-acre False Cape State Park in southern Virginia Beach is a priority project, accessibility remains a major constraint to its use. The State acquired the six miles of beachfront and marshland between Back Bay Wildlife Refuge and the North Carolina border in the late 1960's and early 1970's. The park is rarely used because of access problems. False Cape can be reached only by walking along the beach through the five-mile wildlife refuge, by boat across Back Bay or by a circuitous route through North Carolina.

Vehicular access to the park is unlikely in the near future. The Department of the Interior will not permit traffic across the wildlife refuge and construction of roads and causeways pose environmental and financial constraints. The State is exploring several options to develop beach front recreational facilities in the False Cape area including exchanging all or portions of the State park for Back Bay Wildlife Refuge beach front. State officials consider the beaches at the wildlife refuge to be inferior to those in False Cape, however.

City-Owned Beachfront

Virginia Beach owns approximately seven miles of beachfront which comprises the majority of public-access beaches in the

City. The largest single parcel of city-owned beachfront extends from Fort Story to Camp Pendleton and includes the hotel strip along the boardwalk, the most heavily-used section of beach in the City. The City provides lifeguards and provides limited comfort facilities in this area.

The beaches in the residential neighborhoods to the north of the hotel strip and Croatan Beach to the south are open to the public. Limited parking areas and support facilities discourage full utilization by the public, however.

The City also owns 3,600 feet of beach at Little Island City Park north of Back Bay Wildlife Refuge. Last year the park was used by 216,000 persons.

Virginia Beach also leases the southern 800 feet of the Fort Story beach for swimming on weekends and holidays during the summer. About half of the Camp Pendleton beach is used by the City for a surfing beach. Although no data exist on the total public use of all beaches in Virginia Beach, information was available on four of the City's beaches (Table 13).

Table 13
USE OF CITY BEACHES*

<u>Year</u>	<u>Fort Story</u>	<u>Camp Pendleton</u>	<u>Croatan Beach</u>	<u>Little Island City Park</u>
1973	8,555	11,295	--	96,800
1974	8,379	9,616	--	96,800
1975	16,700	751	7,672	121,600
1976	24,000	5,422	13,350	156,000
1977	18,077	6,221	21,212	215,649
1978	20,221	4,726	23,506	Not Available

*Data were not available on the use of the hotel strip beach which is the most heavily used beach area.

Source: City of Virginia Beach.

CURRENT AND FUTURE NEED FOR RECREATIONAL FACILITIES

Most of the State's demand for beaches is focused on Virginia Beach. Almost half of Virginia's public beaches (including river, lake, bay, and ocean) are located in the City. All City beaches are located on the bay or ocean. Virginia Commission of Outdoor Recreation studies have shown that publicly accessible beach facilities are in great demand in the Tidewater region.

Since Virginia Beach is Virginia's major source of public beach, the City is being challenged to satisfy local, regional, and Statewide demand for ocean beach.

Tourism and the Virginia Beach Economy

Virginia Beach is one of the fastest growing localities in the Commonwealth and the nation. Between 1960 and 1977, its population tripled to 238,000 persons. The expanding tourist industry has paralleled the population growth.

Tourism is a major industry in Virginia Beach and represents a substantial source of tax revenue to the City and the Commonwealth (Table 14). The City's need for beachfront facilities is compounded by the large number of tourists that visit each summer. Most of the tourists, however, use the beach on the hotel strip. Local residents tend to use beaches in the residential areas along Chesapeake Bay, the Atlantic beach north of the hotel strip and Croatan Beach.

Table 14

TOURISTS AND TOURISM REVENUE IN VIRGINIA BEACH (Dollars are in millions)

<u>Year</u>	<u>Number of Tourists</u>	<u>Expenditures</u>	<u>Virginia Beach Tax Revenue</u>	<u>State Tax Revenue</u>
1972	1,200,000	\$ 60.0	\$ 6.2	\$ 6.0
1973	1,400,000	63.3	7.3	6.3
1974	1,500,000	72.1	8.1	7.2
1975	1,700,000	81.4	9.0	8.1
1976	1,850,000	92.8	10.3	9.3
1977	2,200,000	107.3	12.6	10.7

Source: City of Virginia Beach.

The rapidly growing population and expanding tourist industry have precipitated substantial residential and commercial development in the 1970's. This growth has been somewhat constrained, however, by the location of State and federal properties and the lack of public services such as adequate roads, water and sewage in many parts of the City. In 1977, 8,000 building permits were issued representing a construction value of \$274 million.

Major shifts in employment which have occurred since 1950 reflect the growing influence of the tourist industry. The service, retail, and wholesale industries (which includes tourist-related businesses) now employ 36 percent of the civilian work force.

Agricultural employment, however, has declined from 20 percent to about one percent of the work force (Figure 5).

Figure 5

EMPLOYMENT BY SECTOR
PERCENT OF TOTAL CIVILIAN EMPLOYMENT

24%	SERVICE, RETAIL, WHOLESALE (INCLUDES TOURISM)	36%
23%	ACRICULTURE	1%
20%	OTHER	23%
3%	CONSTRUCTION	9%
24%	GOVERMENT	23%
6%	TRANSPORTATION, UTILITIES, FINANCE, INSURANCE, REAL ESTATE, MANUFACTURING	8%
1950		1975

Source: Virginia Employment Commission.

The current population growth and economic trends are expected to continue into the future. By 1990, the population of Virginia Beach is projected to be 320,000 people. The service and government industries are expected to remain the dominant economic forces. In addition, residential and commercial development will continue to push into the central and southern portions of the City around Oceana Naval Air Station and Camp Pendleton. This development is expected to result in continued pressure on military installations, particularly Oceana Naval Air Station which is the focus of residents' complaints of jet noise.

Need for Beach Facilities

According to the Commission of Outdoor Recreation (COR), the current demand for beach facilities exceeds the supply in the State and the Tidewater region. COR estimates that there is a current need for an additional 1,911 acres of beach Statewide and 378 acres in the Tidewater region. There is also a need for an additional 6,500 feet of surfing beach in Tidewater.

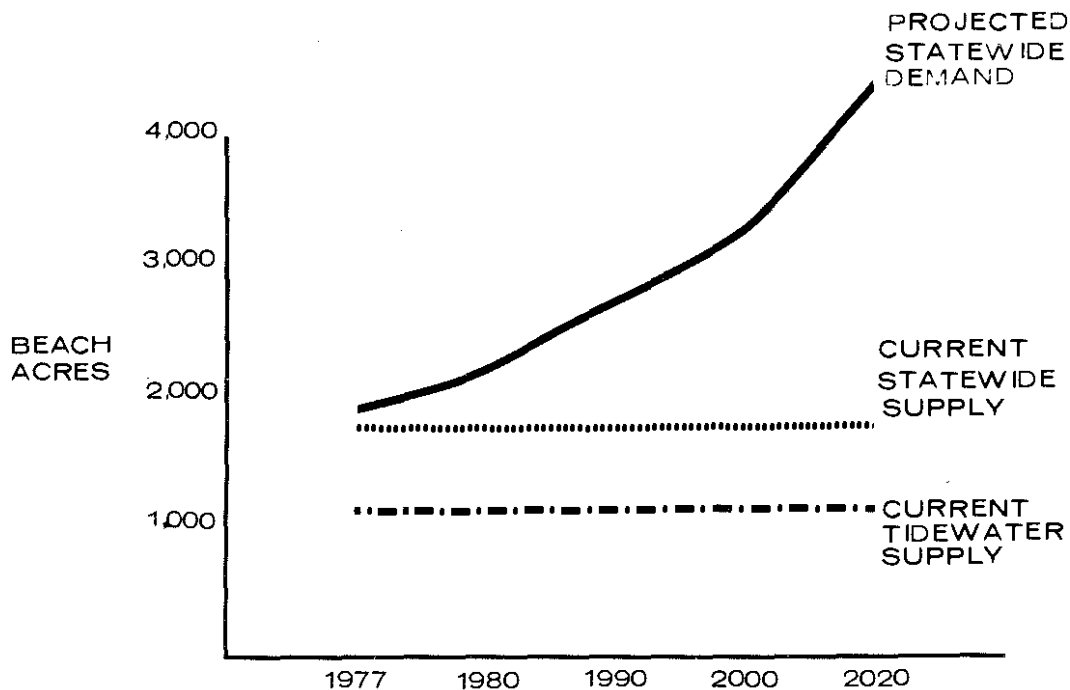
Virginia has 1,834 acres of beach available for public use from its lakes, rivers, bays, and oceanfront. Over 60% (1,109 acres) of the beach is in the Tidewater area. Virginia Beach has 825 acres of public beach. False Cape State Park has an additional 225 beach acres which are now relatively inaccessible.

