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DEPARTMENT OF THE AIR FORCE WASHINGTON D C  
PROPOSED REDUCTION OF LORING AIR FORCE BASE, MAINE.(U)  
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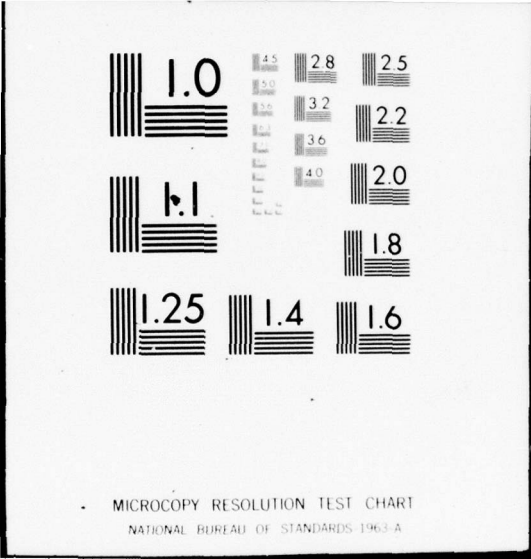
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IMPORTANT

NOTE TO READERS

THIS STATEMENT IS ORGANIZED TO FACILITATE EASE IN MOVING FROM GENERAL OR SUMMARIZED INFORMATION TO SPECIFIC AND DETAILED INFORMATION. THE STATEMENT IS THE AIR FORCE'S REPORT TO PROVIDE VISIBILITY AND QUANTIFICATION, WHERE POSSIBLE, OF THE ISSUES. THE ANNEXES OR BACKGROUND STUDIES LISTED IN THE BIBLIOGRAPHY PROVIDE DETAILED INFORMATION AND BASELINE DATA USED IN THE PREPARATION OF THE STATEMENT. TO INSURE COMPLETENESS OF THE DATA GATHERING PROCESS, CONTRACTOR STUDIES WERE COMPLETED FOR BASES OTHER THAN THE CANDIDATE, WHERE THOSE BASES WERE SCRUTINIZED MORE CLOSELY IN THE EXAMINATION OF POSSIBLE ALTERNATIVES. THE SUMMARY SHEET AND TABLE OF CONTENTS SHOULD BE CAREFULLY REVIEWED BEFORE PROCEEDING THROUGH THE STATEMENT. IMMEDIATELY FOLLOWING THE TABLE OF CONTENTS IS A GLOSSARY AND THE STANDARD AIR FORCE ENVIRONMENTAL REFERENCING NUMBER SYSTEM (AFERN) USED IN THIS STATEMENT AND SCIENTIFIC STUDIES SHOWN IN CHAPTER X, BIBLIOGRAPHIC REFERENCES.

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SUMMARY SHEET  
DRAFT ENVIRONMENTAL STATEMENT

CANDIDATE ACTION FOR THE REDUCTION OF LORING AIR FORCE BASE,  
MAINE

Administrative Action

CONTACT FOR COMMENTS

This statement was prepared by the United States Air Force. Dr. Billy Welch, Special Assistant for Environmental Quality, Office of the Secretary of the Air Force (SAF/ILE), Washington, D.C. 20330, telephone number (202) 697-9297, should be contacted for additional information about the candidate action. Any comments concerning this candidate action should also be addressed to Dr. Welch.

DESCRIPTION SUMMARY

The imperative need to manage the resources of the Air Force with less while maintaining the combat capability of its forces has led to a renewed review of all base operating functions, activities, and installations. The Congress has also recognized this need and has mandated reductions in headquarters and support manpower. In this regard, the United States Air Force has determined that the following candidate action would reduce excess capacity and result in substantial resource savings without detriment to combat capability, and that this candidate action merits detailed study. The action is to reduce Loring AFB ME to a forward operating base by inactivating the 42 Bombardment Wing (BMW) and its supporting operational and maintenance squadrons. The 14 B-52G aircraft would be re-located to remaining installations that support the same weapon systems. The 30 KC-135 aircraft assigned to Loring AFB would be relocated and transferred to the Air Reserve Forces. Selected tenant organizations would be retained because of special mission requirements; specifically, the 4000 Aerospace Applications Detachment and the 49 Fighter Interceptor (FIS) detachment (two F-106 aircraft on day-to-day alert). Additionally, a strategic wing would be activated to maintain the base as a forward operating location supporting day-to-day alert operations for approximately 10 KC-135 rotational aircraft and capable of supporting contingency operations. The level of maintenance would be adequate to permit quick restoration of the base to its current operational level as a hedge against future threats to the national security of the

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United States. This action would be completed by the end of FY 77. The B-52 aircraft from Loring would be redistributed as unit equipment: two aircraft each to Fairchild AFB WA, Ellsworth AFB SD, Blytheville AFB AR, Barksdale AFB LA, and Griffiss AFB NY. One each would be transferred to Castle AFB CA, Seymour Johnson AFB NC, Robins AFB GA, and Mather AFB CA.

The FY 4/77 Loring manpower authorization of 3,300 military and 900 civilians\* positions would be reduced by approximately 2,600 military and 250 civilian positions leaving residual authorizations of approximately 700 military and 650 civilian positions. This preliminary estimate will be refined during the detailed operational and economic impact studies. Further, this residual manpower assumes maximum reliance on contractual services for base operating support. A cost benefit analysis will be conducted to determine if contractual arrangements for base operating support would be more economical. Included in the projected residual civilian strengths are approximately 250 civilians which would be either inservice Department of Air Force or contractor employees, depending on the results of the cost benefit analysis. Current aircraft operations at Loring generate a total of approximately 3,330 takeoffs, landings, and low approaches monthly. The 49 FIS F-106s contribute a total of approximately 64 takeoff, landings, and go-arounds monthly. Aircraft operations at Loring would be reduced to zero B-52 and approximately 25 KC-135 takeoffs, landings, and go-arounds monthly. No change would occur in the F-106 operations.

#### ENVIRONMENTAL EFFECTS SUMMARY

LORING AIR FORCE BASE AREA: As a result of this candidate reduction, the natural environment should improve due to the decrease in aircraft operations. The socio-economic impacts, however, could be severe in the areas of unemployment, housing vacancy, school enrollments and funding. Mitigating measures such as the President's Economic Adjustment Committee (EAC) are available to affect communities.

> The impacts resulting from the additional one or two aircraft at nine bases are generally minor, involving a slight increase in noise and air pollution.

For a more detailed summary and specific quantifications of impacts in the Loring area, please turn to Page 17, Chapter III, PROBABLE IMPACT OF THE PROPOSED ACTION ON THE ENVIRONMENT.

#### ALTERNATIVES SUMMARY

ALTERNATIVE NO. 1: Relocate active forces presently assigned to Blytheville AFB and close the base by end FY 77.

\*900 civilians include estimate of contractor, Army/Air Force Exchange Service, non-appropriate fund, as well as inservice Department of Air Force authorizations.

ALTERNATIVE NO. 2: Relocate active forces presently assigned to Wurtsmith AFB and close the base by end FY 77.

ALTERNATIVE NO. 3: No action or status quo.

NOTE: This DEIS was made available to the Council on Environmental Quality and the public in September 1976.

DISTRIBUTION OF THE DRAFT ENVIRONMENTAL STATEMENT

Copies of the Draft Environmental Statement (DES) have been provided for review and comment to the individuals, organizations and public agencies listed below. Other people wishing to comment on this DES may obtain copies by writing to the information officers at either Lorino AFB, Blytheville AFB, or Wurtsmith AFB; their addresses are:

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## GLOSSARY

### Air Installation Compatible Use Zoning (AICUZ) -

A Department of Defense Program designed to prevent the degradation of mission capability due to encroachment and to protect local citizens from noise and accident hazards associated with flying activities.

### Air Reserve Forces -

All units, organizations, and members of the Air National Guard of the United States and the United States Air Force Reserve.

### EWO - (Emergency War Order)

The order issued by competent authority to launch combat-ready weapon systems maintained in readiness for or generated for war-time strike operations.

### Fiscal Year (FY) -

Twelve month period selected for accounting purposes. The fiscal year is designated by the calendar year in which it ends. FY 77 begins 1 October 1976 and ends 30 September 1977.

### MCP - (Military Construction Program)

Those funds appropriated by Congress and accruing to the DOD, utilized to construct real property facilities and provide real property installed equipment in support of the stationing of US forces and the maintenance of weapon systems.

### NOA - (Non-Operating Active)

An allowance of aircraft over and above the authorized unit equipment to permit heavy maintenance, modifications, and inspect and repair as necessary without reduction of numbers of units available for operations. The normal allowance is ten percent of unit equipment for combat systems, five percent for trainers, and two percent for support aircraft. No funds, manpower, or flying hours are allocated for these aircraft in the Air Force budget. Included are other aircraft in nonflyable status when they are programmed to be eventually returned to active flying.

### SIOP - (Single Integrated Operational Plan)

The SIOP is a nuclear war plan which incorporates all United States nuclear weapons systems into a single plan for application against a potential enemy.

### Tenant -

A unit, other organization, detachment, or person assigned to one commander and under the operational control either of the commander to whom assigned, or of another, but occupying or using, on a more or less permanent basis, certain quarters or other real property under the jurisdictional control of a different commander.

Unit Equipment

The number of operating active aerospace vehicles authorized to a unit for performance of its operational mission. The unit equipment authorization forms the basis for the allocation of operating resources to include manpower, support equipment, and flying hour funds.

STANDARD  
AIR FORCE ENVIRONMENTAL REFERENCE NUMBER (AFERN)  
SYSTEM

This "index" is the standard environmental attribute identification system used by the Air Force and adapted for ease in finding information within this statement.

<u>AFERN</u>	<u>ENVIRONMENTAL ATTRIBUTE</u>
3.0	<u>NATURAL ENVIRONMENT</u>
3.1	<u>EARTH</u>
3.2	<u>WATER</u>
3.2.1	HYDROLOGY
3.2.2	WATER QUALITY
3.2.3	POLLUTION
3.3	<u>AIR</u>
3.3.1	METEOROLOGY
3.3.2	EMISSIONS INVENTORY
3.3.3	AMBIENT AIR QUALITY
3.3.4	ON BASE SAMPLING LOCATION AMBIENT AIR QUALITY (OPTIONAL)
3.4	<u>BIOTIC ENVIRONMENT</u>
3.4.1	PLANTS
3.4.2	ANIMALS
3.5	<u>RESOURCES (OPTIONAL)</u>
3.5.1	FUEL RESOURCES
3.5.2	NONFUEL RESOURCES

3.6	<u>SPECIAL INTEREST AREAS</u>
3.7	<u>NATURAL HAZARDS</u>
4.0	<u>HUMAN ENVIRONMENT</u>
4.1	<u>DEMOGRAPHIC</u>
4.1.1	POPULATION
4.1.2	ETHNIC/RACIAL DISTRIBUTION
4.1.3	MARITAL STATUS
4.1.4	HOUSEHOLD COMPOSITION AND SIZE
4.1.5	EDUCATIONAL ACHIEVEMENT, PERSONS 25 YEARS OF AGE AND OLDER
4.1.6	INCOME LEVELS (FAMILY)
4.1.7	OCCUPATION BY CATEGORY
4.2	<u>ECONOMIC CHARACTERISTICS</u>
4.2.1	DEFINITION OF REGION
4.2.2	EMPLOYMENT
4.2.3	PUBLIC FINANCE
4.2.4	BASE PROCUREMENT
4.2.5	HOUSING
4.2.6	SUMMARY OF THE REGION'S ECONOMY
4.3	<u>INSTITUTIONAL CHARACTERISTICS</u>
4.3.1	GOVERNMENT
4.3.2	DECISION PROCESS
4.3.3	EDUCATION
4.3.4	MEDICAL

- 4.3.5 COMMUNITY SERVICES AND FACILITIES
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  - 4.5.7 MAINTENANCE/AIRCRAFT GROUND OPERATIONS
  - 4.5.8 OPERATIONAL CHANGE EVALUATION

## I. INTRODUCTION

### A. DESCRIPTION OF PROPOSED ACTIONS

Severe budget restraints and the effects of inflation require the Air Force to examine every possible method to reduce costs. Congressional direction (Senate Armed Services Report No. 94-146, May 1975) has been clearly given that the Air Force is expected to take reductions in support activities. As a result of force reductions and adjustments, the AF has greater strategic bomber and tanker basing capability than it requires. In considering ways of reducing this excess capacity, it has been determined that the reduction could be achieved at significant manpower and dollar savings by realigning the SAC base structure.

The Air Force is in the process of transferring 128 KC-135s from the active forces to the Air Reserve Forces to comply with Secretary of Defense Program Decision Memorandum (PDM) dated 29 July 1974 as amended 22 August 1974. The transfer of aircraft to Reserve Force units was begun in the summer of 1975 and has been proceeding at a rate of one unit conversion (eight aircraft) per fiscal quarter. With the knowledge and experience we have gained with this program, we are convinced that we can now successfully convert two Air Reserve Force Units per fiscal quarter. This increased rate of conversion would more quickly bring the Air Reserve Forces into the strategic mission and advance by one year the retirement of older, less efficient weapon systems presently operated by the Air Reserve Forces.

In addition to the transfer of KC-135s from the active force, there are programmed or possible adjustments that affect the B-52 forces. One squadron of B-52s is to be transferred to nonoperating active status, and one squadron of B-52s can be redistributed to other installations already equipped with similar aircraft and possessing some excess capacity. These actions would reduce the number of B-52 squadrons by two while still retaining the strategic operational capability. The net effect of these actions, within the Strategic Air Command basing structure, is a capacity in excess of requirements.

Strategic Air Command B-52s and KC-135s are, in general, located on installations that also support other Air Force missions. There have been no concurrent drawdowns in other activities collocated with the strategic forces, and, consequently, the redistribution of strategic forces from these installations would not generate large savings in support costs as the installations would still be required to support the other major activities. Maximum savings, therefore, can be realized by closure or reduction of those installations presently supporting a single major B-52/KC-135 mission.

As a result of a preliminary review, the Air Force has determined that the following candidate action would result in substantial resource savings without detriment to combat capability, and that this candidate action merits detailed study.

#### CANDIDATE ACTION

Reduce Loring AFB ME to a forward operating base by inactivating the 42 Bombardment Wing (BMW) and its supporting operational and maintenance squadrons. The 14 B-52 aircraft would be relocated to remaining installations that support the same weapons systems. The 30 KC-135 aircraft assigned to Loring AFB would be transferred to the Air Reserve Forces. Selected tenant organizations totalling about 250 personnel would be retained. The 4000 Aerospace Applications Detachment and the 49 Fighter Interceptor (FIS) Detachment (two F-106 aircraft on day-to-day alert) have special mission requirements. Additionally, a strategic wing including about 650 personnel would be activated to maintain the base as a forward operating location supporting day-to-

day alert operations for approximately 10 KC-135 rotational aircraft and capable of supporting contingency operations. The level of maintenance would be adequate to permit quick restoration of the base to an operational level capable of acting as a hedge against future threats to the national security of the United States. This action would be completed by the end of FY 77.

The B-52 aircraft from Loring would be redistributed as unit equipment: two aircraft each to Fairchild AFB WA, Ellsworth AFB SD, Blytheville AFB AR, Barksdale AFB LA, and Griffiss AFB NY. One each would be transferred to Castle AFB CA, Seymour Johnson AFB NC, Robins AFB GA, and Mather AFB CA. These actions were assessed in separate document (Chapter X, Bibliographic References) and it was determined that there would be no significant environmental impacts at these gaining bases.

The assigned personnel would be reduced from the 31 March 1976 level of approximately 3650 military and 980 civilians to a residual force of 700 military and 650 civilian at end of FY 77. These estimates are based on the assumption that contractual services would be used to the maximum feasible extent for base operating support, contingent upon a cost benefit analysis to determine if such would be more economical than using in-service employees. The projected residual civilian level (650) includes an estimated 250 contractor personnel, but the total is assumed to be the same with either Department of Air Force (DAF) or contractor employees.

An analysis of the proposed reduction is shown in the following table:

	<u>Officers</u>	<u>Airmen</u>	<u>Total Military</u>	<u>Civilian</u>				<u>Total</u>	<u>Total Personnel</u>
				<u>DAF</u>	<u>Contractor</u>	<u>NAF</u>	<u>AAFES</u>		
Assigned	550	3100	3650	650	30	210	90	980	4630
Number Reduced	490	2460	2950	440	(+220)	40	70	330	3280
Residual After Action	60	640	700	210	250	170	20	650	1350

The assigned numbers on 31 March 1976 exceeded FY 77 authorizations because of on-going program changes and Air Force wide reductions in authorizations. For the purpose of this environmental

evaluation, the impacts resulting from the total loss of personnel from the 31 March 1976 level (4630) to the residual force (1350) will be used. However, a reduction of 330 military and 80 DAF civilians bringing the assigned numbers down to the FY 77 authorizations of 3300 military and 900 civilians will occur without regard to this candidate action.

#### B. EXISTING SITE CHARACTERISTICS

This section provides a general description of the existing (baseline) environment of Loring AFB and the surrounding communities which may be affected by the candidate action.

#### HISTORY

The initial work was started on this base in June 1946 by the Corps of Engineers, New England Division, US Army, on a tract of virgin land which was 80% forest and 20% farmland. This is one of the first bases designed as an Air Force installation and not converted from an old Army field. During the initial construction period, extending from 1946 until 1953, Loring was garrisoned by a small force of Air Force personnel designated only as a base detachment. Later the detachment was redesignated the 4215th Base Service Squadron, and, as Loring grew in importance, the squadron became the 4215th Air Base Squadron.

On 25 February 1953, the 42 BMW was activated as the first strategic operational unit to be assigned to Loring AFB. The smaller air base squadron was deactivated and its personnel and equipment merged with the 42 BMW. The 42 BMW has been at Loring since that date.

On 1 October 1954, in keeping with the Air Force policy of honoring its heroes, the name of this base officially was changed from Limestone AFB to Loring AFB.