On the average, each Virginian uses beach facilities five days annually. Based on a COR survey and current and projected population, the Statewide demand for beaches will rise from 1,911 acres in 1977 to 3,286 acres in the year 2000. Demand in the Tidewater region alone will rise from 1,487 acres in 1977 to 2,493 acres in 2000.

As the population grows, the need for additional beach areas for recreation will also increase (Figure 6). By the year 2000, Virginia will need an additional 1,452 acres of beach if no other areas are converted to public use. Most of the need will be concentrated in the Tidewater area.

Figure 6

DEMAND, SUPPLY, AND NEED FOR BEACHFRONT
RECREATIONAL FACILITIES
1977-2020



Note: Does not include 225 acres of beach at False Cape State Park.

Source: Commission of Outdoor Recreation.

The need for surfing areas will also continue to grow in the future. The Atlantic beach in Virginia Beach is the only area available for surfing in Virginia. Currently there are five designated surfing areas along the Atlantic beach totaling approximately 3,000 feet, including Camp Pendleton. Surfers can also use the swimming beaches in the early morning and late evening. Growing demands from surfers and swimmers, however, will lead to conflicts over the use of limited beach resources.

CONCLUSION

Although Virginia Beach has over 37 miles of high quality beaches, there is a shortage of accessible, public beachfront in the City. Most of the State's demand for beach-related recreational facilities is focused on Virginia Beach. The growing Tidewater population, coupled with expanding tourism, has made public beaches one of the top recreation needs in the State.

Almost three-fourths of the beachfront in Virginia Beach is owned by the federal, State or City governments. Only a small portion of this property is open and accessible for public use. The majority of this land is used for limited military or conservation purposes and public access is restricted.

Virginia's beaches are a finite resource. It is perhaps a mixed blessing that, as the State's population and demand for beach has grown, the available supply has been increasingly limited by government ownership. On the one hand, government ownership has kept the property in a public trust, precluding private development which may have indefinitely restricted its use. On the other hand, the acute public need for beachfront recreational areas cannot be satisfied until federal policy regarding Virginia beaches is altered. Timely federal and State decisions regarding False Cape and Back Bay, as well as the potential return of condemned property at Fort Story, have the greatest potential for restoring significant public access to the City's beaches.

IV. Potential of Camp Pendleton for Alternative Public and Private Uses

The features of the Camp Pendleton property and the characteristics of surrounding neighborhoods make the SMR an attractive site for public purposes, as well as for private commercial or residential development. Much of Camp Pendleton is already devoted exclusively to various non-military uses. Virginia Beach leases 409 acres (47 percent) of the SMR for recreation, municipal training, and future elementary education facilities. In addition, the City has an annual agreement with DMA to use a portion of the beach as a surfing area.

Although there are no formal plans for greater public use of the remaining SMR properties, the City suggested several uses at a public hearing this summer: a campground, a public beach, shuttle bus parking, a nine-hole expansion of Red Wing Golf Course, and an oceanographic museum.

Only about half of the SMR properties are free from long-term encumbrances which would restrict sale or other uses. Certain planning considerations, however, particularly the proximity of Oceana Naval Air Station, may preclude certain types of public or private development.

LIMITATIONS ON CONVERTING SMR FOR OTHER USES

Various legal, location, and practical considerations may limit to one degree or another the State's ability to convert the SMR to other uses. Most of these restrictions, however, do not definitively preclude the Commonwealth from transferring control of Camp Pendleton properties for alternative development.

Legal Restrictions

None of the five SMR tracts are completely free of legal encumbrances (Figure 7). However, restrictions on the main base and the forest tract would not currently prevent other uses or their sale. Leases with Virginia Beach for the golf course, and the municipal training and recreation tracts involve agreements between the Commonwealth and one of its municipalities. These leases would certainly impede other uses.

Main Base. The main base area of Camp Pendleton is subject to relatively few encumbrances. However, DMA has entered into annual use agreements involving several governmental agencies:

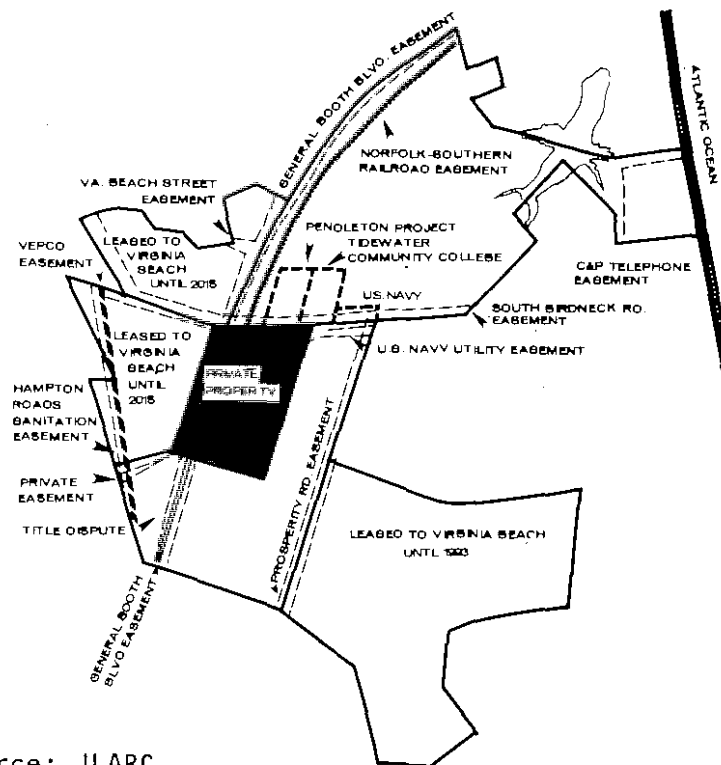
- State Department of Welfare and Institutions (the Pendleton Project);
- Department of Community Colleges (Tidewater Community College);
- City of Virginia Beach (surfing area);
- U. S. Navy (youth center for nearby naval housing); and
- U. S. Navy (temporary storage space for construction equipment and supplies).

There are also several easements through the main base area (Southern Railway, C&P Telephone, and street easements). These agreements and easements could be accommodated in a sale or transfer.

DMA has signed three agreements with the Department of Defense which, if completed, would restrict the use of SMR for other purposes. These projects involve: (1) \$75,000 in sewer improvements; (2) \$50,000 for rifle range improvements; and (3) a \$664,000 armory for the 329th Support Group in Virginia Beach.

Figure 7

CAMP PENDLETON PROPERTY ENCUMBRANCES



Source: JLARC

These federal contracts cover a period of 25 years from the completion date of the project and specify that no disposition of the facility can be made which would interfere with "the administration and training" of military units. However, the agreement may be terminated by the Secretary of Defense if improvements are replaced by the State at no federal expense or if the State reimburses the federal government for the unamortized costs of the project.

Construction of the three projects is expected to begin in January 1979. Upon completion and acceptance, DMA will be obligated to the Department of Defense for the replacement or reimbursement of these facilities over the next 25 years.

Golf Course. Virginia Beach has developed Red Wing Golf Course under a 25-year lease which extends through 1993. DMA may resume possession of the property only during an emergency declared by the Governor or federal authorities.

Forest Tract. The forest tract is the least encumbered of all Camp Pendleton property. Although there are a number of road and utility easements, none should affect alternate uses of the property.

A 20-acre parcel of the tract west of General Booth Boulevard is currently the subject of a title dispute. The State granted an easement across the parcel to a private campground in 1972. However, the owner of adjacent property is contesting the State's claim of ownership of the parcel. Since the major portion of the forest tract is not affected by the dispute, disposal of the property should not be significantly hindered.

Public Facilities Tract. Virginia Beach acquired a 40-year lease on a parcel of the SMR for municipal and recreational facilities in 1975. A firefighters' academy is currently under construction on the tract used for public facilities. An elementary school is planned for this tract in the future.

The agreement specifies that the Commonwealth may not transfer title to the property during the term of lease but it may grant utility and road easements which do not affect existing structures. Two public utility easements currently traverse the western edge of the tract.

Public Recreation Tract. Tennis facilities have been constructed on the second tract of the SMR parcel covered in the 1975 lease with Virginia Beach. Only temporary facilities may be erected on this tract. DMA may terminate the lease at any time by giving the City 30-days notice. A street easement has been granted to Virginia Beach across the property which links General Booth Boulevard and private property to the northwest of the tract. Street easements also run along the eastern and southern perimeter of the parcel.

Limitations Caused by Land Characteristics and Development

Alternative development of Camp Pendleton would require substantial modification or removal of existing facilities. The geographical features of the property, however, would support most residential, recreational or commercial uses.

General Land Characteristics. The wide range of development on SMR and neighboring property indicates that there are unlikely to be any major building restrictions on alternative uses of Camp Pendleton. There are no known limitations on structures. Nearby properties support residential development, a variety of recreational facilities, and some institutional and commercial development.

The physical features of the property--forest land, a lake, open space, beach, and dunes--would be conducive to varied public or private development. In fact, the various land features make the property an attractive site for multiple use development.

Location. The location of Camp Pendleton may restrict certain uses. Nearby federal military installations pose noise and safety concerns which may limit the use of some parcels for specific purposes. The proximity of Oceana Naval Air Station is a matter of concern in planning increased use of the property and may preclude certain types of development.

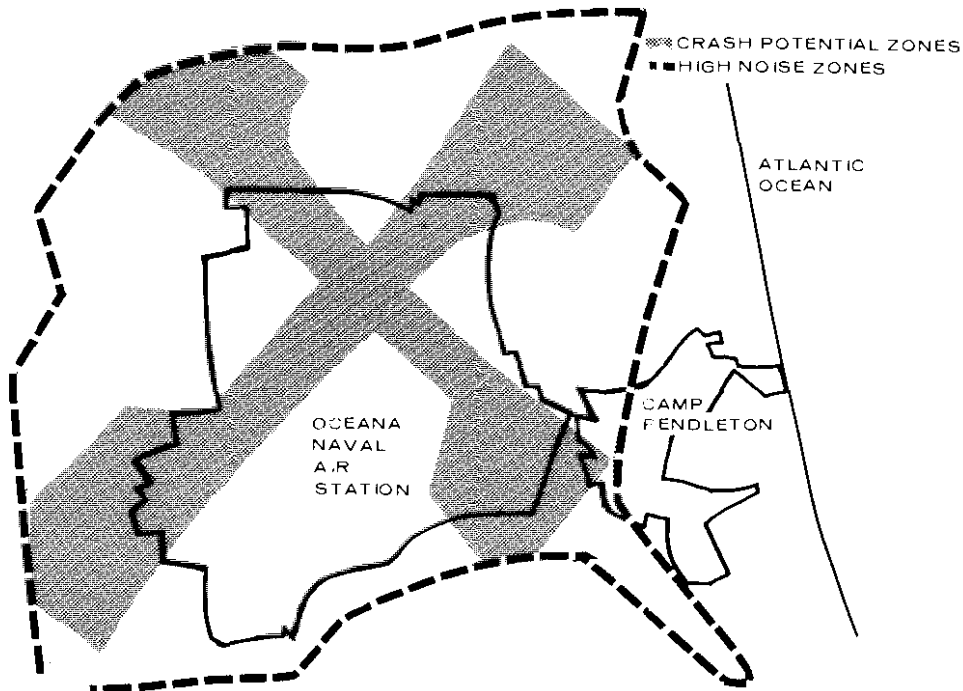
Rapid residential and commercial development surrounding Oceana has precipitated concern about landing and airspace encroachment at the facility. Navy officials maintain that controlled and unobstructed airspace near air installations is necessary for the safe operation of these facilities. Recent development around Oceana has resulted in increased complaints by residents about aircraft noise and has caused concern about crash danger.

The Navy has completed a study of noise levels and crash probability in the area and has made several recommendations for the use of land surrounding Oceana. It has also proposed a multi-million dollar program to purchase airspace rights and property near the installation. Several recent rezonings which allow residential use in the area support the Navy's concern about the encroachment problem.

Camp Pendleton lies in the flight pattern for a heavily used runway at Oceana. According to Navy officials, approximately 37 percent of all flights at Oceana (about 48,000 per year) cross Camp Pendleton air space. The western portion of Camp Pendleton is located in an aircraft noise zone and the public facilities tract is in a designated accident potential zone (Figure 8). Navy land use guidelines recommend that no residential, educational, or high density recreation development be permitted on such property. However, Virginia Beach is constructing a fire training center and has planned an elementary school on this parcel.

Figure 8

CRASH DANGER AND HIGH NOISE
ZONES AT OCEANA NAS



Source: U.S. Navy

Although only a small parcel of the SMR is in a designated crash potential zone, all of the camp is subject to jet noise. Oceana officials say that there are complaints from Croatan Beach residents. The effect of the problem may be inconsequential to private development, however, if current demand for residential and commercial property in the area is an index of its attractiveness. The noise and crash danger problem does not appear to have had a substantial effect on real estate values in the area.

Some concern was expressed by Navy representatives to JLARC staff that increased development of Camp Pendleton, particularly high density uses, would contribute to the encroachment problem at Oceana. As use of areas around Oceana increases, complaints concerning noise are likely to increase. Severe encroachment on air and landing space could force eventual abandonment or redesignation of the facility.

Beach Access. Another problem which could potentially limit alternate uses of Camp Pendleton is the lack of direct access to the beach parcel from the main base. Currently, DMA has a five-year lease for access across a 27.5-acre tract of federal land which is located between main base facilities and the beach. However, there is no guarantee that this lease would be renewed if Camp Pendleton were converted to other uses or sold.

The lack of direct access to the beach presents another potential restriction on development. The residents of Croatan Beach adjacent to Camp Pendleton may object to a large recreational development which would contribute to congestion in the neighborhood. A large recreational facility on the Pendleton beach would result in more people and vehicular traffic, and increase the need for public services in Croatan Beach.

Facilities Development. Alternative uses of Camp Pendleton would require the removal of many existing structures and the alteration of other facilities. Although this should not constrain most uses of the property, it may discourage investor interest in the property.