Major Charles J. Loring, Jr., enlisted in the Air Force in 1942 and served as a fighter pilot in the European Theatre and was shot down over Belgium. He spent five

months in a German prisoner of war camp and emerged from the Second World War having won the Distinguished Flying Cross and the Air Medal. Major Loring died on 22 November 1952 while leading a jet dive-bombing mission over Korea against Red gun emplacements that were harassing friendly United Nations troops. According to an Air Force citation, he deliberately dived his damaged aircraft into an enemy artillery installation thereby destroying it. It was his 51st combat mission.

#### LORING AIR FORCE BASE AREA

Loring AFB is located in Aroostook County, which is considered to be the region of influence of the base. The county covers some 6,805 square miles and is largely a forest and potato farming area. The County Seat is in Houlton which is approximately 60 miles south of the base. Presque Isle, about 25 miles from Loring, Caribou about 10 miles; and Fort Fairfield about 11 miles away comprise the largest cities in the region of influence. Limestone is located adjacent to the base.

The description of the Loring AFB study area is cross-referenced with the standard Air Force Environmental Reference Number (AFERN) Index System.

#### NATURAL ENVIRONMENT (AFERN 3.0)

##### EARTH (AFERN 3.1)

Loring AFB is located on a plateau and is built on former farmland, forest areas, and shallow swamps. The basic bedrock of the area is limestone, and the subsoils, of glacial origin, range from compressible clay to well graded gravel.

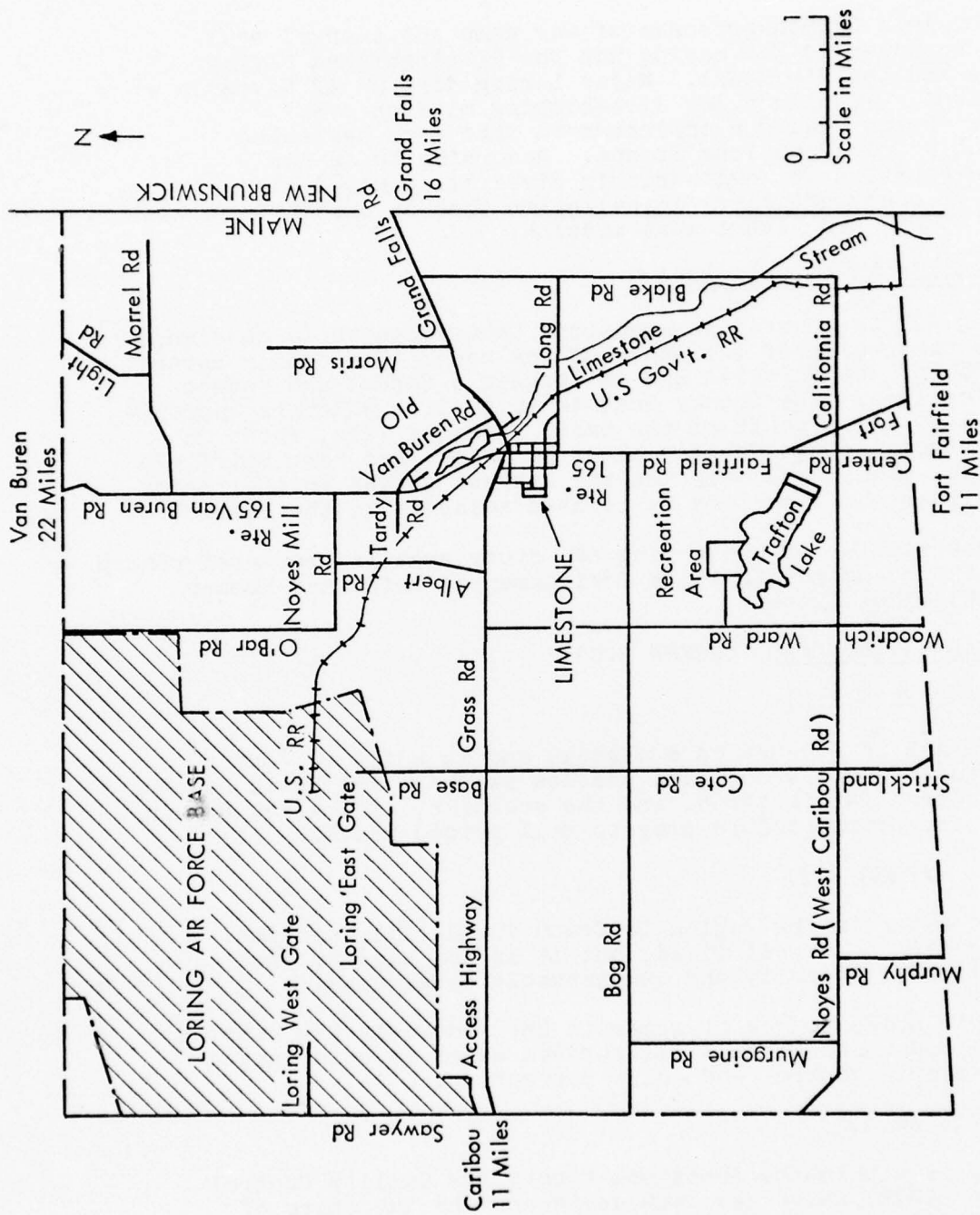
##### WATER (AFERN 3.2)

Ground water in the region is found in glacial deposits. Loring AFB has a well field, but it is not used due to insufficient capacity and unacceptable water quality.

Loring's prime source of water is the Madawaska Dam complex on the Madawaska River. All surface water is chlorinated for bacteria control and color correction.

##### AIR (AFERN 3.3)

Loring is within the Aroostook County Air Quality Control Region (AQCR) which has been designated by the State of Maine for the purpose of developing a plan to attain and maintain national ambient air quality standards for the region. The ambient air quality levels for particulates,



Loring AFB and Limestone, Maine

sulfur dioxide, nitrogen oxides, carbon monoxide and photochemical oxidants, currently are within stringent standards (Priority III Secondary Levels). The six boilers of the Loring Central Heating Plant are listed in the Point Source Listing as reported to EPA. These sources are in compliance with EPA standards.

BIOTIC ENVIRONMENT (AFERN 3.4)

The Biotic Environment of Loring AFB contains 8,881 acres of which 1,453 acres make up the main installation. Nearly 6,280 acres of land are under multiple use management of natural resources and 5,020 acres of this are classed as commercial forest.

As of May 1974, there was no known federally listed threatened or endangered species of animals existing within two-mile radius of Loring AFB although the State of Maine has several listed species elsewhere within the state. Overall, the area contains no habitat unique from commercial timberland surrounding the base.

HUMAN ENVIRONMENT (AFERN 4.0)

DEMOGRAPHIC (AFERN 4.1)

POPULATION (AFERN 4.1.1)

The region experienced a 10% population growth from 1950-1960 and a population decrease of about 12% from 1960-1970 principally because of the closing of Presque Isle AFB. The population of the principal communities surrounding Loring AFB is as follows:



LOCATION	<u>1 Apr 70</u>	<u>1 Jul 73</u>
Aroostook County	94,078	96,169
Limestone	10,360	9,802 *
Caribou	10,419	11,074
Presque Isle	11,452	12,049
Fort Fairfield	4,859	4,697

Since the 1970's, there has been a slight increase in population due to the increased opportunities for jobs brought by the county's industrial expansion.

ECONOMIC CHARACTERISTICS (AFERN 4.2)

EMPLOYMENT (AFERN 4.2.2)

The Caribou/Presque Isle Labor Area has been designated by the Department of Labor as an area of persistent unemployment. The annual average unemployment rate for this area during 1975 of 10.9% was based on a labor force of 37,200. The State of Maine, by comparison, had a 1974 average unemployment rate of 6.7% with a labor force of 439,000.

The total annual payroll of Loring's 4,300 military and DAF employees is approximately \$39.5 million (does not include NAF, AAFES and contractor payroll).

PUBLIC FINANCE (AFERN 4.2.3)

The primary sources of revenue are property and income taxes. Based on fiscal year 1972 figures, the County of Aroostook general revenue total was \$33.9 million. Of this amount, almost 47% was obtained from taxes. The property tax was \$116 per capita. The Federal Impact Assistance Program for schools, as established by PL 81-874 and PL 93-380, provides almost \$1.0 million annually to public schools attended by children of federal employees in the area.

\* Includes Loring AFB.

#### BASE PROCUREMENT (AFERN 4.2.4)

In addition to the payroll generated at the base, there are also contributions to the regional economy in terms of local procurement. In 1975, \$12.7 million was awarded to local contractors. Of this amount, \$7.3 million was for procurement awards and \$5.4 million was for construction.

#### HOUSING (AFERN 4.2.5)

As of December 1975, the total number of housing units in Aroostook County, exclusive of Loring military family housing, was about 27,890. New housing has increased only about five percent in the six-year period from 1970 through 1975. As of 1970, about 70% of the housing stock consisted of single-family detached units, the majority of these valued at less than \$20,000. About 69% of the housing in the county was built before 1950.

The homeowner vacancy rate for housing in 1970 was 10.4% and it increased to 11.9% in 1975. As of January 1975, the military personnel living off base owned 246 houses, 127 trailers, and rented 103 housing units. By Air Force standards, 69 of these families were occupying inadequate housing units. Loring AFB has 1996 units of military family housing of which 251 units are located at off-base sites within the county.

#### INSTITUTIONAL CHARACTERISTICS (AFERN 4.3)

##### GOVERNMENT (AFERN 4.3.1)

The nearest local government jurisdictions to Loring AFB are those located in Limestone, Caribou, Fort Fairfield and Presque Isle ME. The local governments are of the city or town manager form.

Loring AFB is involved with many local jurisdictions other than local governments. Among these are the Limestone, Caribou, Fort Fairfield, and Presque Isle School Districts, the Central Aroostook Soil and Water Conservation District, the Maine State Environmental Protection Agency for the Northern District of Maine, the Presque Isle Water District, and the Northern Maine Regional Land Use Planning Commission.

Limestone and Caribou having zoning ordinances which separates the areas adjoining Loring AFB as rural, residential, and farming.

EDUCATION (AFERN 4.3.3)

Caribou, Limestone, Caswell Plantation, and Presque Isle school systems are the principal providers of schooling for Loring AFB dependents. Military and civilian dependents account for about 23% of the total enrollment at these schools. The Limestone system has the largest concentration of dependents, 1428 out of a total enrollment of 2028 (70.4%). All of these school systems are currently operating at near capacity. Northern Maine Vocational/Technical, University of Maine at Presque Isle, Ricker College, with campuses at Presque Isle and Caribou, and Husson College at Caribou are the facilities of higher education in the area. Enrollment at these institutions by Loring dependents or employees ranges from about 3.5% to 22%.

Degrees are offered on base through the University of Southern California and the University of Oklahoma.

MEDICAL (AFERN 4.3.4)

There are five civilian hospitals with a 312 bed capacity with in the Loring AFB region.

The medical facilities on base include a 10-chair dental clinic and a 100-bed hospital that offers all the facilities of a medical center. The hospital handles about 5,700 out-patient and 24 in-patient visits per month. Retired military account for 80 out-patient and 25 in-patient visits per month.

#### COMMUNITY SERVICES AND FACILITIES (AFERN 4.3.5)

Formal agreements with the City of Presque Isle for police and Fire Protection of Bon Aire Family Housing in Presque Isle are in effect. In addition, a formal agreement for mutual aid in fire protection exists between Loring AFB and the Fire Department of the City of Van Buren. Loring AFB has an agreement with the Aroostook Mental Health Center at Fort Fairfield which provides for out-patient treatment for clients of the Loring Alcohol Abuse Rehabilitation Program.

Base recreational facilities include a recreation center, bowling center, auto hobby shop, recreation workshop, golf course and club house, youth center, gymnasium, pool complex, ski chalet and slope. A separate outdoor recreation area, Dow Pines, located near Aurora, ME, about 180 miles south, is maintained by the base.

#### ACTIVITY SYSTEMS AND PLANS (AFERN 4.4)

##### TRANSPORTATION (AFERN 4.4.1)

The only civilian airport in the area is the municipal airport located at Presque Isle about 25 miles south of Loring AFB. A military bus makes round trips to the airport twice a day.

The only rail terminal in the area is at Limestone, and it serves the Bangor and Aroostook Railroad. The base has 10 miles of military rail tracks which originate at the Town of Limestone. The base rail system transports 30 tons of cargo a month, most of it being coal for the Base Heating Plant. No passenger service exists.

Highway Route 81 is the only road that connects the base (East and West gates) to the towns of Limestone and Caribou. The road is adequate to handle all traffic conditions.

The internal road system for the base handles the traffic well.

##### UTILITIES (AFERN 4.4.2)

Various utility systems are in existence to meet the needs of Loring AFB. The base proper is capable of providing its own utilities without drawing on any system from the surrounding communities. It has its own water connection to the Madawaska River and treatment plant, complete sewage

collection system and treatment plant, central heating plant, and electric power generating plant. Off peak electric power is purchased from the local power company through an interconnect at the generating plant. This is the only exchange of utilities either from or to the local community area.

The average daily flow of sanitary sewage is 1.35 million gallons per day (mgd) and the plant is operating at capacity. It is overloaded by infiltration at times, but overall, the plant is in good condition. Current data indicates that the treatment plant is in compliance with the final effluent requirements of the Environmental Protection Agency's National Pollutant Discharge Elimination System (NPDES) permit. A \$6.5 million advanced waste treatment plant is programmed for FY 80 in order to comply with 1983 standards.

Loring receives bulk shipments of jet fuel, heating oil and gasoline via a six-inch government-owned pipeline about 200 miles long from Searsport ME.

All solid waste is disposed of in a base sanitary landfill which has a life expectancy of 10 years.

#### LAND USE (AFERN 4.4.3)

Loring AFB is situated approximately in the center of Aroostook County which is a land mass larger than the combined area of Rhode Island and Connecticut. Aroostook County has basically an agriculturally-oriented economy.

The life style and income revolves around the potato industry. The area is made up almost entirely of farmland and forest. Throughout the region, there is a positive relationship between agricultural lands and those soils best suited to farming. In the settled part of the region, areas marked by woodland are generally of little agricultural value and are often characterized by poor drainage and steep slopes.

Wilderness-oriented outdoor recreation, while not a dominant land use in terms of acreage in this area, is important economically as numerous hunting and sporting camps are located in the region.

In the future, the existing regional land use pattern is expected to continue. Population loss should be most notable in the very rural areas of the region. Economic centers probably should remain unchanged with the majority of activity taking place in the Presque Isle, Caribou, and Fort Fairfield areas.

Encroachment of Loring AFB has not reached a problem stage, but a need to control and regulate future growth and development is evident. Loring enjoys an excellent relationship with local communities, and there are no significant conflicts between the base mission and civilian communities.

AIR OPERATIONS CHARACTERISTICS (AFERN 4.5)

The Loring AFB terminal airport area includes the airspace within a horizontal radius of five statute miles from the geographic center of the aerodrome, extending from the ground level to 3,000 feet. Current aircraft operations at Loring generate approximately 3,330 total takeoffs, landings and low approaches monthly. The 49 FIS F-106A's contribute approximately 64 of the total operations.

II. RELATIONSHIP OF THE PROPOSED ACTION TO LAND USE PLANS, POLICIES, AND CONTROLS

LORING AIR FORCE BASE AREA

LAND USE (AFERN 4.4.3)

EXISTING LAND USE (AFERN 4.4.3.1)

According to the 1970 Conservation Needs Inventory (Soil Conservation Service, U.S. Department of Agriculture) about 97.5% of this large county is forest land. Over 90% of this forest land is owned by a few large private companies. Essentially all of the agricultural land and urban or urbanizing areas are in the northeastern portion of the county where they tend to follow the river basins and more fertile flood plains.

The region around the base is basically agricultural; the economy of this area is significantly influenced by potato production. The potato industry is presently in a transition stage which is gradually affecting the region's land use patterns. Agricultural labor is being displaced by mechanization. At the same time the potato processing industry is absorbing an increasing percentage of the potato crop and sales of potatoes in bulk to processing plants are replacing a significant portion of the bagged potatoes once trucked out of the county. Both trends encourage expansion of a more industrialized farming operation. Throughout northeastern Aroostook County the average size of farms has been increasing as large growers and cooperatives expand. Population throughout the area has been simultaneously declining between 1960 and 1970 as a result of the reduced demand for farm labor and the closing of Presque Isle Air Force Base. Since 1970, however, there has been a slight increase in population.

LAND OWNERSHIP AND VALUE (AFERN 4.4.3.2)

According to Mr. James Baressi, Director of the Northern Maine Regional Land Use Planning Commission, the announcement of the candidate reductions at Loring AFB has significantly altered the land market throughout the area. Since accurate baseline data on land values cannot be ascertained, the proposed action's impacts on land values cannot be quantified. It is probable that the greatest instability in ownership and especially market value would occur on those lands currently used for: area housing developments, apartment complexes, mobile home courts, amusement and recreation buildings, professional and mercantile buildings

whose business volumes are most dependent on the expenditures of the base employees, and service stations, and restaurants located near the base or on the main travel routes to and from the base.

#### FUTURE LAND USE (AFERN 4.4.3.3)

Since Loring AFB proper would continue in use for military purposes, the immediate primary impacts on existing land uses would result from the displacement of approximately 2,950 military and 200 civilian personnel from the impact area. About 550 total housing units scattered throughout the area and particularly in residential land in communities of Limestone, Caribou, Presque Isle, and Fort Fairfield would be vacated by October 1977.

Base-associated personnel live in some of the deactivated farmsteads near the base; several trailer parks within one mile of the base are also commercially maintained through use by base personnel. Residential use of these farm houses and mobile homes would be largely terminated.

Operators of commercial establishments such as markets, service stations, and restaurants near the base would likely either relocate nearer to population centers or move from the region. The vacated farmstead lands would probably revert to agricultural, forest land, and wildlife uses. Due to the proximity of the base to the community of Limestone; scattered developments (residential and commercial) along State Highway 89, Sawyer Road, O'Bar Road, and adjoining roads in Limestone Township would probably be largely either vacated or relocated by their owners.