The main base contains over 100 buildings, most of them constructed during World War II. Other facilities have also been developed such as the helipad, rifle ranges, and motor pool areas. Although the buildings are in good repair, their institutional nature limits their potential for other public or private uses. A developer would most likely have them removed, which could represent a major expense.

Sewage and water systems which can support up to 12,000 persons are presently available at Camp Pendleton. However, development of the property would probably increase the demand for these systems and require modifications or additional capacity. The City's water system does not extend into the Camp Pendleton area yet and there is a possibility of a moratorium on sewer hook-ups until additional waste treatment facilities are constructed.

Procedures for Sale. There are two methods for the disposal of State property. The *Code of Virginia* provides that an agency can declare property surplus to its needs and either transfer it to another State agency or institution or offer the parcel for public sale. Surplus land is property which is not currently used or covered by plans for agency use. Surplus State property may be sold at a public auction or by sealed bids. The General Assembly may also authorize the sale of any State property by enactment of legislation.

The DMA did not disagree with a JLARC finding in 1977 that the forest tract was surplus to DMA needs. This parcel, however, has not been declared surplus by the agency.

POTENTIAL OF CAMP PENDLETON FOR PRIVATE DEVELOPMENT

The location and characteristics of the SMR make it an attractive site for private development. Two major roads provide easy access to the property and there are nearby recreational, educational and commercial facilities. The camp includes 1,200

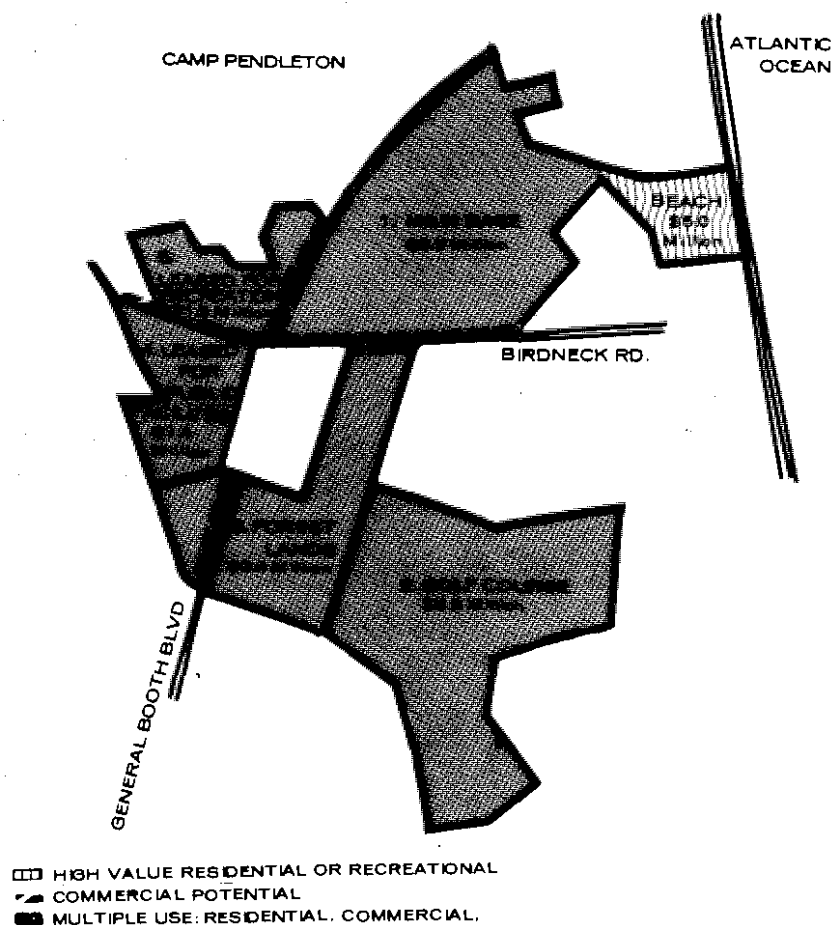
feet of Atlantic beachfront as well as lakeshore and a creek. It is close to a major resort area and is part of a rapidly growing urban area.

Private Uses of Camp Pendleton

There are many possibilities for private development of Camp Pendleton (Figure 9). DMA owns over 15,000 feet of frontage on two major roads--General Booth Boulevard and South Birdneck Road. This property has significant potential for commercial development.

Figure 9

CAMP PENDLETON VALUE FOR PRIVATE PURPOSES



Source: JLARC

The 45-acre beach parcel is the most valuable portion of the SMR. Croatan Beach to the immediate north is a high-value residential development where 1/4 acre ocean front lots have sold for \$125,000. Because the 45-acre tract is currently completely undeveloped, it is conceivable that its commercial value could be even greater. A development which included high density residences, such as condominiums, could capitalize on the relative privacy of the beach area.

The remaining portions of SMR property are suited to a variety of potential private uses: residential, commercial, institutional or recreational. A 1972 appraisal of the Pendleton Project parcel indicated that the "highest and best use" of Camp Pendleton is industrial or multiple family development. Recent rezonings in the area show a pattern of residential use along with some commercial development.

Value of SMR Properties

Virginia Beach assesses the Camp Pendleton property at \$19.8 million or about \$23,000 per acre. However, the demand for beach front and commercial property in the area indicate that the beach parcel and land fronting on major roads has greater value. JLARC staff has estimated that the 45-acre beach parcel could be worth \$5 million or more. The value of the entire camp could be worth as much as \$25 million.

A JLARC check of Virginia Beach real estate agents and City tax records showed that there is an extremely active real estate market in the Camp Pendleton area. There have been many recent transactions and property values have risen significantly in the last few years.

Residential lots in Croatan Beach are selling from \$25,000 for inland lots to \$125,000 for 50-foot ocean front parcels. Property to the south and west of Camp Pendleton has been selling for approximatey \$15,000 per acre, although parcels fronting on General Booth Boulevard sell for considerably higher prices due to their commercial value.

The commercial value of Camp Pendleton cannot be realized as long as existing leases are in effect. The value of the Camp is also related to the availability of the beach parcel. The commercial potential of the entire property could be enhanced by perpetual easements over or ownership of the federal property which separates the beach parcel from the main base. Acquisition of this federal property may prove difficult, however, because of the complex administrative procedures involved in declaring federal land surplus and acquiring it. The property could also be given to the State by Congressional action, but any attempt to do so would probably be opposed by the Department of Defense.

COST OF CONVERTING SMR TO ALTERNATIVE USES

The development costs of alternative uses of Camp Pendleton could range from a nominal amount to millions of dollars depending on use of the property and the need for additional facilities. In addition to the direct cost of development, there are also indirect costs and considerations that should be recognized.

Development Costs

Cost of converting SMR to different uses will vary according to the intensity of development and the need for additional facilities. Increased public use might require new or upgraded roads and parking areas. There would likely be greater demand for public services such as water, sewage, and public safety. Other costs to consider would be demolition of existing structures, modifications of some facilities, and maintenance expenses.

Costs to DMA

If Camp Pendleton were sold or transferred, DMA would incur substantial costs in relocating the SMR. JLARC staff estimate that it would cost the State between \$10 and \$15 million to construct new SMR facilities capable of supporting the present level of activity. Land cost would be an additional expense. The cost of replacing all existing structures at Camp Pendleton would exceed \$20 million. A new site may not be able to accommodate certain types of training now conducted at the SMR such as the amphibious operations.

Existing facilities on the SMR are suitable for VaARNG training. The federal Bureau of the National Guard regards Camp Pendleton facilities as being in "good" condition. National Guard Bureau officials indicated that it would be unlikely that the Department of Defense would fund new facilities when existing ones are satisfactory.

Moving the SMR from the Camp Pendleton site, even if it were to be replaced, could have a negative effect on VaARNG readiness, morale, recruiting, and retention. DMA officials maintain that Camp Pendleton offers a substantial degree of flexibility, adaptability, and reciprocity in scheduling unit training. The cottages and beach area are attractive recreational facilities and make the SMR an appealing location for military training. According to DMA officials, these recreational benefits, which are available to all guardsmen, improve morale and are positive inducements to recruiting and personnel retention.

CONCLUSION

Of the five tracts comprising Camp Pendleton, none is completely free of restrictions on alternative public or private uses. Various legal encumbrances constrain the sale or transfer of property leased to Virginia Beach. The full value of the SMR cannot be realized because of these leases. The removal of existing facilities at Camp Pendleton represents a significant development cost and may discourage certain types of use.

The future value of the total property for other State disposition will be diminished if the beach area is removed. The beach is the most valuable parcel of the SMR properties. Without direct access to or ownership of the beach, the development potential of the remainder of the Camp is lessened.

The State will incur significant costs if the SMR is moved from Camp Pendleton because federal funding assistance is unlikely. In addition, indirect costs of moving the SMR could result in negative effects on recruiting, retention and morale.

APPENDIX 1

MINORITY OPINION SUBMITTED BY DELEGATE OWEN B. PICKETT

The current use of Camp Pendleton as the State Military Reservation is inappropriate and should be discontinued. This is the third study of Camp Pendleton since 1970 and it provides many facts to confirm the findings of the previous two:

- Camp Pendleton is underutilized; and
- the use of major land parcels at the Camp should be substantially altered.

In 1970, the Governor's Management Study recommended that the Commonwealth discontinue use of the State Military Reservation and sell the property. The Management Study, carried out by a group of businessmen applying sound business judgement and proven management principles and practices, concluded:

"Reservation utilization is low. Equal facilities, in close proximity to Virginia Beach, are available in federally-maintained camps and bases for the annual muster of the Guard and other training sessions. Based on this Management Study's investigation, there are approximately 475 acres available for disposition. Disposal of the installation would result in annual savings of personal service and maintenance costs now paid from state funds. The one-time income from the sale of approximately 475 acres is conservatively estimated to be \$1.35 million."

The second study addressing Camp Pendleton was the JLARC Operational Review: Management of State-Owned Land in Virginia in 1977. This study found that:

"Application of the land criteria to the State Military Reservation results in the classification of 580 acres as potentially surplus land, of which 417 acres are leased to other public agencies and 162 acres are unused."

The third study to find surplus property at Camp Pendleton is this group itself. Despite the recommendations endorsed by a majority of members in the straw vote, I think the evidence supports increased recreational use of the property. Study conclusions include these findings:

- There is a shortage of publicly-accessible beachfront in Virginia Beach;
- Most of the beachfront in the City is owned by Federal and State governments;
- Camp Pendleton buildings are generally underutilized; and
- Only ten percent of VaARNG training is performed at the State Military Reservation.

Although the Virginia National Guard feels that Camp Pendleton is an appropriate site for their training, the facilities are grossly underutilized. Of the 76 buildings available for training, almost one-third are used less than two percent of the time. Furthermore, the buildings were constructed over 30 years ago as temporary facilities for World War II training and are today functionally obsolete.

The need for public beachfront is a pressing recreational priority in the Commonwealth. This need is further compounded by the fact that Virginia Beach has the most and best beach in the State. However, very little of this property is open and accessible to the public. Federal military installations alone occupy over one-fourth of the beachfront. Much of the remainder is inaccessible for public use.

Unfortunately, there is little or nothing the people of Virginia can do about federally-owned beach property. However, as a State facility, Camp Pendleton is owned by the citizens and taxpayers of the Commonwealth, and the property should be used in a manner that will most benefit the owners. Recreation is clearly the best use of this State land which should be available to all citizens of Virginia.

The private use of cottages at Camp Pendleton by high-ranking State and military officials attests to the value of the property as an attractive recreation spot. But a few State officials and military staff should not enjoy an exclusive access to this unique recreational area. I think the people of Virginia should have equal access to this quality beach area.

The study committee has recognized the need for additional beach and recreational space in Virginia Beach by: (1) recommending that the General Assembly memorialize Congress and the Governor to work to secure the return of Fort Story property taken from Seashore State Park in 1943; and (2) directing the Department of Military Affairs to formulate procedures and guidelines for greater civilian use of Camp Pendleton. However, I believe that this committee should take the lead in solving the State's need for additional beach and recreation space by converting major portions of Camp Pendleton to recreational purposes. To accomplish this, I recommend that:

- The Division of Parks should be given control of all State Military Reservation properties for use and management;
- All areas of Camp Pendleton, except the main base, should be used exclusively for recreation purposes;
- The main base, except the beach, should be available on a first priority basis for military training;
- The Division of Parks should develop programs to make greater use of all SMR land and facilities;
- The beach parcel should be devoted exclusively to recreational use and appropriate support and convenience facilities be constructed; and
- Potentially dangerous military activities, such as live firing exercises, should be discontinued.

Developing a first-class recreational facility at Camp Pendleton would be an asset to all Virginians. All citizens would benefit, not just those who live in the Virginia Beach area.

Although Camp Pendleton may once have been an appropriate and well-suited site for National Guard training, the growing population and changing needs of the Commonwealth dictate different uses for the SMR. This study committee should recommend to the General Assembly that the Commonwealth recognize this new reality by changing Camp Pendleton as I have recommended.

MINORITY OPINION
SUBMITTED BY
SENATOR RUSSELL I. TOWNSEND, JR.

Continued National Guard usage of Camp Pendleton is not the highest and best use of this valuable property. Because of Camp Pendleton's location on the beach, it is best suited for recreational purposes. Other land, without the unique recreational value of Camp Pendleton, should be set aside for National Guard usage.

The findings of this committee conclusively show that there is a need for additional beachfront with public access in the City of Virginia Beach. While a case can also be made that the National Guard needs a military reservation, I would point out that the Guard can find training property elsewhere. The City can not look elsewhere for public beach property.

There is a good deal of concern among Commission members that the cost of relocating the State Military Reservation would be expensive. I think there are several solutions to this problem.

A short-term solution would be to let the National Guard remain at the Camp Pendleton main base but give up the beach parcel to the City for use by the public during the tourist season. I feel sure that the federal government will continue to let the National Guard use the beaches at Little Creek for its military exercises. Military personnel could use the ranges at Dam Neck for the small amount of firing which they do.

Military families vacationing at Camp Pendleton could still use the beach. Indeed, military families may find the beach even more pleasant with the addition of City lifeguards, restrooms and comfort stations. The rifle ranges could be closed down and parking areas located where they are now. This is extremely important, because backup property at the beach is at least as important as the beach. False Cape State Park is a perfect example of this. There are six miles of beach, but few people can use them. The same is almost true of Camp Pendleton. Because of the lack of parking and backup facilities, few people can use and enjoy the beach.

Under such a proposal, relocation costs to the National Guard and the State would be minimal. In the future, the entire State Military Reservation should probably be moved from Camp Pendleton because of the recreational value of all of this property to the people of Virginia. But, at a minimum, I think we should act to transfer the 45 acre beach parcel to the City for use by all Virginians. That is the highest and best use of this valuable beachfront property.

MINORITY OPINION
SUBMITTED BY
SENATOR JOSEPH T. FITZPATRICK

The need for additional beachfront with public access should be the most important factor in our deliberations concerning Camp Pendleton. It has been shown that most of the beachfront in Virginia Beach is owned by the federal, State and City governments. Only the City-owned beaches are currently open and accessible to the public.