Vacancies in commercial establishments would also occur in the commercial area of Limestone, and to a lesser extent, in Caribou, Presque Isle, and other communities most dependent on the base for economic stability (see ECONOMIC CHARACTERISTICS, AFERN 4.2 in Chapter III). Wherever businesses are presently operating as marginal concerns, there would likely be a decline in commercial land use.

The greatest impact on future land use resulting from the candidate action would be an immediate decline in the rate of development of urbanizing areas due to the economic losses sustained by local communities. For example, data on the number and type of building permits issued over the last five years in Limestone, Presque Isle, and Caribou indicates that residential-related development has dominated the building industry since over 75% of the

new construction permits issued in the last five years in these communities were for residential units and/or mobile homes. A great amount of this residential development was directly and indirectly generated by the presence of Loring AFB. A sudden rise in housing vacancies in these communities would retard new development in urbanizing areas. This slowdown would continue throughout the transition period until the region begins an economic recovery process.

During the necessary period of adjustment, neighborhoods which already are showing signs of decline would likely deteriorate more rapidly; relatively well-maintained housing stock, including mobile home developments, and scattered commercial pockets would be vulnerable to early stages of reduced investment and disrepair.

### III. PROBABLE IMPACT OF THE PROPOSED ACTION ON THE ENVIRONMENT

#### LORING AIR FORCE BASE AREA

##### NATURAL ENVIRONMENT (AFERN 3.0)

##### EARTH (AFERN 3.1)

The candidate action should not generate adverse effects or significantly alter the fundamental physiographic, geological or soil characteristics and properties of the area. Surface and subsurface conditions should remain essentially the same since no construction projects are involved under either alternative. Erosion might be a factor, but since the phase-down would be to a caretaker status, rather than closure, cantonment plantings would likely be maintained. Solid waste or refuse generated should decrease. The overall effect of this reduction should be minimal, and the useful life of sanitary landfills in the area should be extended slightly.

##### WATER (AFERN 3.2)

A decrease in demand on water supplies and a decrease in discharges of wastewaters on base and in the civilian community is anticipated. The decreases on base would result directly from the decrease in employee population, and the decreases in the civilian communities would result from the decrease in families residing in the area. Decreased demands caused by decreased industrial activity would be negligible.

The effect of decreased demands on water supplies and water quality should be favorable. This is especially true in the case of the wastewater load on the Loring sewage treatment plant which is operating at capacity. The average flow 1.35 mgd should be reduced in proportion to base population loss or down to about 0.40 mgd. The programmed \$6.5 million project to upgrade the wastewater treatment plant (Chapter I, AFERN 4.4.2) would require re-evaluation if the reduction occurs.

AIR (AFERN 3.3)

A decrease in air pollutant emissions roughly proportionate to decreases in human and aircraft activities (about 70% and 90% respectively) would result.

BIOTIC ENVIRONMENT (AFERN 3.4)

A reduction of Loring AFB would have only a slight and perhaps beneficial effect on the biota.

HUMAN ENVIRONMENT (AFERN 4.0)

DEMOGRAPHIC (AFERN 4.1)

POPULATION (AFERN 4.1.1)

The military personnel would be transferred to other bases while the civilians would either be offered jobs at other bases, retired, or would have to seek other employment. It was assumed that 60% of the civilian employees would leave Aroostook County. The distribution among jurisdictions was assumed to be similar to the distribution of the present manning at Loring. The population table below shows the estimated percentage loss from the 1975 population to the completion of the candidate action.

ESTIMATED POPULATION LOSS TO SELECTED JURISDICTIONS

<u>Jurisdiction</u>	<u>1975 Population</u>	<u>Total Loss</u>	<u>Percent Loss</u>
Caribou	11,074	745	6.7%
Presque	12,049	668	5.5%
Fort Fairfield Town	4,697	248	5.3%
Limestone Town	9,802	6,398	65.3%
Other in Aroostook County	58,547	593	1.0%
<b>Total</b>	<b>96,169</b>	<b>8,652</b>	<b>9.0%</b>

The towns with the largest absolute loss of population are Caribou, Presque Isle, Fort Fairfield, and Limestone. These four towns' losses make up over 90% of the projected total losses for the county. All four of these towns are within close proximity to each other pointing out the geographic concentration of the military and civilian personnel around Loring AFB. Limestone Township, which includes Loring AFB, would be the most drastically impacted, losing about 65% of its population. Most of this loss would be attributed directly to the loss of personnel living on the base.

The above table only presents the direct population loss of the military and civilian personnel and their dependents. In all probability there would be indirect population losses if Loring AFB operations are scaled down. To measure such indirect population losses before the action, however, is a very difficult process. The difficulty lies in trying to evaluate the psychological attitude of the population and their perception of alternative employment opportunities, and their ties to the region. Over the long run Aroostook County may attract more people, but this will be dependent on the availability of employment opportunities.

#### PERSONAL INCOME (AFERN 4.1.6)

The total personal income in 1975 of Aroostook County was estimated to be \$452 million of which approximately 39.5 million, or 8.7%, represents the military and civilian personnel payrolls at Loring AFB. If Loring's operations are scaled down, Aroostook County would lose directly an estimated \$28.9 million of payrolls from the base which represents a 6.4% loss in the county's total personal income. The impact of this income lost in the local economy in the short run is not only important for its direct impact but also for its indirect impact. The effect of the loss of these dollars has been translated into a total employment loss in the employment impact section.

#### ECONOMIC CHARACTERISTICS (AFERN 4.2)

##### EMPLOYMENT (AFERN 4.2.2)

The annual civilian labor force estimates in Aroostook County compiled by Maine's Employment Security Commission have shown a steady increase since 1970. At the same

time the unemployment rate has declined from an annual average of 11.2% in 1971 to 10.9% in 1975.

It is estimated the county would sustain a direct loss of 2,950 military and 330 civilian employees. These losses are estimated to result in indirect losses of civilian jobs in the local economy. In the following table, the indirect employment loss was estimated using derived multipliers (0.25 x military and 0.76 x civilian employee losses).

ESTIMATED EMPLOYMENT IMPACT ON  
AROOSTOOK COUNTY

	<u>1975</u> <u>Baseline</u>	<u>Post Action</u> <u>Total</u>
Direct Employment		
Loss		
Military		2,950
Civilian		330*
Indirect Employment		
Loss		
Military		740
Civilian		250
		<u>990</u>
County Labor Force	37,200	37,000
Unemployment	4,060	5,180
Unemployment Rate	10.9%	14.0%

\*It is assumed that 60% of the direct civilian job loss would leave the area. This 200 (60% of 330) is subtracted from the county labor force and 130 (40% of 330) is added to the unemployment figure along with total indirect employment loss.

PUBLIC FINANCE (AFERN 4.2.3)

The revenues of Aroostook County and its jurisdictions would not be significantly impacted if Loring AFB's operations were to be scaled down. Aroostook County's government derives its revenues from the court system revenue sharing, and property tax contributions from its jurisdictions.

Federal revenue-sharing funding is based upon a complicated formula which considers population, statewide taxation, and inter-governmental transfers. Allocations made to states, counties, and communities are subject to per capita minimums and maximums. If the total county dollar allocation of revenue-sharing funds divided by population continues to fall within these limits, there is no significant adjustment necessary in the county's allocation. In Aroostook County the amount of departing population would not cause the county's per capita allocation of revenue-sharing funds to exceed the maximum limit, therefore no significant change in revenue-sharing allocations would be anticipated.

Aroostook County's jurisdictions collect a property tax which has both real estate and personal property valuations. Real estate valuations are estimated to remain relatively constant due to the housing value guarantees of the Federal Government if there are manpower reductions at a military installation. Personal property valuations are also expected to remain constant since the tax on personal property applies primarily to business machinery and equipment. Thus, there would be little if any effect on the property tax base of Aroostook County and its jurisdictions.

#### PROCUREMENT AND CONSTRUCTION AWARDS (AFERN 4.2.4)

The 1975 procurement and construction awards given by Loring AFB totaled approximately \$20,530,000. Of this total, \$12,701,000 was awarded to companies or individuals within Aroostook County. The impact of these dollars is important in the sense that the dollars came from outside the County (the US Government) and directly generated jobs within the County.

It has been estimated that approximately 40% of the locally awarded contracts would be lost permanently if Loring AFB were reduced. This loss in dollars can be translated into employees lost to the economy; the employees which are hired because of these awards are considered basic. Although it was not possible to provide a detailed list of employees by category, it was estimated that the procurement and construction awards loss of \$5,241,000 represented a loss of approximately 75 to 125 basic jobs. The basic jobs from these awards have been incorporated into the employment multiplier. Over the long run it is impossible to predict what future procurements may be awarded since this is due to the future status of Loring AFB which, among other variables, it depends on advances in technology and on international relations.

HOUSING (AFERN 4.2.5)

The construction of new housing units increased Aroostook County's inventory by 5.1% from 1970 through 1975. Covering this same period, Aroostook County's housing inventory vacancy rate increased from 10.4% in 1970 to 11.9% in 1975. The reason for this was that the new construction during this period was occurring primarily in the major population centers where a net demand for new housing existed. People were moving from the more rural areas of the County either into the major population center or moving out to the County--the effect was to increase the vacancy rates in the rural area and thereby increase the County's overall vacancy rate.

For each jurisdiction the number of households that would be lost was assumed to be similar to the present geographical distribution of military and civilian personnel at Loring AFB.

Almost all the household losses would occur in the towns within close proximity to the base, i.e., Caribou, Presque Isle, Fort Fairfield and Limestone. The greatest part of Limestone's loss would occur on Loring AFB. For the purposes of this study, it was necessary to subtract out the housing units and household loss at Loring AFB in the calculation of the vacancy rate. This was done simply because the concern of this study was the impact on the communities surrounding Loring AFB and not the impact on the base itself.

ESTIMATED INCREASE IN HOUSING VACANCY RATES,  
AROOSTOOK COUNTY, MAINE \*

	<u>December</u> <u>1975</u>	<u>After</u> <u>Reduction</u>
Vacant Year Round	3,300	3,800
Vacancy Rate	11.8%	13.6%
Total Year Round Civilian Housing Units	27,888	27,888

\* This excludes housing at Loring AFB

Source: U.S. Census of Housing, 1970  
U.S. Department of Commerce, Construction  
Reports, 1970-1975.

SUMMARY OF THE REGION'S ECONOMY (AFERN 4.2.6)

The proposed action would cause an estimated \$15.4 million loss in retail sales and a decrease in regional economic output of \$34.1 million, or about 10.5% of the gross regional output.

INSTITUTIONAL CHARACTERISTICS (AFERN 4.3)

GOVERNMENT (AFERN 4.3.1)

Impacts on local government jurisdictions would be primarily related to public finance, municipal and community services and facilities, and public schools; these impacts are discussed within the appropriate impact categories. These major adverse impacts would occur in the towns of Limestone and Caribou. Fort Fairfield and Presque Isle would also be affected but to a lesser degree. While present forms of government would likely continue, new institutional arrangements would also be necessary, particularly for the community of Limestone. Such

arrangements include mechanisms for increased commercial and industrial development and economic recovery strategies. Government services would be needed to help approximately 330 civilian personnel currently employed at Loring AFB who would lose employment. Many of these individuals would need new jobs or would move from the area.

Both financial and manpower resources for government operations may be strained in Limestone and Caribou as a result of base reductions. Approximately seven of the military and civilian employees and spouses presently hold positions in state and local governments, while about 260 are involved with community and area service jobs. Formal and informal cooperative agreements between the base and surrounding communities cover police and fire protection, medical services, and recreation benefits. Large-scale base reductions would essentially terminate these agreements and local governments may have to adjust their service departments accordingly.

Changes in school jurisdiction boundaries may become necessary due to the loss of PL 81-874 funds (federal impact area subsidies) and the shifts in school enrollments. Particularly in the community of Limestone, where \$705,863 in PL 81-874 funds were available for the school year 1975-1976, alternative institutional arrangements for funding existing operations may be necessary.

The presence of Loring and its broad-based influence throughout the impact area has contributed a unifying influence among local communities in northern Aroostook County. The mutual dependence upon the base of many interests throughout the area has been demonstrated by the rapid emergence of organized groups to oppose reductions at Loring (see Chapter IX, Details of Unresolved Issues). It is anticipated that the Northern Maine Regional Land Use Planning Committee, (NMRLUPC), which was instrumental in forming the "Save Loring" Committee, may emerge as a key agency in efforts to unite the area in economic recovery strategies. Further planning policies of the NMRLUPC would also be affected by the loss of area population and resultant socio-economic stresses.

#### EDUCATION (AFERN 4.3.3)

Aroostook County's school system would suffer a loss in school enrollment and a loss of PL 81-874 funds if manning at Loring AFB is scaled down. The school districts most impacted will be those in proximity to the base i.e., Limestone, Presque Isle, Fort Fairfield, Caribou,

and Caswell. It is estimated that the Limestone School Department (Enrollment 2,028) and Caswell Plantation School Department (Enrollment 133) would lose respectively 42% and 29% of their school enrollments. Because of the magnitude of the loss, these two school departments would lose only 10% of their PL 81-874 funding from the previous year. This arrangement, a 10% reduction of each previous year's funding, would continue for three years following the action.

The other school districts are not expected to lose more than 10% of their school enrollment and under the provisions of the PL 874 they would lose the full amount funded immediately for each of their lost students.

Caribou, present enrollment 3,119, would lose about 7.1% of its students and MSAD #1, Presque Isle, enrollment 3,663, would lose about 5.0%. Other school districts with lesser enrollments would lose from 1.2% to 6.2% of their school populations.

As of 31 December 1975, Aroostook County had a total of 393 military retirees who receive an estimated \$2.1 million in annual retirement pay. It is anticipated that if Loring AFB were to undergo a reduction in forces some of these retired people would leave the impact area since they no longer would have access to the same level of medical, Base Exchange (BX), and commissary facilities. However, price differentials on many retail items purchased off-base compared to those on-base are minimal. The CHAMPUS program a medical insurance program which provides for a 75% reimbursement after payment of a \$100 deductible fee for a retired family of two, would to some extent cover additional financial costs for medical services obtained at civilian facilities by military retirees.

#### ACTIVITY SYSTEMS AND PLANS (AFERN 4.4)

##### TRANSPORTATION (AFERN 4.4.1)

##### AIR TRANSPORTATION (AFERN 4.4.1.2.1)

Presque Isle Municipal Airport is located about 25 miles south of the base and is served by two airline companies, Delta Airlines and Bar Harbor Airways. These two companies

receive all of the air traffic passenger and freight business generated by the base. The volume of air passenger and cargo use of these companies is summarized below:

<u>Presque Isle Municipal Airport</u>	January-December <u>1975</u>	January-March <u>1976</u>
Air Traffic Passenger's on Military Orders	1,330	369
Military Air Freight Shipped (lb)	1,385	325
Military Air Freight Received (lb)	32,010	NA

NA - Data not available.

Loring AFB generates an estimated 15% of air passenger service and 5% of the air freight shipments out of Presque Isle. The reduction of the base would result in an undetermined economic loss to the two airline companies serving this airport. In addition, Bar Harbor Airways was planning to augment their daily flight schedule by adding one flight per day to the area (three flights are currently made by this airline). As a result of the announcement of the candidate action to reduce Loring AFB, this plan has been suspended. Delta Airlines operates two flights per day into Presque Isle; no plans for change in this operation have been made at this time.

#### RAIL TRANSPORTATION (AFERN 4.4.1.2.2)

The Bangor and Aroostook Railroad (B&A) is the only line into the area. Reductions at Loring would reduce coal, fuel, and pipeline shipments on the B&A. However, economic loss to this railroad is not expected to be highly significant because base shipments are small in comparison to the B&A's total transport volume.

#### HIGHWAYS (AFERN 4.4.1.2.3)

State and local highway improvement projects planned or underway in the impact area and estimated for completion in 1977 comprise an investment of over \$16,000,000. It is possible that some of these improvements would be less needed following a reduction at Loring AFB. Projects in Presque Isle and Fort Fairfield in particular may be reevaluated due to the candidate reductions since a reduced traffic count at existing problem areas is possible. However, it is doubtful that major changes in highway improvement plans would occur as a result of the action.

Traffic in Limestone's commercial area would be greatly reduced. School bus requirements in the school district would be greatly reduced and some buses would probably be eliminated.

One commercial bus line, operated by B&A Railroad Company, provides round-trip service once a day between Fort Kent and New York City. Between Caribou and Loring AFB, an estimated 50% of this commercial bus traffic is generated by the base.

#### TRENDS (AFERN 4.4.1.2.5)

No significant long term impacts on transportation trends in the area are anticipated unless major highway improvement projects are delayed due to reduced construction needs. Expansion of Presque Isle Municipal Airport would be slowed should the decision of Bar Harbor Airways not to increase flight services remain unchanged.

ON BASE (AFERN 4.4.1.3)

INTERFACE WITH COMMUNITY (AFERN 4.4.1.3.1)

There are about 6,000 registered private vehicles at Loring AFB. Vehicular activity between the base and the impact area is primarily related to travel by military personnel and civilian employees between off base residences and Loring, and transport of base dependents between Loring and the local communities for school, shopping, and recreation.

Through the west and east gates of Loring AFB approximately 3,250 and 1,360 vehicles, respectively, pass per day. While existing traffic volumes on local highways are not considered a problem, the reductions at Loring would reduce congestion during peak traffic periods (8 to 9 a.m. and 5 to 6 p.m.) and improve safety conditions on local highways at these times. In addition, local and state highways may require less maintenance due to a reduction of over 1,946,270 total annual military vehicle miles (based on 1975 totals).

Military bus traffic to Presque Isle Municipal Airport carries approximately 10 passengers and 5 cargo items per week. Reduction of this traffic would not have a significant impact on local highway volumes.

INTERNAL CIRCULATION (AFERN 4.4.1.3.2)

The number of vehicles on base would be reduced by approximately the same percentage as the personnel reduction, or about 70%. Minor on base traffic problems (e.g., parking in military housing areas) would be eliminated.

UTILITIES (AFERN 4.4.2)

The decrease in personnel and activities at Loring AFB would result in a decrease in demand for potable water and sewage treatment. Since utility consumption is directly proportional to an area's population, reduction in the population can be directly translated to decrease utility demand in the local community. Projected population decreases under this candidate action are 9% in Aroostook County.