While the 1,200 feet of beach at Camp Pendleton cannot come close to satisfying the public's need for beaches, it will alleviate some of this pressing problem. Equally important, support facilities which could be built behind the beach and on the main base could maximize use of the Pendleton beach and serve to increase the utilization of City-owned beaches. The other nearby City beaches could be used much more extensively were the City able to locate support facilities nearby. It should be emphasized that these beaches serve all Virginians, not just the residents of Virginia Beach.

Camp Pendleton's primary value to Virginia lies in its land and beachfront. Although replacing its barracks and classrooms at another site may cost money initially, the investment would pay off handsomely in the long run. Existing facilities at Camp Pendleton are old and generally underutilized. If fewer, more modern facilities were built elsewhere on surplus State land, Camp Pendleton's valuable property could be freed for its highest and best use as a recreational area for all Virginians.

In addition, I do not believe the Virginia Army National Guard has demonstrated that Camp Pendleton is essential to its military mission. Although it benefits the Guard, it would benefit the people of Virginia more. Virginia Beach is said to be the only site in the Commonwealth or neighboring states where the air defense artillery units can practice live firing exercises. But the actual firing of these weapons is on adjacent federal property at Dam Neck, not Camp Pendleton. The small arms ranges at Camp Pendleton, located on scarce and valuable beach property, are used infrequently. Ranges at nearby Dam Neck might possibly be used by the Virginia National Guard.

The record shows that 90 percent of the annual training of the Virginia National Guard now takes place at various armories, Fort A. P. Hill and Fort Pickett. In 1977, of the 24,321 total man days which the Guard used Camp Pendleton, 8,130 days were allocated to classroom instruction for officer and non-commissioned officer candidates. The study also indicated that the 76 buildings located on this property were used less than ten percent of the time between January 1976 and August 1978.

The Camp Pendleton beach and main base are used by U. S. military units for amphibious training and evacuation exercises. The U. S. Government owns more than one-third (36 percent) of the beachfront in Virginia Beach. The State should not tie up this valuable property to accommodate the U. S. military when the federal government has adequate beachfront property of its own.

The Virginia National Guard is part of the National Defense Force. It is mobilized and placed under federal control during war or national emergency. The Virginia National Guard should, and does train at federal facilities in the State. Although the U. S. Department of Defense would probably prefer that the State operate its own military reservation, it does lease and license federal property to the National Guards in other states for state military facilities. There are several large federal military bases in Virginia with many acres of land. The possibility of the State building facilities for the Guard on this land, as well as surplus State land, should be investigated.

When the State Military Reservation was established in the early 1900's, the populations of the Commonwealth and Virginia Beach were small compared to the present. Since 1900, the population of the State has grown from 1,854,000 to 5,032,000. Virginia Beach has grown from 11,000 to 224,000 persons.

The State Military Reservation was purchased at a time when there was less of a need for beachfront recreational facilities in Virginia Beach and in a location where there was little development. The growing population in the State and the City, however, has increased the need for beach facilities. Although the Camp Pendleton site may have originally been well suited for a State Military Reservation, it is a poor location today. The value of the property to meet the recreational needs of Virginians far exceeds the value of the Camp to the National Guard.

Camp Pendleton should be relocated and the property, particularly the beach, converted to public recreational uses.

MINORITY OPINION
SUBMITTED BY
DELEGATE C. RICHARD CRANWELL

The Virginia National Guard and the public both have legitimate needs for the Camp Pendleton property. The National Guard has a facility at Camp Pendleton which meets its training needs and provides the Guard with flexibility and adaptability. The Camp Pendleton beach, however, can be used as a beachfront recreational facility without significantly impairing National Guard training.

The beachfront portion of Camp Pendleton is not essential to National Guard training and should be used primarily for public recreation during the summer. National Guard air defense artillery firing is already conducted on Navy property to the south of Camp Pendleton. Amphibious exercises could also be conducted on this property. The Camp Pendleton small arms ranges are used infrequently by Guard units and the beachfront is an inappropriate spot for these facilities. The ranges should be relocated elsewhere on Camp Pendleton or the Guard should do its firing at nearby Dam Neck, where adequate range facilities are available. By relocating the small arms ranges, parking and support facilities could be built which would encourage optimum use of the beach. Overall, National Guard training usage of the Camp Pendleton beach is low. That beach training which is necessary could and should take place on nearby federal property.

Recreation should receive a much higher priority at Camp Pendleton than it is presently accorded. The practice of opening and closing the beach on a daily basis to accommodate training which could easily be done elsewhere has had the effect of severely limiting public use. Few of Virginia's beaches are open and accessible to the public, largely because of federal military installations. The State should take the lead in making this property, which it controls, available to the public.

The National Guard should make the total beach area, not just 600 feet, available for public use during the summer. National Guard beach training should be scheduled at federal sites, or, if at Camp Pendleton, before and after the peak tourist season. If the Guard needs the Camp Pendleton beach area for a specific training purpose, it should be accommodated only on a limited and scheduled basis.

APPENDIX 2

Memorializing the Governor of the Commonwealth of Virginia
and the Virginia delegation to the Congress of the United States
to work for the return of certain portions of Fort Story
to the Commonwealth.

WHEREAS, the Joint Legislative Audit and Review Commission and
a legislative study committee found in their review of the State Military
Reservation at Camp Pendleton and of adjacent communities that
beachfront facilities are a major recreational need in the Commonwealth,
especially in the vicinity of Virginia Beach; and

WHEREAS, in the City of Virginia Beach, the federal government
owns fourteen miles of beachfront property, most of which is closed to
public use; and

WHEREAS, Fort Story Military Reservation, a U.S. Army base
located on Cape Henry in Virginia Beach, contains 1,451 acres; and

WHEREAS, 727 acres of the Fort Story property, including 3,400
feet of beachfront on the Chesapeake Bay, was formerly part of Seashore
State Park and was condemned in 1943 for an expansion of Fort Story; and

WHEREAS, the United States paid the Commonwealth \$131,350
which was significantly less than the appraised value of the property;
and

WHEREAS, the Virginia General Assembly objected to the condem-
nation action and in 1944 stipulated that the proceeds of the condemnation
be used to repurchase the acreage of Seashore State Park taken by the
United States; and

WHEREAS, the Department of Defense has indicated that it will
not transfer to the Commonwealth any portion of Fort Story for public
purposes despite infrequent use of the beachfront for military purposes;
now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring,
That the General Assembly does hereby memorialize the Virginia delegation
to the Congress of the United States to initiate legislative action to
return that portion of Seashore State Park, including 3,440 feet of
Chesapeake Bay beach, which was condemned and taken by the government of
the United States in 1943; and, be it

RESOLVED FURTHER, That the Governor is requested to work to
secure the return of the portion of Seashore State Park which was
condemned and taken by the United States in 1943; and, be it

RESOLVED FINALLY, That the Clerk of the Senate is
directed to prepare and send a copy of this resolution to the Governor
and to each member of the Virginia delegation to the Congress of the
United States in order that they may be apprised of the sense of this
body.

APPENDIX 3

GUIDELINES AND PROCEDURES FOR USE OF CAMP PENDLETON AREAS AND FACILITIES

Recommendation of the Camp Pendleton Study Committee:

To encourage the highest and best use of Camp Pendleton facilities, the Department of Military Affairs should adopt written guidelines and procedures governing its use by non-National Guard users. Guidelines should specify eligibility criteria, and facilities and areas which are available for use. Procedures should:

- 1. provide for a simple application and approval process;*
- 2. guarantee the availability of facilities and areas once a request is approved; and*
- 3. clearly establish the terms and responsibilities of usage.*

A large number of unused facilities at Camp Pendleton are suited to public and civic activities. However, the lack of guidelines governing terms and conditions of use tends to limit civilian utilization of the State Military Reservation. The lack of written procedures may result in misunderstandings between the Department of Military Affairs and civilian organizations concerning the requirements and policies for use of the facilities. Guidelines and procedures should address: user eligibility, an application and approval process, terms and responsibilities of usage, and guaranteed availability.

Eligibility

Federal, State and local governments should be able to use Camp Pendleton facilities and areas if they are not previously scheduled for military training. Appropriate civic groups, as determined by the Adjutant General, should also be allowed to use Camp Pendleton. Past use by such civic groups as the Boy Scouts, the Virginia Beach Jaycees, and similar groups has been appropriate. Department of Defense guidelines governing religious, fraternal, political and similar organizations would be a suitable basis for assessing the appropriateness of other potential users.

Application and Approval Process

Prospective users of Camp Pendleton should be able to request facilities through the Adjutant General or his designated

representative. Application forms and regulations should be readily available to prospective users. Requests should be acknowledged and decisions made on a timely basis.

Terms and Responsibilities of Usage

Conditions of use and responsibilities of the user should be specified in writing by the Adjutant General or his designated representative. Users should be held responsible for site security and facility clean-up. Any costs incurred by the Virginia National Guard resulting from non-VaARNG use of Camp Pendleton should be reimbursed by the user. Such costs may include but are not limited to: security, traffic control, clean-up and damages. A security deposit may be required depending on facilities used. Liability insurance may also be required.

Appropriate user fees should be charged to cover maintenance, utilities and other expenses on cottages, trailers, mess halls, billets, and classrooms.

Long-term use of SMR facilities (more than 14 days) may require contractual arrangements between DMA and the user. The Adjutant General is responsible for approving long-term use of the facilities.

Guaranteed Availability

Once a building or area is approved for usage, its availability should be assured. Subsequently scheduled military training should not be allowed to usurp approved users. However, VaARNG should be allowed to cancel all civilian uses of the SMR during times of emergency or call-up by the governor.

The Adjutant General should publish a description of facilities and areas available to approved users. In general, facilities such as classrooms, billets, and mess halls should be available for use. Specific buildings, such as the headquarters and arms rooms, may be reserved exclusively for military usage. Generally, all areas, including the beach, should be available for use. A list of fees for maintenance and utilities should be published.



City of Virginia Beach

November 7, 1978

The Honorable Omer L. Hirst
Chairman
Joint Legislative Audit and
Review Commission
Suite 1100, 910 Capitol Street
Richmond, Virginia 23219

Dear Senator Hirst:

I read with great interest a local newspaper article which described the JLARC meeting of September 19, 1978, and the discussion of the staff recommendations regarding Camp Pendleton. I understand the staff included ten recommendations which ranged from no change to the status of Camp Pendleton, all the way to complete disposal of the State Military Reservation without replacement. The newspaper article indicated that a straw vote taken at the meeting showed that only one of the members present, Owen Pickett, recommended any change in the status of Camp Pendleton. All of the others unanimously recommended that Camp Pendleton remain as it is under the control of the National Guard.

I was greatly disappointed at this preliminary indication of what the Commission's final recommendations would be. However, not having been at the meeting, and not having heard the presentation by your staff, I assumed that the facts and arguments presented by the National Guard outweighed those presented by Virginia Beach.

I recently received a copy of the JLARC "Exposure Draft on the Camp Pendleton Study" from Mr. Ray Pethtel. As I began reading the report, I assumed on the basis of the Commission's straw vote that the facts would clearly support the National Guard's contention that this property is needed more by the National Guard for military purposes than by the general public for recreational purposes. I was shocked, however, to find that the facts contained in this report do not support that

The Honorable Omer L. Hirst
November 7, 1978
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contention at all. Moreover, based on those facts, I do not understand how JLARC can recommend anything other than converting a portion or all of Camp Pendleton to recreational use.

The facts stated in the report which I believe clearly support Virginia Beach's argument are as follows:

1. Most training at Camp Pendleton takes place in the classrooms. Most Va. ARNG annual training is now done at two federally-controlled major training areas, Ft. A. P. Hill and Ft. Pickett.
2. Many facilities at the main base are under-utilized despite increased training at the SMR in recent years. SMR buildings are used on the average of less than 10% of the time.
3. The Camp Pendleton beach area has had relatively little use as a military training site.
4. Some Camp Pendleton facilities are not fully utilized by the Virginia National Guard. One major land area, the 162 acre forest tract, is not used for military training and could be disposed of without affecting the present training activities of the Guard.
5. The abundance of federal military installations in Virginia is a significant resource used by the Guard. To a large degree, federal resources offset the need for state-supported facilities.
6. Land for a relocated SMR could be provided by purchase of new property or use of surplus state-owned land. There are large tracts of state-owned property which may have the potential for an alternate SMR site, ie., Frederick Campus of Tidewater Community College - 525 acres; Elko Tract - 2,272 acres; Beaumont Learning Center - 1,213 acres.
7. Although Virginia Beach has abundant and high quality beaches, only 1/5 of the city's 37.5 miles of beach property is open and accessible to the general public. Virginia Beach is the only area in the State with a substantial amount of recreational beaches and must satisfy out-of-state as well as state-wide demand for beach.

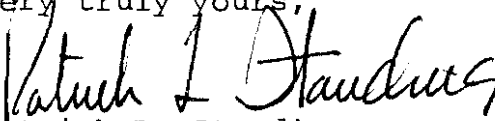
The Honorable Omer L. Hirst
November 7, 1978
Page Three

8. Almost half of Virginia's public beaches (including river, lake, bay and ocean) are located in Virginia Beach. Since Virginia Beach is Virginia's major source of public beach, the city is being challenged to satisfy local, regional, and state-wide demand for ocean beach.
9. According to the Commission of Outdoor Recreation, the current demand for beach facilities exceeds the supply in the State and Tidewater region.
10. The features of the Camp Pendleton property and the characteristics of the surrounding neighborhoods make the SMR an attractive site for public purposes. The physical features of the property, that is, forest land, a lake, open space, beach and dunes, would be conducive to varied public development.
11. The Department of Military Affairs did not disagree with the JLARC finding in 1977 that the forest tract, (162 acres) was surplus to DMA needs.

I believe these facts, taken directly from the draft report, overwhelmingly support our contention that Camp Pendleton is no longer appropriate for exclusive use by the National Guard; but instead should be opened up to greater public use.

The Virginia Beach City Council's support for this proposal is not selfish, to say the least. Since we are the Commonwealth's only tourist beach, we are interested in expanding recreational facilities for all citizens in the state who come to our city. We are not attempting to gain exclusive control over Camp Pendleton for Virginia Beach. We are simply asking that those portions of Camp Pendleton not needed by the Va. ARNG be put under the control of the Division of State Parks and opened up to the entire Commonwealth for recreational purposes.

Very truly yours,


Patrick L. Standing
Mayor

PLS:pjb

cc: Members of the JLARC
Members of the Advisory Task Force



COMMONWEALTH of VIRGINIA

*Department of Military Affairs
Adjutant General's Office
401 East Main Street*

RICHMOND, VIRGINIA 23219

WILLIAM J. McZADDIN
MAJOR GENERAL
THE ADJUTANT GENERAL

VAOT

22 November 1978

Mr. Ray D. Pethtel
Director, Joint Legislative Audit
and Review Commission
Suite 1100, 910 Capitol Street
Richmond, VA 23219


Dear Mr. Pethtel:

After a detailed review of the J-LARC Draft Report on Camp Pendleton, we would like to take this opportunity to compliment your staff on a comprehensive report.