Aircraft fuel consumption, Aerospace Ground Equipment (AGE) fuel consumption, and electricity consumption are all expected to decrease at Loring AFB as a result of decreases in the number of aircraft and personnel. Since some existing structures would be vacated, the base heating and cooling load, and fuel oil consumption are expected to decrease significantly.

#### CIVILIAN COMMUNITY UTILITIES (AFERN 4.4.2.1)

Loring AFB proper has its own water supply, treatment, and distribution system; wastewater collection and treatment system; central heating plant; electric power generating plant; and solid waste collection and disposal system. The only exchange of utilities between the base proper and civilian communities is the purchase of off peak electric power from the Maine Public Service Company through an interconnection at the generating plant. However, off base housing of military and civilian employees is serviced by civilian community utilities. A summary of impacts on civilian community utilities is presented in the accompanying table, next page, for water, sewage, electricity, and solid waste.

While base procurement for utility services amounted to about \$191,000 in 1975, the total on-base use of utilities is not significant when compared to area demand. Utility use by off-base military and civilian employees is somewhat more important. As can be seen in the Table, there would be an impact on the Limestone Water and Sewage District due to base reductions. Currently about 41% of this utility's service is comprised of base-generated demand, primarily off-base households of employees. The candidate action at Loring would temporarily create excess capacity for water supply and wastewater treatment. This excess capacity could alter utility revenues to such an extent that existing rate structures are affected; however, present data are insufficient to predict this change.

Plant to expand the wastewater collection system and treatment plant at Presque Isle are currently under way; cost of this improvement is an estimated \$10,000,000. Estimated completion date is 1980. Assumptions used in generating area demand estimates included the continuation of present base operations and off-base residential use of the community system. Projections of future need may require recalculation with the estimated population loss. No alterations in these plans have been made at this time. In addition, a \$4,100,000 sewer system and treatment plant is currently under construction at Fort Fairfield. Population changes in Fort Fairfield area would not appear to be significant enough to alter these plans.

The impact of base reductions on electrical utilities would be negligible. No natural gas is used in this area. There are three off-base sites which would receive significantly less solid waste due to a base reduction. Bon Aire housing, Presque Isle; Nike and Radar Bomb Scoring Sites; and Caswell Air Force Station now generate 242, 79, and 72 loose cubic yards of solid waste per month, respectively. This waste is a mixture of industrial materials (paper, cardboard, wood, cans, etc) and residential materials (garbage, paper, and cans). Annual base expenditures for refuse collection is now about \$35,200; reductions at Loring would also reduce this revenue and may alter operations of

these contractors. Impacts on solid waste disposal sites of communities around the base would be negligible.

BASE GENERATED DEMAND FOR CIVILIAN COMMUNITY UTILITIES

	<u>Area Total Capacity</u>	<u>Area Average Consumption</u>	<u>Base Generated Consumption</u>	
			<u>On Base Users</u>	<u>Off Base Users</u>
<u>Water (gal/day)</u>				
Limestone Water and Sewage District	504,000	250,000	530	103,000
Presque Isle Water District	2,073,600	850,000	6,400	6,100
<u>Sewage (gal/day)</u>				
Limestone Water and Sewage District	1,100,000	250,000	530	103,000
Presque Isle Sewer District	3,000,000	2,000,000	6,400	6,100
<u>Electrical (KWD)</u>				
Main Public Service	114,000	100,000	7,700	4,554
<u>Solid Waste (tons/year)</u>				
Limestone	Open Dump	12,037	57	1,108
Presque Isle	Open Dump	18,941	688	660
Caribou	Open Dump	15,455	57	1,251

AIR OPERATIONS CHARACTERISTICS (AFERN 4.5)

As a result of a reduction, B-52 operations would be reduced to zero and KC-135 operations would be reduced to 25 takeoffs, landings, and go-arounds monthly. The monthly 64 F-106 operations would not be changed.

#### IV. EVALUATION OF ALTERNATIVES

##### A. DESCRIPTION OF ALTERNATIVE ACTIONS

###### BASES CONSIDERED

All active Air Force bases currently supporting SAC aircraft operations were initially screened for possible reduction or closure.

###### SELECTION CRITERIA

The following criteria were used during this evaluation of all B-52 and KC-135 installations:

The strategic bomber and tanker force must be responsive to worldwide Joint Chiefs of Staff tasking and, therefore, based to support the primary mission of the Strategic Air Command in support of national policies and objectives.

Missions utilizing specialized facilities or required to be stationed in a specific geographic location for military reasons must be retained.

Excess base support capacity must be reduced to generate maximum near-term savings.

Anticipated future force adjustments (both new equipment and retirement of older equipment) must be taken into account.

Bases with a capacity for expanded primary mission activities or which currently host other major command missions (a multi-mission base) should have a higher priority for retention.

Bases supporting strategic missile forces must be retained owing to the extensive nonrelocatable facilities involved.

Military Construction Program (MCP) costs should be minimized. Therefore, installations with extensive facility deficiencies will have lower priority for retention and actions taken should generate minimum MCP requirements at other installations.

The relative impact on the human environment of the candidate action must be taken into account, along with the other criteria set out herein. These criteria are consistent with current Air Force policy to streamline operations by using innovative organizational and managerial methods.

## APPLICATION OF CRITERIA

Robins AFB, GA, Seymour Johnson AFB, NC, Mather AFB, CA, Travis AFB, CA, Altus AFB, OK, and Little Rock AFB, AR are installations supporting major Air Force missions in addition to strategic bombers and tankers. Strategic Air Command is a tenant at each of these six installations. Air Force Logistics Command is the host command at Robins AFB, supporting a major Air Logistics Center with extensive dedicated facilities. Robins also hosts Air Force Communications Service units, Air Force Reserve headquarters, and several reserve units. The host command at Seymour Johnson is the Tactical Air Command with approximately 66 authorized tactical fighters. Mather AFB, hosted by Air Training Command, supports a Navigator Training Wing equipped with T-43 aircraft and, in the near future, will support aircrew training for Navy undergraduate navigators in addition to an Air Reserve Force KC-135 unit. Military Airlift Command is the host at Altus, Travis, and Little Rock AFBs. Altus is the location of the C-5 and C-141 military airlift training squadrons. Travis AFB is a major West Coast air terminal for personnel and logistics movement to the Pacific area and also supports extensive Reserve force flying activities. A SAC strategic missile wing is located at Little Rock as well as a Military Airlift Wing with 87 authorized C-130 aircraft. Inactivation of a SAC wing or squadron and withdrawal of bomber and tanker missions from any of these six bases would not produce significant savings because of the substantial mission elements which would remain; therefore, they were eliminated from further study.

McConnell AFB, KS, Grand Forks AFB, ND, Minot AFB, ND, and Ellsworth AFB, SD support strategic missile wings as well as strategic bombers and/or tankers. The geographical location of each of these bases is ideal for supporting a strategic mission. A reduction of strategic bombers and tankers at any of these locations would not permit maximum savings since the base operating support element must be retained to support the strategic missile mission which could not feasibly be relocated. Ellsworth AFB, with excellent facilities, has the capability of accepting additional aircraft. These bases, therefore, were eliminated from further study.

Carswell AFB, TX, Dyess AFB, TX, and March AFB, CA all support B-52 and KC-135 aircraft. All three Strategic Air Command bases support a major Air Force mission in addition to a strategic bomber and tanker mission. Carswell, in addition to supporting two B-52 and one

KC-135 squadron, supports Air Force Plant No. 4 and trains all B-52D combat crews for the entire Air Force. Air Force Plant No. 4, an industrial plant for the design, development, and high rate production of aerospace weapon systems, is contiguous with Carswell AFB to the east and jointly uses airfield facilities of that base. In addition, Carswell and March support Air Reserve Force flying units, and Dyess hosts a C-130 Tactical Airlift Wing. The geographical location of each of these bases provides excellent operational flexibility. Their proximity to several tactical fighter units enhances the command capability to provide lateral air refueling support in the Southwest United States. Each base has excellent facilities with a capacity for more aircraft than other smaller installations. These three bases were eliminated from further study.

Pease AFB, NH and Plattsburgh AFB, NY support both FB-111 and KC-135 operations. Closing these bases would require the redistribution of FB-111 aircraft. Because the FB-111 requires unique facilities such as flight simulator, avionics test stations, and stationary sound suppression equipment not available at other locations, the MCP resulting from a redistribution of aircraft would require large dollar expenditures. The geographical locations of both bases provide operational flexibility for employment of strategic forces in both a EWO and conventional role. Due to the operational application of the FB-111 weapon system, it is essential that this aircraft be located in the Northeastern United States because of accessibility to specially targeted areas. Both installations are capable of holding large numbers of aircraft and are considered operationally essential. Pease AFB and Plattsburgh AFB were thus eliminated from further consideration.

A review of the potential economics of relocating U-2 aircraft from Davis Monthan AFB, AZ to Beale AFB, CA and assigning the management of high altitude manned reconnaissance missions to one organization was initiated in July 1975. The criteria used for this review were cost effectiveness and feasibility. Results indicated that transfer of B-52G aircraft to other locations would provide room at Beale for U-2 aircraft now at Davis Monthan. The redistribution of B-52G aircraft would take advantage of existing facility capabilities at various installations and permit the Air Force to avoid extensive construction costs. Other benefits to be realized are improved efficiency by combining management of high altitude manned reconnaissance resources within the strategic reconnaissance wing at Beale, enhanced training

effectiveness, increased general intelligence support, and better use of manpower and material resources. Therefore, Beale AFB, CA was eliminated from further consideration. Davis Monthan AFB is a strategic missile base scheduled to be turned over to Tactical Air Command on 1 October 1976.

Offutt AFB, NE is the location of Strategic Air Command Headquarters which requires a substantial, difficult to replace, command, control and communications network. Any relocation of this headquarters would be costly and involve significant difficulties to avoid disruption of the command control functions. Additionally, several tenant organizations are housed on Offutt AFB, such as the 55th Strategic Reconnaissance Wing which maintains several different types of reconnaissance and airborne command and control aircraft. Cost to duplicate the facilities at Offutt would be prohibitive and, therefore, substantially increase the one-time cost for reducing this installation. Offutt was not given further consideration.

Barksdale AFB, LA has the largest number of B-52G and KC-135 aircraft assigned of any strategic bomber and tanker base. Tankers assigned to this installation play a key role in SAC's air refueling mission, particularly lateral command support. A Strategic Air Command Numbered Air Force Headquarters is located at Barksdale. Additionally, one of the major USAF weapons storage areas is located at Barksdale, and the base hosts extensive Air Reserve Force flying activities. Cost to duplicate the facilities at Barksdale would be prohibitive and therefore, substantially increase the one-time cost for reducing this installation. For these reasons, Barksdale AFB was eliminated from further study.

Fairchild AFB, WA was eliminated because of its geographical location. One B-52 squadron and two KC-135 squadrons are needed at Fairchild AFB to support military operations against specially targeted areas which are more readily accessible from this geographical region. Other military installations are not available in this geographical region to offset or replace the facilities at Fairchild AFB. Additionally, the Air Force Survival School and Air National Guard KC-135 unit programmed for Fairchild would still have to be supported or relocated, and the facilities would require expensive military construction to be duplicated at another location. Fairchild AFB was eliminated from further study for the reasons cited.

Castle AFB, CA is currently utilized as the Combat Crew Training location for all B-52G/H and KC-135 crew members. Facilities are excellent, and the installation has the capacity for increased mission. The 84 fighter Interceptor Squadron (FIS) (Air Defense Command) with 18 F-106 aircraft is also located at Castle. Operational considerations for the Combat Crew Training Squadron, expansion capability, and excellent facilities let to eliminating Castle AFB from further study.

Rickenbacker AFB, OH has multiple missions assigned: an active Air Force strategic tanker wing, and Air National Guard tactical fighter squadron with 18 A-7 aircraft, an Air National Guard air refueling squadron with eight KC-135 aircraft, and two Air Force Reserve tactical airlift squadrons with 32 C-123 aircraft. Relocation of the units at Rickenbacker would require extensive military construction. Additionally, the Air Reserve Forces would be denied an area with a large recruiting potential and consequently, could suffer from a loss of available manpower. For these reasons, Rickenbacker AFB was eliminated from further consideration.

Grissom AFB, Indiana, is a centrally located tanker base which provides SIOP utility and lateral command air refueling support. Grissom is an excellent operational and geographical location for six assigned airborne command and control aircraft. In addition to strategic tankers, 42 A-37 aircraft of the Air Force Reserves are located at Grissom. The closure of Grissom would require the relocation of its strategic mission and the Air Force Reserve. For the reasons iterated, Grissom was eliminated from further consideration.

Griffiss AFB, NY, a multi-mission base, has strategic tanker and bomber forces which provide operational flexibility for employment in both a SIOP and conventional role because of the base's geographical location. Withdrawal of these assets could be accommodated, from an operational point of view, without jeopardizing operational flexibility only if a strategic bomber and tanker mission were to be retained at Loring AFB, ME. It is essential that a portion of the strategic bomber and tanker force be located in the Northeastern United States region because of accessibility to specially targeted areas. Other military installations are not available to offset a reduction of strategic forces from both Griffiss and Loring AFBs. Since the Rome Air Development Center (AFSC), Northern Communications Region (AFCS), and the 49 FIS (ADC) with 18 F-106 aircraft are tenant units at Griffiss AFB, the base is a multi-mission installation. Each of

these unit's activities are considered essential; therefore, if Griffiss AFB were to be closed, these activities would need to be relocated to other installations thereby incurring excessive costs. For these reasons Griffiss AFB was eliminated from further consideration.

The strategic bomber and tanker forces located at K. I. Sawyer AFB, MI provide excellent flexibility to the EWO. In addition to the strategic bomber and tanker force, K.I. Sawyer as a multi-mission base supports 18 F-106 aircraft assigned to Air Defense Command, 87th Fighter Interceptor Squadron. This unit provides an air defense posture in the Central United States that is essential. Closure of K.I. Sawyer would require relocating the F-106 aircraft to a base in the same geographical area thus incurring an expense not required with a Loring reduction. Currently K.I. Sawyer has 16 B-52H and 20 KC-135 aircraft authorized. For the reasons iterated, K.I. Sawyer is considered operationally essential and therefore not a desirable candidate for reduction or closure.

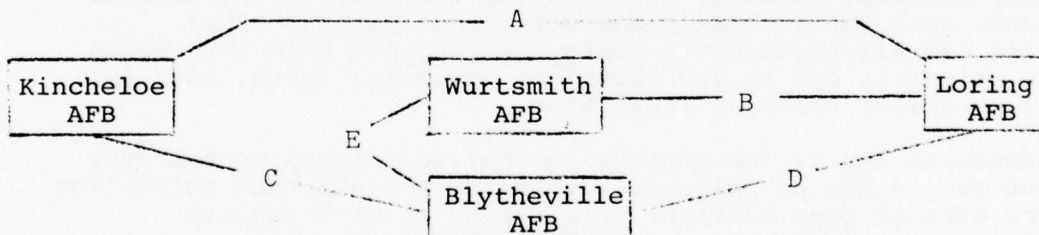
Blytheville AFB is one of four B-52G/H bases that is not multi-mission. Loring, Kincheloe, and Wurtsmith AFBs are the others. Strategic forces assigned to Blytheville provide excellent operational flexibility owing to geographical location. The current bomber and tanker mission at Blytheville is considered essential because the tankers support lateral command air refueling requirements in the Southeastern region of the United States. The proximity of Blytheville to large tactical fighter installations provides for more economical air refueling support to these forces while keeping the tankers positioned to support the bomber force. At the same time the bomber aircraft are located sufficiently close to primary target areas for effective utilization. Although Blytheville is a small installation when compared to large multi-mission bases such as Ellsworth or Fairchild; it is capable of supporting a slight increase in mission with existing facilities which are in generally good condition. Blytheville is also one of the least costly bases to operate when compared to SAC installations of similar size and mission. A factor contributing to this lower cost is favorable climatic conditions. For example, the mean temperature at Blytheville is 60° Fahrenheit compared to 30° Fahrenheit at Loring. The average annual snowfall is 8 inches at Blytheville compared to 114 inches at Loring. This translates to a utilities cost per square foot at Loring which is nearly double that of Blytheville (60¢ and 34¢ per square foot, respectively). While the complete closure of Blytheville would generate more in net savings than the candidate reduction at Loring, the Air Force would not retain the flexibility of having a forward operating

base available for day-to-day operations and capable of rapid expansion during times of crises. For these reasons, Blytheville was not selected as a primary candidate for closure. Blytheville was, however, examined in greater detail as an alternative because it is a single-mission base.

Kincheloe AFB, Michigan, has been identified as a candidate for closure and is being evaluated through a separate Environmental Statement. Therefore, Kincheloe AFB was eliminated from further consideration for this action.

Wurtsmith AFB is another of the B-52G/H bases that does not have a multi-mission. The geographical location at Wurtsmith provides excellent EWO flexibility. Currently Wurtsmith has 16 B-52H and 16 KC-135 aircraft authorized.

The strategic bomber and tanker forces at both Kincheloe and Wurtsmith are in a geographical location that provides excellent flexibility in the SIOP. Withdrawal of forces from either of these bases could be accommodated without an insurmountable impact upon strategic capability, but the closure of both is not considered acceptable. Thus closure of Wurtsmith is considered a realistic alternative to the proposed reduction at Loring only if Kincheloe were to remain in operation. Furthermore, the closure of Wurtsmith would also assume the closure of Blytheville as the only alternative to a reduction of Loring. The optional relationship (considering both candidate actions, Loring and Kincheloe) is portrayed in the following diagram.



- A - Candidate actions; close Kincheloe and reduce Loring.
- B - Candidate action for Loring; alternative to Kincheloe.
- C - Candidate action for Kincheloe; alternative to Loring.
- D - Candidate action for Loring; alternative to Kincheloe
- E - Alternatives to both Loring and Kincheloe.

It is in this context that Wurtsmith is considered an alternative to Loring.

Climatological conditions are more favorable at Wurtsmith than at Loring. For example, the annual mean snowfall is 58 inches per year compared to 114 inches per year at Loring. Since heavy snowfalls are a less frequent occurrence at Wurtsmith than at Loring, fewer operational restrictions and mission degradation are experienced. Additionally, the windchill factor, an

important factor in winter operations on the flightline, reaches the critical point less frequently at Wurtsmith. A Wurtsmith closure, like Blytheville, would reduce flexibility for day-to-day operation and rapid expansion more than would the candidate action. Due to operational and weather considerations, closure of Wurtsmith would be a less attractive candidate than the reduction of Loring AFB.

The strategic bomber and tanker forces located at Loring are in a geographical region which provides operational flexibility for employment in both an EWO and conventional role. However, withdrawing these forces, assuming no withdrawal of strategic forces from Griffiss AFB, NY, can be accommodated with a manageable effect upon strategic capability. Since Loring is essentially a single-mission strategic base, it was identified as one of the installations that could be reduced to a forward operating base, thus permitting the Air Force to maximize near term savings. Further, reducing Loring AFB to a limited active installation vice closure somewhat mitigates the impact on the local socio-economic environment. By withdrawing the B-52G squadron and transferring the KC-135 aircraft to the Air Reserve Forces, Loring can be reduced to a level of operation capable of supporting alert and contingency operations. If future requirements dictate, Loring could be restored to its current operational capability, a flexibility option which could not be retained if the installation were closed.

In regard to potential additive missions, such as tactical fighters, military airlift, and tactical airlift, Loring is less efficient, both operationally and economically, than other available installations where these missions are currently based. This is primarily due to the location, operating costs, and the lack of necessary training facilities.

The assessment led to the conclusion that additional active duty missions should not be relocated to Loring AFB and that relocation of major current base missions from Loring to other active installations would generate significant annual savings in base operating support costs. By maintaining the base in a reduced operational status, the 4000th Aerospace Applications Group mission, located ten miles from the base proper, could remain and be supported from Loring. Detachment 1, 49th Fighter Interceptor Squadron, would be retained at Loring to maximize the range and intercept capability of F-106s assigned to defend the northeastern continental United States.

For these reasons, Loring AFB was selected as a candidate for reduced operations.

### CANDIDATE ACTION

Reduce Loring AFB, Maine, to a forward operating base by inactivating the 42d Bombardment Wing and its supporting operational and maintenance squadrons. The details of this action can be found in Chapter I.

### ALTERNATIVE NO. 1

Relocate active forces and activities presently assigned to Blytheville AFB and close that base by end FY 77. Aircraft disposition would be the same as that of the Candidate Action.

The FY 4/77 Blytheville manpower authorization of 2480 military and 650 civilians positions would be eliminated. Approximately 320 caretaker manpower positions would temporarily be retained until completion of excessing actions. Aircraft operations at Blytheville AFB would be reduced to zero.

### ALTERNATIVE NO. 2

Relocate active forces and activities presently assigned to Wurtsmith AFB and close the base by end FY 77. Aircraft disposition for the KC-135s would be the same as that of the Candidate Action. The B-52's would be transferred to Ellsworth and K.I. Sawyer AFBs while the Ellsworth B-52's would be redistributed in the same manner as the Candidate Action.

The FY 4/77 Wurtsmith manpower authorizations of 2700 military and 750 civilian positions would be eliminated. Approximately 320 caretaker manpower positions would temporarily be retained until completion of excessing actions. Aircraft operations at Wurtsmith would be reduced to zero.

### ALTERNATIVE NO. 3

No action or status quo is the third alternative and is not desirable. It fails to achieve the necessary savings and manpower reductions. It fails to respond to both administration and Congressional mandates to reduce support activities including overhead and base operating support functions, as evidenced, for example, in the President's Budget and Senate Armed Services Report #94-146, May 1975. The Air Force review of its missions revealed that force adjustments would permit the Air Force to consolidate units and reduce the number of active strategic bomber and tanker bases. These adjustments include transferring the aircraft resources from one B-52 squadron to nonoperating active status, deleting the associated manpower, and accelerating the previously announced transfer of 128 KC-135 aircraft to the Air Reserve Forces. Additionally, the Air Force has insured that our strategic bomber and tanker forces are able to survive and retaliate in light of the current threat and world conditions.

Thus, "no action" fails the criteria of excess capacity reduction and the generation of savings. It satisfies the retention of expandable facilities criterion, but at the cost of the criteria discussed above. It shows no responsiveness to programmed force adjustments. In the light of the criteria and objectives addressed in this review, the "no action" option is unsatisfactory.

## B. EXISTING SITE CHARACTERISTICS OF ALTERNATIVES

This section provides a general description of the existing (baseline) environment of Blytheville and Wurtsmith AFBs and the surrounding communities.

### 1. BLYTHEVILLE AIR FORCE BASE AREA

Blytheville AFB is located in the northeastern tip of Arkansas in Mississippi County. The base is bordered on the west by the town of Gosnell AR and on the southeast by the town of Blytheville AR (pop. about 21,000). The base lies within six miles of the Missouri-Arkansas state border. The communities surrounding the base having the greatest interrelationships with it include Blytheville, Gosnell, and Osceola, a city about 18 miles south (pop. about 7,000).

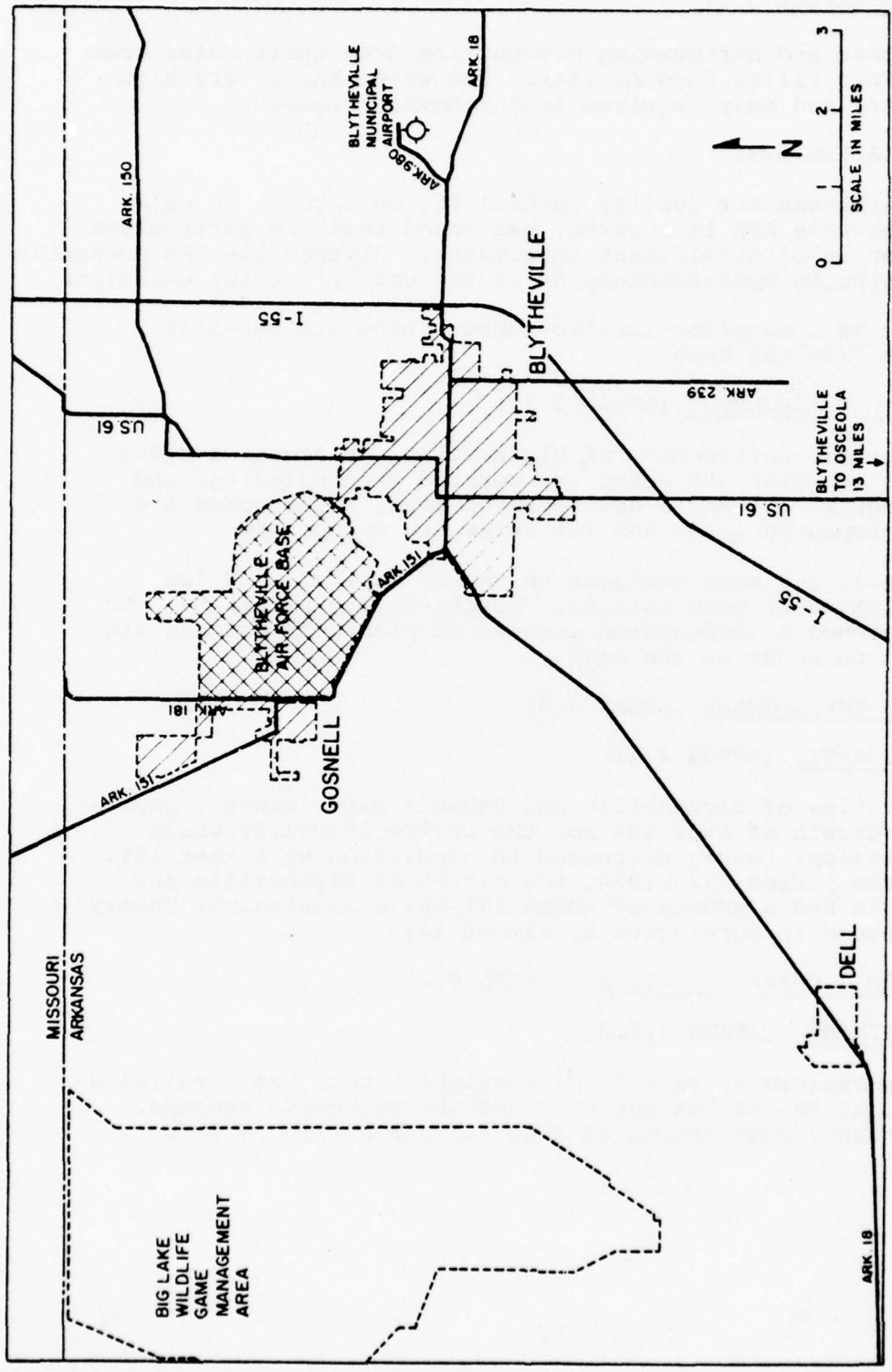
The region of influence, due to shopping patterns, extends to include the Standard Metropolitan Statistical Area (SMSA) of Memphis TN, a distance of some 75 miles. Since this is beyond the normal commuting distance by the labor force, the region of influence is defined as Mississippi County, including the cities of Blytheville, Gosnell and Osceola.



As of 31 March 1976, Blytheville AFB employed approximately 3500 people consisting of 2800 military and 700 civilians (430 Department of Air Force, 140 Nonappropriated Fund, 80 Army/Air Force Exchange Service and 50 contractor employees). Total annual payroll has been approximately \$31.7 million (includes only military and civil service employees). Base payroll is 11.5% of the total personal income of the area of influence which is estimated to be about \$275.7 million.

## NATURAL ENVIRONMENT (AFERN 3.0)

### EARTH (AFERN 3.1)

Blytheville AFB is located in the Mississippi River Valley. The terrain is level with some light depressions and rises. Bedrock in the area is sedimentary and made up of limestone and shale. The soils in the area range from sandy loam to clay.



-  BLYTHEVILLE AIR FORCE BASE
-  BLYTHEVILLE - GOSNELL URBAN AREA

Vicinity Map, Blytheville AFB, Arkansas

WATER (AFERN 3.2)

The base and surrounding communities draw their water from the Fort Pillow Sand Aquifer. The water has a very high quality and only requires iron removal treatment.

AIR (AFERN 3.3)

The Arkansas Air Quality Control Region (AQCR), in which Blytheville AFB is located, has found that the particulate matter is of significant importance. Blytheville AFB presently contributes approximately 5% of the county's total emissions.

There is a sampling location about three and one-half miles from the base.

BIOTIC ENVIRONMENT (AFERN 3.4)

The biotic environment of Blytheville AFB contains 3,092 acres of which 538 acres are covered with buildings and pavements, 624 acres are improved land, 1,210 acres are semi-improved land, and 721 acres are unimproved

Overall, the area contains no unique habitat, and low population of game animals. Songbirds are plentiful. No threatened or endangered species of plants or animals are known to occur on the base.

HUMAN ENVIRONMENT (AFERN 4.0)

DEMOGRAPHIC (AFERN 4.1)

The cities of Blytheville and Osceola experienced a population growth of over 20% for the period 1950-1960 while Mississippi County decreased in population by almost 15%. For the period 1960-1970, the cities of Blytheville and Osceola had a growth of about 17% while Mississippi County decreased in population by almost 12%.

ECONOMIC CHARACTERISTICS (AFERN 4.2)

EMPLOYMENT (AFERN 4.2.2)

The unemployment rate in Mississippi County has paralleled national trends but has exceeded the statewide average. The county rate increased from 4.8 percent in 1970 to

7.2 percent in 1975, the greatest increase occurring between 1974 and 1975.

PUBLIC FINANCE (AFREN 4.2.3)

The principal sources of revenue are income, sales, and property taxes, and revenue sharing.

CAPITAL IMPROVEMENTS (AFERN 4.2.3.5)

There are no capital improvements at this time affecting the base.

BASE PROCUREMENT (AFERN 4.2.4)

In addition to the payroll generated at the base, there are also contributions to the regional economy in terms of local procurements. Over the past year, 34.9% of the procurement awards have been made to the Blytheville area. Largest procurements have been for construction projects, supplies, utilities, travel, and miscellaneous services. These amounted to about \$4 million for 1975.

HOUSING (AFERN 4.2.5)

According to the 1970 Census of Housing, Mississippi County contained 19,818 housing units. In 1975 there were an estimated 20,230 year-round housing units. This number includes the 830 units of family housing located on the base itself, but excludes the 996 group quarters barracks located on base.

INSTITUTIONAL CHARACTERISTICS (AFERN 4.3)

GOVERNMENT (AFERN 4.3.1)

Blytheville and Gosnell both have the mayor-council form of government. The base is located within the Chickasawla District of Mississippi County.

Matters of regional scope or importance are addressed on a regional basis by the Ozark Regional Planning District. Also, federal regions of HUD/EPA, VA, AFRCE, FAA, and A-95 clearinghouse provide regional frame-works within which local communities can operate.

Some of the local jurisdictions with which Blytheville AFB is associated include: the Mississippi County Soil Conservation District, the Arkansas Department of Pollution Control and Ecology, and the Arkansas Highway District Number 10.

#### EDUCATION (AFERN 4.3.3)

Total public school enrollment for the region was about 7,360. Of this amount, dependents of Blytheville AFB employees accounted for 15.5% of the total enrollment. The total PL 81-874 students number 1142. Total private school enrollment for the area is 275, with base dependents numbering 12, or 4% of the total.

#### MEDICAL (AFERN 4.3.4)

There are two civilian hospitals in the area with a total bed capacity of 220. One of the facilities, Chickasawla hospital, plans to expand to 210 beds from the current 170 within two years.

The Blytheville AFB hospital has 20 beds with expansion capability to 40 beds. The base has a 10-chair dental clinic. The hospital handles over 6,000 out-patient and 110 in-patient visits per month. Retired military and their dependents account for 862 of the out-patient and 17 of the in-patient visits each month.

#### COMMUNITY SERVICES AND FACILITIES (AFERN 4.3.5)

The Base Security Police have informal agreements with the Arkansas and Missouri Sheriff's Department, the Arkansas and Missouri State Police, and the City of Blytheville Police Department. In the area of fire protection, the base fire department has a formal mutual aid agreement with the Blytheville and Gosnell Fire Departments.

In the area of cultural and recreational opportunities, both the base and the surrounding communities benefit from mutual interaction.

#### ACTIVITY SYSTEMS AND PLANS (AFERN 4.4)

##### TRANSPORTATION (AFERN 4.4.1)

Blytheville AFB is served by commercial air transportation through the Jonesboro Municipal and Memphis Metropolitan Airports. The base uses Memphis Metropolitan Airport for nearly 100% of its passenger movement.

There are no major rail terminals in the region. The closest major terminal is in Memphis TN, about 75 miles away. Blytheville has no rail service available for passengers, only freight.

Blytheville is served by two major highways, Interstate 55 and US Highway 61. In addition, the minor roadways of

Arkansas Highway 18 and several Mississippi County roads serve the area. Traffic on the above highways and roadways is generally not congested except at peak rush hours in the vicinity of the base.

There is no rapid transit system available and none is planned.

The internal road system for the base handles traffic well. The only congestion occurs at the gates at the close of the work day.

#### UTILITIES (AFERN 4.4.2)

Various utility systems are in existence to meet the needs of Blytheville AFB. The base water supply is from artesian ground water with the current demand being 0.70 million gallons per day (mgd).

The average daily flow of sanitary wastes is 0.6 mgd. The sanitary wastewater treatment plant is of the high rate trickling filter type and has a capacity of 0.86 mgd. The effluent quality from the treatment plant is regulated by an Environmental Protection Agency's National Pollutant Discharge Elimination System (NPDES) permit. A \$2.2 million project to upgrade wastewater facilities is programmed in the FY 77 MCP to comply with 1977 EPA standards.

Blytheville AFB purchases natural gas and fuel oil from the local communities. Natural gas is the primary heating fuel and #2 fuel oil is used for back up. Electricity is supplied to the base from the Arkansas-Missouri Power Company.

All solid waste is disposed of in an on-base sanitary landfill. The life of the landfill is considered unlimited due to the area of available land.

#### LAND USE (AFERN 4.4.3)

The land areas surrounding Blytheville AFB are primarily agricultural with sprinklings of residential areas. None of the surrounding counties have land use or development plans.

The towns of Blytheville and Gosnell are the only communities within the region that have developed studies and plans for growth. These towns formed a joint planning commission and developed a Comprehensive Planning Study in 1971. In the Blytheville-Gosnell area, about 69% of the land is used for agricultural purposes, 29% for urban use and 2% for streets. Land value for commercial or residential development is \$1500 or more per acre while agricultural land sells for between \$800 and \$1500.

Existing encroachment to the base is on the south and west border of the base on Arkansas State Highway 151. There is potential for further encroachment on the south end of the runway unless land acquisition is approved and funded.

AIR OPERATIONS CHARACTERISTICS (AFERN 4.5)

Blytheville AFB has established Visual Flight Rules (VFR) and Instrument Flight Rules (IFR) approaches, departures, and traffic patterns which are compatible with the types of aircraft transiting and assigned to the base. The terminal area includes the airspace within a horizontal radius of five statute miles from the geographic center of the aerodrome, extending from the ground level to 3,000 feet. Jonesboro Municipal Airport, approximately 47 miles from Blytheville AFB, is the nearest airport; therefore, the air traffic of the two fields do not conflict.

An appreciable amount of low altitude, sightseeing, light aircraft flying occurs in the Blytheville AFB vicinity. There are no natural hazards in the air space surrounding the base.

Blytheville AFB generates noise due to aircraft both in the air and on the ground. Noise from engine runups, required to perform maintenance, is scheduled during the day to minimize the disturbance. Flight operations and possible alternatives were studied to reduce noise and safety hazards. The current operations represent the most satisfactory alternative.