While we agree with the basic report there are several areas that are subjective in nature and we feel compelled to identify the Department of Military Affairs position on these areas. Attached you will find our position on 8 items of concern.

If we can be of future service to your staff, please feel free to contact our office.

Sincerely,


WILLIAM J. McZADDIN
Major General, VaARNG
~~The Adjutant General~~

Incl
as stated

DEPARTMENT OF MILITARY AFFAIRS
REVIEW STATEMENT ON
JLARC CAMP PENDLETON STUDY REPORT

STUDY FINDINGS

Review Item No. 1 - page ii, Current use of Camp Pendleton (pp 1-13) -

The Department of Military Affairs (DMA) feels the first sentence "Camp Pendleton is used predominately by the Virginia Army National Guard and the City of Virginia Beach" is misleading. The main base area along with the forest tract is used predominately by the Va Army National Guard with occasional use by the City of Virginia Beach. The golf course (leased), tennis courts (leased) and public facilities area (leased) are used exclusively by the City of Virginia Beach with absolutely no use by the Va Army National Guard.

Recommended Change No. 1

In keeping with this use pattern we feel the first sentence should read as follows:

"Camp Pendleton is used predominately by the Virginia Army National Guard with occasional use of main base area by the City of Virginia Beach."

Review Item No. 2 - Chapter 1, Current Utilization of Camp Pendleton.

DMA feels that the first sentence of the first paragraph "Camp Pendleton is shared by the Virginia Army National Guard and the City of Virginia Beach" is misleading in that it seems to imply that City of Virginia Beach shares equally in the mandays utilized at Camp Pendleton. Using the manday figures in Table 6 we calculate the DMA to be 80% of mandays used with City of Virginia Beach utilizing 17% which will decrease when the new facilities are opened.

Recommended Change No. 2

In keeping with the current manday utilization and movement of City of Virginia Beach activities to new facilities, we recommend the first sentence, first paragraph, Chapter 1 be changed to read:

"Camp Pendleton is owned and operated by the Virginia Army National Guard with support from the National Guard Bureau. On occasion, the Virginia Army National Guard makes available to the City of Virginia Beach departments certain training areas at Camp Pendleton. During the past decade."

Review Item No. 3 Last Sentence, Para 1, page 6, Cost to operate SMR.

"As winter use of SMR increases, this expense can be expected to be even higher."

Recommended, Change No. 3

In an effort to further clarify the last sentence (shown above) of paragraph 1, it is recommended that the following addition be made:

"As winter use of Camp Pendleton increases, this expense can be expected to be even higher, but State cost will not increase since the buildings and utilities are funded 100% by the Federal Government."

Review Item No. 4 First Sentence, Para 1, page 7.

"Overall, civilian use of Camp Pendleton appears to be significantly greater than military use (Table 5).

To include manday utilization from leased property in total Camp Pendleton utilization appears to be somewhat irregular. Since the City

of Virginia Beach has utilized the main base as well as the leased property, one would expect them to have a substantial advantage of manday utilization of Camp Pendleton area. On the other hand, the Virginia Army National Guard is not permitted to utilize the leased property. We therefore feel it is inappropriate to consider manday utilization on leased property in the same light as property that is used primarily by the Va Army National Guard with occasional use by the City of Virginia Beach.

Recommended Change No. 4. First sentence, Para 1, page 7.

We feel additional clarification is needed. The sentence should read as follows:

"Overall, civilian use of Camp Pendleton leased property appears to be significantly greater than military use (Table 5)."

Review Item No. 5 - the last sentence, Para 2, page 8.

"The opening of the beach was delayed this year because of the inability of the two parties to come to terms on the specific conditions of city usage."

Recommended Change No. 5

The sentence should be changed as follows:

"The opening of the beach was delayed this year because the City of Virginia Beach failed to submit an official request as they had done in previous years."

Review Item No. 6. First sentence, Para 6, page 12.

"Camp Pendleton is used predominately by the Virginia National Guard and the City of Virginia Beach."

Recommended Change No. 6

The following change defines the use pattern with greater clarity:

"Camp Pendleton (main base area) is used predominately by the Virginia Army and Air National Guard. Camp Pendleton leased property is used predominately by the City of Virginia Beach for a recreational area."

Review Item No. 7. Third sentence, Para 3, page 13.

"SMR buildings were built by the federal government to support World War II training levels but are now used approximately ten percent of the time."

Recommended Change No. 7

Delete all after "...World War II training levels."

Review Item No. 8. Last sentence, Para 2, page 18.

"It should be noted, however, that SMR is used for only 10% of VaARNG's total man-day training activity."

No consideration or acknowledgement of the special training requirements were included in the 10% utilization statement. Approximately 8% of the 10% utilization is specialized training which requires the use of Camp Pendleton. Costly alternatives to Camp Pendleton are Camp Perry, Ohio, Camp Blanding, Florida, or Fort Bliss, Texas. In view of the facts we recommend the following change:

Recommended Change No. 8

Add - "...manday training activity, but a significant amount of the 10% can only be accomplished at Camp Pendleton. Alternate training areas for this specialized training are Camp Perry, Ohio; Camp Blanding, Florida; and Fort Bliss, Texas."

APPENDIX 6

HOUSE JOINT RESOLUTION NO. 14

Offered January 16, 1978

*Instructing the Joint Legislative Audit and Review Commission to
conduct a study of Camp Pendleton.*

Patrons-Pickett, Barrow, and McClanan

Referred to the Committee on Rules

WHEREAS, Camp Pendleton was originally established for the use of the Virginia National Guard for Purposes of training; and

WHEREAS, at the time of its creation, the territory contiguous to Camp Pendleton was relatively sparsely populated; and

WHEREAS, since the creation of Camp Pendleton, however, the communities in its immediate environs, particularly the city of Virginia Beach, have grown and developed at an unexpectedly rapid pace; and

WHEREAS, continuing urbanization and increasing population density in the Tidewater area have often confronted local communities with the need to find new areas of land which can be put to use for public purposes; and

WHEREAS, a recent study by the Joint Legislative Audit and Review Commission has raised the possibility of the acquisition of portions of Camp Pendleton, whether by lease, purchase or otherwise, for such public purposes; and

WHEREAS, before undertaking any such action it is highly desirable that the General Assembly make a careful study of the use presently being made of Camp Pendleton and the requirement of the National Guard for training areas; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Joint Legislative Audit and Review Commission be instructed to undertake a study of Camp Pendleton.

The Commission shall investigate the use presently being made of the territory comprising Camp Pendleton, the needs of the Virginia National Guard for training space and facilities, the needs of communities contiguous to Camp Pendleton for land to be used for public purposes, and the degree to which and the conditions under which portions of Camp Pendleton could be used for these public purposes.

The Joint Legislative Audit and Review Commission shall be assisted by a twelve-member advisory task force appointed in the following manner: (i) two members appointed by the Governor of which one appointee shall not hold elective office; (ii) six members

House Joint Resolution 14

appointed by the Speaker of the House of Delegates of which one appointee shall not hold elective office; (iii) four members appointed by the Senate Committee on Privileges and Elections of which one member shall not hold elective office. The recommendations of the Commission shall be approved by a majority of the combined membership of the Joint Legislative Audit and Review Commission and the twelve-member task force appointed herein.

Members of the Commission and task force shall receive the compensation provided in § 14.1-18 and shall also be reimbursed for their actual expenses incurred in the course of study. There is hereby allocated from the general appropriation to the General Assembly a sum sufficient not to exceed three thousand dollars.

The Commission shall complete its work and report its findings and recommendations to the Governor and General Assembly on or before December one, nineteen hundred seventy-eight.

JOINT LEGISLATIVE AUDIT AND REVIEW COMMISSION

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