## 2. Wurtsmith Air Force Base Area

Wurtsmith AFB is located near Lake Huron just north of Oscoda-Au Sable, approximately 16 miles north of the twin cities of Tawas and East Tawas. The region which would be impacted by a closure of Wurtsmith AFB is defined as Iosco County. This area was selected because it represents the most reasonable region receiving significant influence from the base. As of 31 March, 1976 Wurtsmith employed about 3,900 personnel consisting of 3,100 military and 800 civilians. Included within the civilian number were 490 Department of Air Force, 140 nonappropriated fund employees and 80 Army - Air Force Exchange Service and 90 contractor employees. The total annual payroll is approximately \$35.2 million (this includes only military civil service payrolls).

Base payroll is 24.1% of the total personal income of the area of influence which is estimated to be about \$146.3 million.

### NATURAL ENVIRONMENT (AFERN 3.0)

#### EARTH (AFERN 3.1)

The airfield is located on a nearly level sand plain. The airfield is surrounded by scattered second growth timber, dominantly Jack Pine in association with small oak and aspen. Michigan Highway F-41 parallels and is adjacent to the base's easterly and northerly boundaries. Lake Van Ettan, an island lake extending in a northeasterly direction, also lies near Highway F-41 adjacent to the base. The Au Sable River is located to the south of the south boundaries of the airfield.

#### WATER (AFERN 3.2)

The airfield and surrounding region are obtaining drinking water from an aquifer that has no impervious layer between it and the surface. There are indications in the county which show that water is now being taken out of the aquifer faster than it is being replaced.

#### AIR (AFERN 3.3)

Air emissions from Wurtsmith AFB are within acceptable air quality standards for the base.

#### BIOTIC ENVIRONMENT (AFERN 3.4)

Wurtsmith AFB has 2,433 acres of natural vegetation considered to be unimproved grounds. This includes grasslands and forest area. Forest areas (totaling 289 acres)

located on Wurtsmith AFB consists primarily of Jack Pines ranging from 25-30 years old, white pine, Norway Pine, oak and maple.

There are no threatened or endangered species on Wurtsmith AFB.

HUMAN ENVIRONMENT (AFERN 4.0)

DEMOGRAPHIC (AFERN 4.1)

The following table reflects the base-related population distribution and indicates that about 91% of the Wurtsmith employees and dependents reside in Oscoda Township.

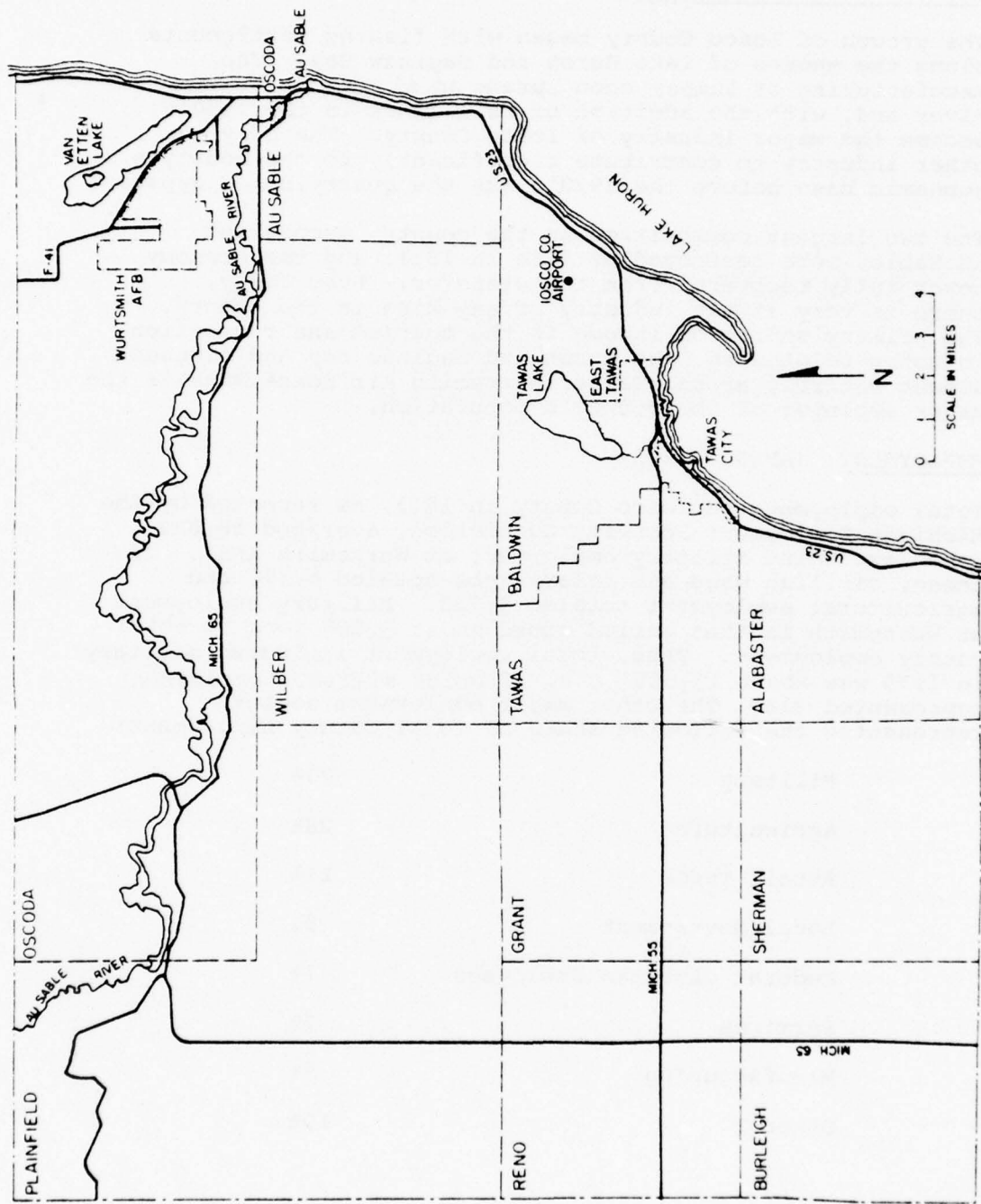
ESTIMATED 1975 POPULATION DISTRIBUTION  
IN WURTSMITH AFB IMPACT AREA

<u>JURISDICTION</u>	<u>TOTAL POPULATION</u>	<u>WURTSMITH EMPLOYEES AND DEPENDENTS</u>
Oscoda Twp	12,100	8,700
Tawas-East Tawas	4,900	240
Others	10,500	580
County	27,500	9,500

The local area population has been greatly affected by the growth of Wurtsmith AFB. While the base has been continuously active since 1947, a major expansion to accommodate a SAC bombardment wing which took place during 1958 to 1960 probably has the greatest effect on local community growth. This change is reflected in the following table.

POPULATION CHANGE BY LOCATION

<u>Location</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>Change 1950/60</u>	<u>Change 1960/70</u>
Oscoda	843	4,202	4,870	39.8%	16%
Tawas/ East Tawas	3,481	4,212	4,038	21%	-4%
Iosco County	10,906	16,505	24,905	51%	55%



Wurtsmith AFB and Vicinity, Iosco, County

ECONOMIC CHARACTERISTICS (AFERN 4.2)

The growth of Iosco County began with fishing settlements along the shores of Lake Huron and Saginaw Bay. The manufacturing of lumber soon sprang up along the Au Sable River and, with the addition of rail lines in the 1850's became the major industry of Iosco County. The only other industry to contribute significantly to the county's economic base before the 1920's was the quarrying of gypsum.

The two largest communities in the county, Oscoda and Au Sable, were destroyed by fire in 1911, and the economy never fully recovered from the disaster. Even today, there is very little industry of any kind in the county. The primary source of income is the tourism and recreation industry related to Lake Huron and Saginaw Bay and focused almost entirely around Tawas; Wurtsmith Air Force Base is the major employer of the county's population.

EMPLOYMENT (AFERN 4.2.2)

Total employment in Iosco County in 1975, as reported by the Michigan Employment Security Commission, averaged 10,050 jobs (excluding military employment at Wurtsmith AFB). Of these, civilian wage and salary jobs totaled 6,300 and agricultural employment totaled 3,725. Military employment at Wurtsmith in that period added about 3,000 jobs to total county employment. Thus, total employment including military in 1975 was about 13,000 jobs, of which military employment represented 23%. The other major employment sectors represented the following share of total County employment:

Military	23%
Agriculture	28%
Retail Trade	11%
Local Government	9%
Federal Civilian Employees	7%
Services	7%
Manufacturing	5%
Other	10%

In 1975, the civilian labor force in Iosco County averaged 11,775 persons, or 43% of the total population. In 1975, unemployment within Iosco County averaged 1,725 persons, or 14.7% of the civilian labor force. During the year, the civilian unemployment rate fluctuated between 12% in August to 17% in February. These rates are more than twice what the normal unemployment rate averages during nonrecession years.

Of the total military and civilian employment, of approximately 3,900, there are an estimated 160 employees at Wurtsmith AFB who hold second jobs in the region. Additionally, an estimated 540 spouses and dependents hold jobs in the region.

#### PUBLIC FINANCE (AFERN 4.2.3)

There is a total of \$867,000 paid to local school districts annually as a result of Public Law (PL) 81-874, Federal School Impact Assistance. The major source of revenue are related to population base and income levels, and include sales taxes, cigarette taxes, gas taxes, and real estate property tax.

#### CAPITAL IMPROVEMENT (AFERN 4.2.3.5)

There is a total of over \$13.5 million in state or local capital improvements planned or underway in the impact area as of April 1976.

#### BASE PROCUREMENT (AFERN 4.2.4)

In addition to the payroll generated at the base, there is also contribution to the regional economy in terms of local procurements. Estimated local procurements consisting of base exchange, commissary, supplies, services, and construction awards totaled over \$2 million for 1975.

#### HOUSING (AFERN 4.2.5)

According to the 1970 Census of Housing, there were 13,937 housing units within Iosco County, of which 10,609 were considered year-round units. Based upon building permit activity during 1970-1974 and estimates of demolitions, it is estimated that there are now 14,900 units (1975) of which 11,580 are year-round units. Since 1970, the number of vacant, year-round units has increased from 3,282 to 3,380 units. The number of households, or occupied housing units, has increased from 7,327 in 1970 to 8,200 units in 1975. The number of building permits issued in Iosco

Count since 1970 has averaged 300 units annually. The loss of housing to age, disaster, or demolition is estimated to average about 1% of the current housing stock each year. Wurtsmith AFB personnel occupy 1,355 family housing units on the base itself and 997 units off base in Iosco County.

#### INSTITUTIONAL CHARACTERISTICS (AFERN 4.3)

##### GOVERNMENT (AFERN 4.3.1)

The nearest local government is the Oscoda Township Council, a chartered Township administered by a township supervisor and board of four trustees.

Other jurisdictions are: Alabaster, Au Sable, Baldwin, Burleigh, Grant, Plainfield, Reno, Tawas, and Wilber Townships; Iosco County Board of Commissioners; East Tawas City (Mayor); Tawas City (Mayor); Whittemore (Mayor); Iosco County Intermediate School District; Hale Area Schools; Tawas Area Schools; Whittemore-Prescott Area Schools; Iosco County Agriculture Stabilization and Conservation Service.

The local communities, i.e., Oscoda, Tawas, East Tawas, Hale, Whittemore, Au Sable, etc., while politically autonomous, are administered by districts under the County Board of Commissioners.

The zoning ordinances of Oscoda and Au Sable were established and adopted jointly on 5 October 1964, in accordance with Act 184 of the Michigan Public Acts of 1934 as amended. This zoning ordinance contains 27 articles. These articles define various types of districts, and limit the type and size of buildings and structures which can be built in each district. A Township Zoning Board has been established to carry out the provisions of the ordinance, as well as a Board of Appeals to hear appellate grievances.

##### EDUCATION (AFERN 4.3.3)

Total public school enrollment for the region was 5,496. Of this amount, dependents of Wurtsmith AFB employees accounted for 27.4% of the total enrollment. The total PL 81-974 students numbered 1,508. Total private school enrollment for the area was 166, with base dependents numbering only one.

No college or university is located in Iosco County.

MEDICAL (AFERN 4.3.4)

The St. Joseph Hospital, consisting of 62 beds and located in Tawas City, is in the planning stage of a \$600,000 expansion program designed for early cancer detection. This facility will house their new nuclear medicine section.

Wurtsmith AFB has a 20 bed short-term acute care hospital available on base. Services offered include Internal Medicine, General surgery, Pediatrics, and OB/GYN.

The hospital serves approximately: 660 retired out-patient visits; 20 retired in-patient visits; 4,400 active duty out-patient visits; and 100 active duty in-patient visits per month (including dependents).

Future plans for expansion of base facilities includes an estimated \$8.9 million project to double the square footage of the hospital thus increasing administrative and clinic space, including additional examination rooms for physicians and dentists, as well as patient waiting area. The addition is required to meet new health planning criteria and will require approximately three years to complete.

COMMUNITY SERVICES/FACILITIES (AFERN 4.3.5)

The existing socio-economic environment pertaining to community services and facilities can be characterized as a complementary relationship between the local civilian community and the base. In the area of fire protection, Wurtsmith AFB and many of the local communities have mutual aid agreements. These mutual aid agreements permit the parties involved to assist each other in fire protection activities. Additionally, the base facilities have served as an extension of the local community facilities. For example, several members of the base fire department are members of volunteer fire departments in the aforementioned communities.

In the area of cultural and recreational opportunities, both the base and the communities surrounding the base benefit from interaction with each other. Military personnel and their dependents contribute to expanding the cultural horizons of local residents because of their travels and exposure to other cultures. In addition, many military-related personnel are active in local community affairs and activities.

In turn, communities surrounding Wurtsmith AFB have willingly integrated Air Force personnel into their communities and have shared with them the cultural and recreational opportunities of their communities. Wurtsmith

AFB has a diversified morale, welfare, and recreation program, and the facilities to supplement those which are available in the local communities.

#### ACTIVITY SYSTEMS AND PLANS (AFERN 4.4)

##### TRANSPORTATION (AFERN 4.4.1)

Transportation in the area is severely limited. The primary method is by private automobile. There is no commercial air or rail passenger service to Iosco County. Commercial airports are located 50 miles north and 90 miles south. Bus transportation is limited to one south bound and one north bound departure, per day, by the Great Lakes Greyhound Lines, from Oscoda. There is no bus service to the base.

Some freight service is provided the area by the Detroit and Mackinac Railway Company; however, the bulk of the freight movement in and out of the area is by commercial trucking companies.

##### UTILITIES (AFERN 4.4.2)

Various utility systems are in existence to meet the needs of Wurtsmith AFB. The volume of water available is limited by the total capacity of the pumping system which averages 996,000 gallons per day (gpd) with a one day maximum recorded volume of 2,846,600 gallons. The present system is at maximum capacity during summer irrigation demands. New wells and larger pumping capacity would enable expansion.

All industrial wastes pass through settling tank type separators and solids are removed by contract. Based on capacity and contract requirements, an estimated average is 360 gpd. The base sanitary wastewater treatment plant is operating at about 83% capacity; however, upgrading is necessary to comply with EPA 1977 standards and a \$1.3 million project is programmed in the 1977 MCP.

Electrical power is supplied to the base by the Consumer's Power Company, a privately owned utility serving the lower, middle peninsula areas of Michigan. Based on current demands and the substation capacity, the existing base system could be expanded approximately 44%. Currently the commercial power company is operating at approximately 83% capacity.

The base liquid fuel system consists of the bulk storage area, distribution line and two distribution pump houses. Existing capability is presently limited by the bulk storage capacity plus the transfer pipe line from Alcona Tank Farm. The Alcona transfer line provides a 60% expansion capability.

The disposal of all solid wastes is by the landfill method, except for salvageable scrap metals. The on-base landfill is utilized for the cantonment area (base operated) and an off-base landfill is utilized (contractor operated) for the military family housing area. The base landfill has an estimated life of 11 years. The off-base landfill is awaiting State approval, therefore, an estimated life span has not been established.

LAND USE (AFERN 4.4.3)

The area is diverse in land use. While there is light industry, the coastal area represented is highly used as a year-round recreational area. In the last decade there has been a noticeable increase in the retiree population. A favorite recreation area serving Southern Lower Michigan and many of the states surrounding Michigan, this northeast section of the state is now becoming a prime area for the building of retirement homes for single families and several retiree-apartment complexes. The area has always been a summer resort area and with the increased activity by Department of Natural Resources to restock wildlife and reestablish a Great Lakes Fishery, the past several years have seen a change from "seasonal" to year-round" resort activity. Snowmobiling and cross-country skiing give added impetus to the overall growth of recreation throughout the area.

In this region of influence which totals 360,000 acres there are 12,416 acres inland water and 242,000 acres of forested land (State and National Forest) which host thousands of hunters each season.

Agricultural activity consists of 74,498 acres devoted mostly to small farm acreage and cattle grazing lands. There is a relatively small area of 3,911 acres of urban land in the region.

Latest information received from city, township and county officials indicates a continuing strong growth for this area; a population growth ahead of any other areas in Michigan.

However, the availability of land in Iosco County indicates that it will be many years before population crowding will create any problem for Wurtsmith AFB in the performance of its Air Force mission. There have been no county or township ordinances established dealing with land use, noise or environmental problems.

AIR OPERATIONS CHARACTERISTICS (AFERN 4.5)

Wurtsmith AFB is located off airways in an area of relatively low traffic density. There are no significant hazards to flight in the local area. The nearest significant hazards being a 1,349 TV tower located approximately 60 nautical miles to the north-northwest of Wurtsmith AFB. Wurtsmith is not located on any civil flyways and is minimally affected by light aircraft transiting the Lake Huron shoreline during the summer months. Proposed expansion of facilities and an increase in associated flying activity at Iosco County Airport, located approximately 8 NM to the south, could possibly affect future use of the navigable airspace surrounding Wurtsmith AFB.

C. COMPARATIVE ANALYSIS OF VIABLE ALTERNATIVES

The Candidate Action (reduction of Loring AFB ME) and alternatives No. 1 or 2 (closure of Blytheville AFB AR or Wurtsmith AFB MI respectively) are compared with respect to principal adverse impacts in the following analysis.

POPULATION (AFERN 4.1.1)

Each impact area will experience a direct loss due to the proposed action at its subject base. These estimated direct population losses are the sum of the military and civilian personnel to be relocated plus their dependents. These estimated losses are presented in the following table.

ESTIMATED LOCAL DIRECT POPULATION LOSSES

<u>Base</u>	<u>1976 Impact Area Population</u>	<u>Estimated Loss From Candidate or Alternative Actions</u>	
		<u>Number</u>	<u>Percent</u>
Loring AFB	96,200	8,650	9.0
Blytheville AFB	61,300	8,800	14.4
Wurtsmith AFB	26,000	9,700	37.4

EMPLOYMENT (AFERN 4.2.2)

### INDIRECT EMPLOYMENT LOSS

In response to the direct employment cutbacks there would be an indirect loss of employment. This loss would largely be felt in the civilian service and trade sectors. The number of indirect job losses occurring as a result of the candidate or alternative action for each base is presented in the following table.

#### ESTIMATED INDIRECT EMPLOYMENT LOSSES IN IMPACT AREAS

<u>Base</u>	<u>Total 1976 Civilian Employment</u>	<u>Indirect Employment Loss</u>	
		<u>Number</u>	<u>Percent</u>
Loring AFB	37,200	990	2.7
Blythville AFB	21,500	2,900	13.5
Wurtsmith AFB	10,000	2,150	21.5

Indirect employment loss estimated are based on secondary "multiplier" factors developed for each community which reflect the economic trade characteristics of each.

#### ESTIMATED INCREASES IN UNEMPLOYMENT IN IMPACT AREAS

<u>Base</u>	<u>Estimated Increase In Unemployment</u>	<u>Resultant Unemployment Rate After Action</u>
Loring AFB	1,130	14.0
Blytheville AFB	3,200	24.7
Wurtsmith	2,450	38.0

#### BASE PROCUREMENT (AFERN 4.2.4)

#### SALES LOSS

Base reduction would direct losses in procurement/construction awards and BX/Commissary sales. The estimated total sales losses would range from \$2.1 million at Wurtsmith to \$5.2 million at Loring. Estimated total direct sales losses are presented in the following table:

ESTIMATED LOCAL DIRECT SALES LOSSES, PROCUREMENT,  
BX/COMMISSARY PURCHASES AND CONSTRUCTION AWARDS  
(\$000,000)

<u>Base</u>	<u>Procurement</u>	<u>BX/Commissary</u>	<u>Construction</u>	<u>Estimated Total Sales Loss</u>
Loring AFB	1.6	1.6	2.0	5.2
Blytheville AFB	1.0	1.4	1.6	4.0
Wurtsmith AFB	0.9	0.6	0.6	2.1

\*Includes major construction projects for which dollar amounts may fluctuate significantly from year to year.

HOUSING (AFERN 4.2.5)

Population losses will result in an increase in vacancy rates in private market units. The resultant vacancy rates will range from 13.6 to 39.7% - rates substantially above those considered indicative of a healthy housing market. Vacancy rates are presented in the following table:

ESTIMATES INCREASE IN LOCAL  
HOUSING VACANCY RATES

<u>Base</u>	<u>Current Housing Stock (Units)</u>	<u>* Vacancy Rate (1976) Number</u>	<u>Percent</u>	<u>Estimated Increased Vacancies Number</u>	<u>Resultant Vacancy Rate</u>
Loring AFB	27,888	3,300	11.9	484	13.6%
Blytheville AFB	19,400	1,780	9.2	1,125	15.0%
Wurtsmith AFB	11,260	3,380	30.0%	1,000	38.9%

\*Excludes base housing.

SUMMARY OF ECONOMIC IMPACT (AFERN 4.2.6)

ESTIMATED ECONOMIC IMPACTS

<u>BASE</u>	<u>PAYROLL LOSS</u> <u>(\$000,000)</u>	<u>RETAIL SALES</u> <u>LOSS</u> <u>(\$000,000)</u>	<u>DECREASE IN REGIONAL</u> <u>ECONOMIC OUTPUT</u> <u>(\$000,000)</u>	<u>PERCENT</u>
Loring	28.9	15.4	34.1	10.5
Blytheville	31.7	16.9	34.3	14.0
Wurtsmith	35.2	18.8	37.3	34.4

INSTITUTIONAL CHARACTERISTICS (AFERN 4.3)

GOVERNMENT (AFERN 4.3.1)

Governmental structure in each community would be affected by the extent that governing bodies would have to adjust to losses of revenue due to losses of population and re-evaluate budget plans. Local forms of government administration probably would not change. Unemployment and recession would, at least temporarily, require much of the attention of administrators, planners, and elected representatives of the areas.

EDUCATION (AFERN 4.3.3)

PUBLIC SCHOOL ENROLLMENT (AFERN 4.3.3.1)

With the departure of military and civilian personnel and their dependents there would be a resultant loss in public school enrollment. Such a loss could have direct implications for the level of funding in each school district. The following table presents the capacity, enrollment, and estimated loss in each of the impacted districts:

ESTIMATED DECREASES IN PUBLIC SCHOOLS  
ENROLLMENT IN IMPACT AREAS

<u>COMMUNITY</u>	<u>CURRENT SCHOOL SYSTEM CAPACITY</u>	<u>ENROLLMENT</u>		<u>ESTIMATED LOSS</u>		<u>RESULTANT ENROLLMENT AS % CAPACITY</u>
		<u>1976</u>	<u>PERCENT CAPACITY</u>	<u>Number</u>	<u>%</u>	
Arrostook County		14,390		1,700	12	
Loring AFB		2,160*		890*	41	
Blytheville AFB	8,275	7,360	89	1,142	16	75
Wurtsmith AFB	5,820	5,560	94	1,508	27	74

\*Includes only two school districts most affected (Limestone and Caswell Plantation).

ACTIVITY SYSTEMS AND PLANS (AFERN 4.4)

TRANSPORTATION (AFERN 4.4.1)

LORING AIR FORCE BASE

Expansion of air services out of Presque Isle Municipal Airport would be slowed as one company would cancel plans for additional flights. Highway congestion during peak traffic periods would be reduced, principally on US Interstate 1 and State Highway 89. Reduced traffic where the east and west gates merge with State Highway 89 would reduce safety hazards for other motorists.

BLYTHERVILLE AIR FORCE BASE

Plans for two highway improvement projects developed by state and local agencies would be affected by base closure. An on-going project to widen county Highway 151 between Gates 1 and 3 near the base may, depending on the extent of completion, be reevaluated and possible adjusted in scope. Similarly, revised projections of future traffic loadings at the junction of State Highway 18 and US Highway 61 east of Blytheville, presently a problem area, may indicate that planned improvement projects in the location are less needed. Total traffic volume in the Blytheville area during peak periods would be reduced approximately 30%. Future commercial airline service to Blytheville Municipal Airport would be much more difficult for the community to obtain.

#### WURTSMITH AIR FORCE BASE

Loss of revenues to the Tri-City Airport, 90 miles south, may be relatively significant, as 810 passengers are processed annually through the base and 4,458 freight shipments are also made. Loss of this business may alter services to and from the area. Rail shipments to Wurtsmith AFB are limited to rather substantial petroleum shipments. Closing the base would affect revenues of the D&M Railroad Company but this impact has not yet been quantified.

Traffic on the roads surrounding Wurtsmith AFB is often severely congested during peak rush hours. Plans to construct additional highway lanes to alleviate this problem may be affected by the base closure. Approximately half of the vehicles registered at Wurtsmith AFB are owned by personnel residing off base.

#### CIVILIAN COMMUNITY UTILITIES (AFERN 4.4.2.1)

##### LORING AIR FORCE BASE

The only use of civilian community utilities by the base proper is the purchase of about 7,700 kilowatts per day off-peak electric power from the Maine Public Service Company. Off-base housing units of military and civilian personnel residing near the town of Limestone do generate a significant demand for water and wastewater services. The Limestone Water and Sewage District will likely lose nearly 40% of their present customers with the reductions at Loring AFB. This sudden excess capacity may force a change in rate structure for remaining utility users. The impact of base reduction on other utilities is negligible.

##### BLYTHEVILLE AIR FORCE BASE

Use of electrical service by on- and off-base users is small compared to overall power production and distribution by the Arkansas-Missouri Power Company. However, this company would lose approximately \$264,000 in annual revenues from base purchases. While natural gas is in very short supply in the region, the amount consumed by on-base and off-base users which would no longer be utilized will not increase local supplies more than 4%. Annual base purchase of natural gas has been estimated at \$210,400. These revenues would be readily regained from other potential users.

#### WURTSMITH AIR FORCE BASE

Combined demand by on-base and off-base users of electrical power totals over three-fourths of the current demand in the Oscoda and Au Sable townships. Off-base users account for approximately one-sixth of the demand in the area. Telephone service to both on- and off-base users is approximately one-fifth of the current demand.

Implementation should decrease utility demands in Iosco County by approximately 38%.

#### LAND USE (AFERN 4.4.3)

#### LORING AIR FORCE BASE

A significant rise in housing vacancies would occur and sales of marginal or small commercial businesses in Limestone and along base access roads would substantially increase. Residential uses would occupy a lower percentage of developed and built-up lands in the region. With time and economic recovery programs, this impact would decrease as vacancies are reabsorbed.

Data are inadequate to project changes in short- and long-term use of specific parcels of land. However, the community of Limestone can be expected to experience severe fluctuations in land value and ownership. As base personnel presently living in the surrounding older rural farmsteads leave the area, many of these buildings will probably fall into disrepair. The central commercial district of Limestone may require a substantial, concerted economic recovery program in order to survive in the long run as a commercial area. The dominant factors influencing land use patterns in the regional centers of Presque Isle and Caribou will continue to be the potato processing industry. The region's farm operations will change in response to this industry.

#### BLYTHEVILLE AIR FORCE BASE

Growth rates of residential areas, especially north Blytheville east of US Highway 61 and also in Gosnell north of the existing school complex, would slow during the transitional period following a base closure. Automotive commercial use of land near the base and along access roads would also decrease. The ownership of these same lands would be relatively unstable during this period, and market values would decline. There are not sufficient data to quantify impacts on with land value or ownership, however. Existing development plans for the Blytheville-Gosnell area recommend several facility needs be met during the planning period. The need for these facilities would have to be reconsidered in light of population losses due to a base closure, particularly in Gosnell.

In general, the economic base of the Blytheville region is sufficiently diverse to absorb over time the socio-economic losses associated with a closing of the base. Future land use in Gosnell would depend to a large extent on future use of base lands and facilities. The change of residential and commercial use of land near the base would probably be the most significant land use impact of a base closure action.

#### WURTSMITH AIR FORCE BASE

The area surrounding Wurtsmith AFB is recreationally oriented with a considerable portion of recreational housing. A closure of Wurtsmith would eliminate the main industrial sector of the local economy and impact on its attendant residential development.

#### SPECIAL AREAS (AFERN 4.4.3.7)

There are no adverse impacts on any sites of historical/archeological significance under the candidate or alternative actions.

#### AIR OPERATIONS CHARACTERISTICS (AFERN 4.5)

The implementation of the candidate action would significantly reduce air operations at Loring AFB. Alternatives No. 1 and 2 would completely eliminate air operations at Blytheville or Wurtsmith AFBs, respectively.

## SUMMARY

The following matrix summarizes some of the major areas of consideration for ease of comparison. Air pollution, water, sewage, and biotic environment are included in the Natural Environment category. Payroll amounts in the table reflect the spendable income taken from payroll tapes of the Air Force Accounting and Finance Center. Army and Air Force Exchange Service (AAFES), Nonappropriated Fund (NAF) and contractor personnel are not included in the amounts shown in the table.

### COMPARISON SUMMARY

<u>CONSIDERATIONS</u>	<u>LORING AFB (CANDIDATE)</u>	<u>BLYTHEVILLE AFB (ALTERNATIVE)</u>	<u>WURTSMITH AFB (ALTERNATIVE)</u>
Strategic Location	Good	Good	Good
Capital Investment (\$ million)	173.1	53.7	90.1
Annual Payroll Loss (\$ million) **	28.9	31.7	35.2
Air Traffic	Good	Good	Good
Weather Cancellation Rate	5.3%	0.6%	3.2%
Natural Environment	Good	Good	Good
AICUZ/Noise	Good	Good	Good
Resultant Unemployment Rate	14%	25%	38%
Resultant Off-Base Housing Vacancy Rate	14%	15%	40%
Resultant Loss in School Enrollment	41%	16%	27%
Annual Recurring Saving After FY-79 (million)	17.6	20.0	22.3

\*\*Payroll amounts reflect take home pay of military and DAF civilian personnel.

\*Includes only two local districts most affected.

V. PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED SHOULD THE PROPOSAL BE IMPLEMENTED

This section of the report contains a brief summary of those probable impacts identified as adverse and unavoidable with implementation of the candidate action. All of these impacts have been estimated based on the "worst possible" case and are summarized by major functional categories. The general course of the economic repercussions of a base closure in a local economy is traced in the paragraph below, followed by a detailed discussion of impacts.

Upon large-scale reduction or closure of major military installation, the direct loss of jobs, personal income, and procurements would lead to secondary job losses in all sectors of the local economy. As these job losses take place, they would create their own cycle of indirect job losses in a continuing cyclical process until the economy stabilizes. Experience with closure of other military installations indicates that this process takes from six months to one year before an upswing is felt in the local economy. This period varies, of course, depending on the state of the local economy at the time of closure, the time phasing of the action, and the mitigating measures adopted.

As base operations wind down, businesses which provide services to the base, its personnel, or its dependents, would find that a large portion of their market is gone and may be forced to close. As more people become unemployed and opportunities for employment in the area decrease, households, may begin to leave the area in search of new opportunities. This loss in population would cause a further decrease in demand for services and possibly creates unemployment.

In conjunction with the loss of employment, the area would experience a decrease in total personal income, associated with a decrease in spending power. This would be an additional constraint on local businessmen, and would reduce the number of people able to buy homes.

The housing market, already strongly impacted by a high vacancy rate and depressed market values due to lack of demand, may be further impacted by the additional losses of population in the area. As bank deposits are withdrawn by base personnel and other households leaving the area, less mortgage money would become available to prospective purchasers, and some present mortgages may have to be foreclosed, further impacting the housing market.

As people leave the impact area, the demand for public services, and therefore user charge revenues, would decline, although the cost infrastructure would still be present. This could result in deficit spending at the local government level or an increase in user charges for the remaining population. Other local government revenues may also be affected, including property tax revenues.

Educational facilities would be impacted by the losses in population which lead to reductions in state operating aid distributed on a per capita basis. Private educational institutions may find that decreased tuition collections cannot support the present variety of programs they offer and may have to cut these back. Cutbacks in both private and public education would lead to the dismissal of teachers, another contributing factor to high unemployment.

#### A. LORING AIR FORCE BASE

##### ON-BASE EMPLOYMENT LOSSES

The loss of about 2,950 military and about 330 civilian personnel and their dependents would have a direct short-term impact on Aroostook County. This impact would be adverse in the sense that Aroostook County would lose one of its major employment sectors.

##### REDUCTION OF LOCAL ECONOMIC ACTIVITY

An indirect, employment loss of an estimated 990 people would occur due to the candidate action. This employment loss would contribute to the civilian unemployment rate, increasing it from approximately 11% to 14% after the candidate action.

Local governmental units in the town of Limestone would experience some disruption and future activities could be severely constrained due to losses in local population and accompanying losses in manpower and financial resources for government functions. The socio-economic changes which this action would create would alter past planning assumptions for local and regional agencies. New goals and directions will be necessary, particularly for economic recovery measures in Limestone and to a lesser extent, Caribou, Presque Isle, and Fort Fairfield.

The candidate action would result in the direct loss of approximately \$28.9 million of personal income and this in turn will generate further indirect, induced personal income loss.

The loss of base procurement and construction awards would adversely impact those businesses which have been either partially or totally dependent on base contracts. The smaller firms would be particularly hard hit.

The retail sector in Aroostook County would experience a drop in sales largely as a result of the induced decreases in payroll and personal expenditures. Although a significant portion of military retail sales are made on base, there would also be some direct loss in the local economy attributable to their departure.

There would be a loss of bank deposits due to both direct and indirect loss of personal income.

#### REDUCTION OF PUBLIC REVENUES

Both the Limestone School District and the Caswell Plantation School District would experience a 10% decline each year for three years in the amount of PL 874 Aid Funds as a result of the decline in military related enrollees. After this period, these school districts would receive PL 874 funds on a straight per capita basis.

A reduction in public utility revenues would result due to a decrease in usage. This reduction would likely result in an increase in user charges for these persons who remain.

Reduced user charge revenues may jeopardize payback schedules on any outstanding revenue bonds which were used to finance the construction of public utilities. Although minimal, there would be a loss in the personal property tax resulting from the relocation of personnel who were residing off base.

There could be a small reduction in Federal revenue-sharing funds as a result of decreases in per capita income and population.

#### DISRUPTION OF PUBLIC SERVICE PATTERNS

The primary adverse impact on transportation facilities would be the loss of air passenger traffic and freight revenues at the municipal airport in Presque Isle. One commuter airline serving this airport would not expand service as was planned before the announced proposal.

There would be no unavoidable adverse effects on the supply of utilities to civilian communities. Losses in revenue to the Limestone Water and Sewerage District may affect rate structures for resident populations, but this impact could be mitigated.

The decrease in user charge revenues for public utilities may lead to a situation in which the bonding capacity of local utilities is changed. This could adversely affect any planned improvements or modifications to the system.

Both Limestone School District and Caswell Plantation School District would increase dramatically their share of under-utilized facilities and services. The remaining impacted school districts would also suffer from under-utilization but not to the extent of the above mentioned districts.

#### DISRUPTION OF REAL ESTATE MARKETS

There would be increased vacancies in the private market, especially over the short run. Such an increase in vacancies can lead to a series of related social problems (i.e., vandalism).

There would be a decrease in private investor demand over the short run. Whereas speculative development may have contributed significantly to new housing development in the past, it is expected that this source of supply would tighten up. This decrease in private investor interest can serve as a future impediment to the normal process of economic recovery.

Existing transient facilities would experience a downturn in their patronage due to the proposed cutbacks.

Primary adverse effects that would be unavoidable over the short-term would be the residential and commercial vacancies and associated land ownership turnover and land value fluctuations. These adverse impacts would primarily affect the town of Limestone and to a lesser extent, the communities of Caribou, Presque Isle, and Fort Fairfield.

#### B. AVAILABLE MITIGATIVE ACTIONS

Based upon the preceding analyses of potential adverse impact anticipated, five major impact categories have been identified. These impact categories include:

1. On-Base Employment Losses
2. Reduction of Local Economic Activity and Business Volumes
3. Reduction of Public Revenues
4. Disruption of Public Service Patterns
5. Disruption of Real Estate Markets.

Within each of these major categories are a number of more specific impacts, as shown in the accompanying matrix. These adverse impacts can be partially mitigated by a number of potential actions. Since the base would continue in operation as a military installation, development projects cannot be designed around the use of land and facilities currently at the base. Other regional and community economic development projects that might be considered in this area which would generate employment opportunities and help stabilize the area's economy would likely focus on potato processing industry, lumbering, and the pulp and paper industry. In addition, the state is attempting to attract small, clean industrial development; the Northern Maine Regional Land Use Planning Commission would be the primary agency for coordinating the region's communities into an effective economic recovery program for industrial and/or commercial expansion. Specific recommendations on effective economic recovery programs would require a detailed investigation and marketing survey analysis. Should Loring AFB reduce to a forward operating location, the use of contractual services for base operating support (BOS) would provide employment opportunities for local residents and have a mitigative effect.

A number of federally-sponsored programs under the Department of Defense, Small Business Administration, Community Services Administration, Department of Commerce, and the New England Regional Commission should be investigated by the impact region.

The President's Economic Adjustment Committee (EAC) has been charged with helping communities and individuals that may be affected by changes in Defense programs. Assistance is provided to help communities reduce their dependence on Defense activities and to make necessary adjustments when program changes cause serious impacts. EAC is chaired by the Secretary of Defense and has members from all Cabinet departments (except State and Treasury) and six major federal agencies. The permanent management/administrative staff of the Committee is located within the Defense Office of Economic Adjustment.

The role of the Economic Adjustment Committee is to help a community help itself in making necessary adjustments. It does this by bringing a coordinated federal response that is in concert with the goals and objectives of community leaders. The intent of the economic adjustment program is to utilize state and local resources, in addition to federal resources, to create new private-sector jobs and to reduce the community's dependence on Defense activities.

Since 1970, EAC has assisted 136 communities in 40 states and Puerto Rico to diversify their local economy and reduce their dependence on Defense employment.

Prior to the establishment of the Committee in 1970, the program operated largely within the Department of Defense itself as the Defense Economic Adjustment Program. During its total fifteen year history, the Department of the Air Force has taken a particularly active and supportive role in the Economic Adjustment Program. With the closure of 38 air bases and stations during this period, there has been a resulting direct loss of 39,000 Air Force civilian jobs and another 43,100 civilian jobs within the impacted area. Civilian airfields have been established at 25 of the former air bases and college or vocational training institutes have been created at 26 of the former facilities with 25,300 students.

Because the activities of the EAC are tailored to the unique needs and resources of the affected communities and because the affected communities must request the assistance, the specific mitigative steps that might be taken cannot be identified at this point, but the opportunities for economic recovery do exist.

If the EAC is asked for assistance, their response time should be shortened as a result of the analysis that will have been accomplished in the environmental statement development and review process.

A thorough review was undertaken of federal programs available to mitigate these adverse impacts. This was combined with reviews of case histories of communities that have suffered similar types of impacts from military base closings and documents published by and about the President's Economic Adjustment Committee, (EAC) outlining courses of action available to impacted communities. A matrix was then developed which outlines basic, well-known programs available to mitigate the adverse impacts of base closings and assist in local economic recovery. The following table serves as a master matrix for the source of all applicable mitigative techniques presently available.

MATRIX OF AVAILABLE MITIGATIVE PROGRAMS/ACTIONS RELATED TO  
POTENTIAL UNAVOIDABLE ADVERSE IMPACTS

Community Impact	Level of Program and Nature of Mitigation	
	Federal	State Local
I. On-Base Employment Losses		
A. Military	<ul style="list-style-type: none"> <li>1. Staged reductions by DOD</li> <li>2. Transfer by DOD</li> <li>3. New facility establishment by DOD</li> </ul>	
B. Civilian	<ul style="list-style-type: none"> <li>1. Staged reductions by DOD</li> <li>2. Priority placement program</li> <li>3. Retirements</li> </ul>	
II. Reduction of Local Economic Activity and Business Voluntes		
A. Loss of Employment Sector	<ul style="list-style-type: none"> <li>1. ED*-Public Works and Econ. Dev. Act of 1965 (Pl. 89-136) <ul style="list-style-type: none"> <li>- Technical assistance, demonstration grants</li> <li>- Planning grants</li> <li>- Public grants/loans - 50-80% of cost</li> <li>- Private loans/guarantees - up to 65% of cost</li> </ul> </li> <li>2. HRID-Community Development Block Grants</li> <li>3. SBA-Section 502 loans</li> <li>4. Community development funds (Sections 105 &amp; 107, "HRCD Act" - 1974)</li> </ul>	<ul style="list-style-type: none"> <li>1. "Freeport" tax breaks</li> <li>2. State industrial loans and guaratees</li> <li>3. State development credit corporations</li> <li>1. Establishment of development commission or authority with revenue bonding authority</li> <li>2. SBIC's-EDA and SBA grants</li> <li>3. LIDC's-EAC grants</li> <li>4. Local property tax breaks</li> </ul>
B. Loss of Population, Payroll and Income	<ul style="list-style-type: none"> <li>1. Staged reductions by DOD</li> <li>2. New facility establishment by DOD</li> </ul>	Chamber of Commerce actions
C. Loss of Personal Expenditures	SBA-Section 502 loans and base closing economic injury loans	Securing private industry to generate greater levels of spending and local procurement
D. Loss of Procurement Expenditures	Determined at national level	Local procurement
E. Retail Trade	Not significant unless job reductions are 15 percent of region employment base	Realignment of retail centers and zoning constraints

MATRIX OF AVAILABLE MITIGATIVE PROGRAMS/ACTIONS RELATED TO  
 POTENTIAL UNAVOIDABLE ADVERSE IMPACTS (cont.)

Community Impact	Level of Program and Nature of Mitigation	
	Federal	State Local
F. Base-Related Services (small business)	SBA-displaced business loans (PL 93-237, Section 37(b)(7)) "base closing economic injury loans"	SBIC's to consolidate and distribute credit to small businesses
G. Bank Deposits and Loans	1. FDIC and FSLIC (insurance only) 2. DOD-homeowners assistance program 3. FIA & VA mortgage forbearance	Bank mortgage forbearance
H. Secondary Employment Reductions AND	1. Public Works and Economic Dev. Act. of 1965 (PL 89-136) (PL 93-423) (PL 89-136) Title IX "Special economic and adjustment program" Title X "Anti Recessionary job opportunities program"	1. Provision of job training and retraining facilities (DHR) 2. University sponsored training programs & Vo-tech. education
I. Higher Un- and Underemployment	2. Manpower Dev. and Training Act of 1962 (Section 204(a) PL 87-415) - National on-the-job training - Manpower revenue sharing 3. Vocational Education Amendments of 1968 (Title I, Part B PL 90-576)	
J. Loss of Employed Base-Related Dependents	Flexibility of staging and timing of base closing	Local job training and adjustment, where applicable
III. Reduction of Public Revenues (State and Local)		
A. Income Taxes	Not lost	Civilian only lost -- not recoverable
B. Personal Property Taxes	1. DOD Homeowners Assistance Program 2. GSA-release of excess property to community	Higher assessments or tax rates
C. Sales Taxes	Not significant (See III.A.)	
D. Gasoline Sales Taxes	Not recoverable	
E. Utilities' User Charges (ability to pay back revenue bonds)	1. EPA cost recovery? 2. EDA and EPA-larger percent federal grants	Higher user charges

MATRIX OF AVAILABLE MITIGATIVE PROGRAMS/ACTIONS RELATED TO  
POTENTIAL UNAVOIDABLE ADVERSE IMPACTS (con't)

Community Impact	Level of Program and Nature of Mitigation	
	Federal	State Local
F. Revenue-Sharing Funds		Annexation, if possible and practical
G. School System Funds for Children of Base Dependents	PL 81-874-90% of previous level for children of base residents for three succeeding fiscal years	
IV. Disruption of Public Service Patterns		
A. Existing and Planned Utilities Improvements	<ol style="list-style-type: none"> <li>1. EDA-Public Works and Economic Dev. Act (1965 PL 93-423) (PL 89-136) Title IX <ul style="list-style-type: none"> <li>- Technical assistance, demonstration grants</li> <li>- Planning grants</li> </ul> </li> <li>2. EPA-PL 92-500 Title II</li> <li>1. See IV.G.(1)</li> <li>2. Vocational Education Amendments of 1968 (Title I, Part B, PL 90-576)</li> <li>3. 100% discount on conveyance of base property to be reused for education (Section 203(k)(1)), Federal Property and Admin. Serv. Act of 1949)</li> </ol>	Increased state contribution  Industrial development bonds
B. Educational Facilities Utilization		Reuse via sales/lease of excess facilities for other public or private purpose
C. Loss of Health and Medical Facilities	100% discount on conveyance of base property for reuse of hospital/medical facility - Federal Property and Admin. Serv. Act of 1949 (Section 203(k))	Acquisition of base facilities through revenue bonds, if necessary, or grants, if available
D. Loss of Air Service Infrastructure	<ol style="list-style-type: none"> <li>1. FAA-100% discount on conveyance of base property for general aviation reuse (Section 13, Surplus Property Act of 1944)</li> <li>2. Same as V.C.(1)</li> </ol>	Acquisition of base facilities through revenue bonds, if necessary, or grants, if available
E. Loss of Public Recreation Facilities	50% discount on conveyance of base property to be reused for parks and recreation - DOI - Surplus Property Act of 1944, Section 13(h)	Acquisition of base facilities through revenue bonds, if necessary, or grants, if available

MATRIX OF AVAILABLE MITIGATIVE PROGRAMS/ACTIONS RELATED TO  
POTENTIAL UNAVOIDABLE ADVERSE IMPACTS (con't)

Community Impact	Federal	State	Level
V. Disruption of Real Estate Markets			
A. Increased Vacancy in Housing Market and Loss of Market Value	<ol style="list-style-type: none"> <li>DOD Homeowners Assistance Program insures at least 90% of market value</li> <li>DOD-protection and maintenance contracts</li> <li>Staged reductions of base emp.</li> <li>HUD funding for public housing</li> </ol>		<ol style="list-style-type: none"> <li>Bank mortgage forbearance</li> <li>Building moratoria</li> <li>Purchase of base housing for public housing - HUD monies via "National Housing Act" 1968 PL 90-448, Sec. 235(j) "U.S. Housing Act of 1937" PL 75-412 (local housing authority)</li> </ol>
B. Reduction of Retail Sales	See III.A.		
C. Reduced Motel Occupancies	EDA planning grants to evaluate and promote viable tourism or lodging-related industries		
D. Reduced Private Investor Interest	<ol style="list-style-type: none"> <li>EDA-loans and guarantees to aid businesses to establish where other lenders won't venture (PL 89-136) P.W. &amp; Econ. Dev. Act. of 1965</li> <li>Same source - public development grants</li> </ol>	<ol style="list-style-type: none"> <li>"Freeport" tax incentives</li> <li>State loan guarantees</li> <li>State development credit corporation</li> </ol>	<ol style="list-style-type: none"> <li>Local industrial development bonds</li> <li>"Special" tax bonds on new development</li> <li>SBIC's</li> </ol>

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PROPOSED REDUCTION OF LORING AIR FORCE BASE, MAINE.(U)  
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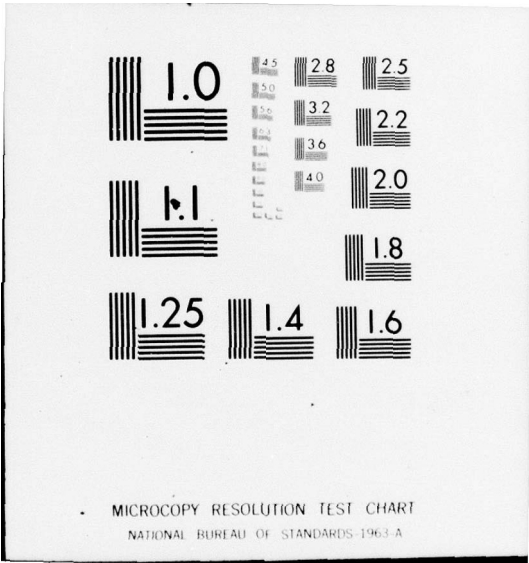
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VI. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USE OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

This section contains a brief discussion of the extent to which the proposed action involves trade-offs between the short-term environmental gains/losses and the expense of long-term losses/gains; and the extent to which the candidate action forecloses future options.

In the short term the Air Force will be able to reduce one base and apply the savings in manpower and dollars to combat forces.

There are some conditions or situations anticipated as a result of the candidate action that would appear to represent improvements in the short run but which may prove detrimental when considered over the long term, including:

The reduced enrollment at various public schools accompanied by the continued provisions of PL 874 funds at a slightly reduced level for three years following closure would result in an enhanced educational environment in the short-term period, due to more favorable student-teacher ratios. However, it should be remembered that PL 874 funds will be discontinued after three years. It is uncertain whether student population adjustments could be made in such a way as to reduce total operating costs fully in proportion to loss of federal aid. Reduced local governmental expenditures that are variable with population demands will probably not be offset by significantly reduced tax revenues.

Reduced demand for public utilities would provide excess capacity for furthering other economic development efforts, but too severe or extended a reduction of user-charge revenues could endanger the local area's ability to meet construction cost repayment schedules or provide expanded service.

On the other hand, there are potential conditions that might exist as a result of the proposed action that would be detrimental in the short run, but which could prove advantageous in the long-run, including:

Reduced revenues and demands on public facilities, resulting in excess capacity, could prove advantageous in attracting a major new industry, or industrial park developer.

The loss of jobs and reduction in the area's total personal income would probably severely depress the local economy in the short run, but a large available skilled labor pool may prove advantageous in attracting new industry and economic generators over the long term, and the new jobs could be much more stable and less subject to cutbacks than the base has proved to be.

High housing vacancy rates and low market values will create difficulties in the short term for civilians in the local area trying to sell their homes, but in the long term these factors may contribute to a healthier housing market. Existing substandard housing will probably be demolished when no buyers can be found, reducing vacancy rates and raising market values in the long run. In addition, if effective mitigating measures are adopted and the local area gets economic impetus from new industries or other sources, housing will be available for in-migrating populations.

Based on past experience with closures/reductions, local leaders and the President's Economic Adjustment Committee (EAC) working together have been able to reduce and, in many cases, eliminate the adverse socio-economic impact of base closure/reduction.

VII. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES  
THAT WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT  
BE IMPLEMENTED

If the candidate action at Loring AFB is implemented, certain expenditures of capital, materials, manpower and time which have been made or committed may be irretrievable. Such irreversable and irretriievable expenditures of resources are those which occurred while Loring AFB was in full operation and which represent resources that would ineffectively become utilized or, lost to local governments and citizens of the impact region.

Capital investments by the local government for support services and facilities related to the base preserve would become under-utilized. The same would be true of business investments developed in response to the existing demand.

These services developed specifically in response to the military presence would the region be lost through closure or transfer.

VIII. CONSIDERATIONS THAT OFFSET THE ADVERSE ENVIRONMENTAL EFFECTS

The Air Force has determined that the candidate action would result in substantial resource savings without detriment to combat capability. Thus, the Congressional direction to reduce support activities would be followed and significant manpower and dollar savings achieved.

Resultant cost savings (in \$000) are indicated in the following analysis:

	<u>FY 77 After Action</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>
Annual Cost Avoidance	8,064	17,839	17,839	17,839
Recurring Costs	120	240	240	240
One-Time Costs	4,862	0	0	0
Net Cost Avoidance	3,082	17,599	17,599	17,599

## IX. DETAILS OF UNRESOLVED ISSUES

### LORING AIR FORCE BASE

Active opposition to the candidate reduction at Loring AFB has resulted in an organized regional effort by local citizens to emphasize the dependence of local communities on the presence of the base.

The effects of the candidate action on value and ownership of specific parcels of land cannot be determined.

The issue of the disposition of the base properties for uses other than military has not been resolved.

There are a number of special interest groups in the Loring area which have developed to provide greater communication between the base and the outlying communities. These programs which will be terminated with the base reduction are briefly summarized below:

1. Honorary Commanders Program: Civilian officials are appointed as counterparts to about 50 Loring commanders and staff officers for a period of one year. These honorary commanders and their wives are presented formal briefings on SAC and Wing mission and organization and are encouraged to attend squadron/agency social functions.
2. Maine Military Retirees Association: The Aroostook County Chapter of the Maine Military Retirees Association has 64 active members. This organization has recently formed an economic impact study group which is working in conjunction with the "Save Loring" Committee (see below).
3. "Save Loring" Committee: This group is leading the fight against the Air Force proposal to reduce Loring. Formed under the auspices of the Northern Maine Regional Planning Committee and the Maine legislative delegation, its members represent several Aroostook communities. This committee has hired a professor from the University of Maine at Orono to conduct an independent socioeconomic study of the impacts of the proposed reductions.
4. Air Force Association (AFA): Officers of the local (Spudland No. 324) Chapter of the AFA have worked very closely with Loring officials. All have been members of the Honorary Commanders Program and have served to promote an effective interface between the base and business interests in local communities.

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Wurtsmith AFB MI

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LAND USE SPECIAL STUDIES

Midwest Research Institute

Kincheloe AFB MI

Wurtsmith AFB MI

Loring AFB ME

Blytheville AFB AR

HUMAN ENVIRONMENT SPECIAL STUDIES

Hammer, Siler, and George Associates

Kincheloe AFB MI

Loring AFB ME

Blytheville AFB AR

Wurtsmith AFB MI

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K I Sawyer AFB MI

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