

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Military Affairs and Domestic Security Committee

BILL: CS/SB 2322

INTRODUCER: Military Affairs and Domestic Security Committee

SUBJECT: Military Base Closures

DATE: March 26, 2009      REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Pardue	Skelton	MS	Fav/CS
2.	_____	_____	CM	_____
3.	_____	_____	WPSC	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

**Please see Section VIII. for Additional Information:**

- A. COMMITTEE SUBSTITUTE.....  Statement of Substantial Changes
- B. AMENDMENTS.....  Technical amendments were recommended
- Amendments were recommended
- Significant amendments were recommended

**T Summary:**

Committee substitute for Senate Bill 2322 creates s. 289.984, F.S., to establish the Florida Council on Military Base and Mission Support. The council is created to provide oversight of the initiatives, claims, and actions taken on behalf of the state relating to base realignment and closure activities.

This bill creates section 288.984 of the Florida Statutes.

**I. Present Situation:**

The Department of Defense is currently engaged in completing the 2005 round of base realignments and closures, commonly referred to as "BRAC."<sup>1</sup> The BRAC process reflects a desire to eliminate excess capacity, experience the savings from that reduction in capacity, and fund higher priority weapon platforms and troop training. There have been four BRAC rounds between 1988 and 1995. During the 1993 round, four Florida bases were closed.<sup>2</sup>

<sup>1</sup> See the Defense Base Closure and Realignment Act of 1990, Pub. L. 101-510, as amended through the National Defense Authorization Act of Fiscal Year 2003.

<sup>2</sup> Florida lost the Naval Aviation Depot Pensacola, the Naval Aviation Station Cecil Field Jacksonville, the Naval Training Center Orlando, and Homestead Air Force Base

During the current 2005 BRAC round, a U. S. Army Special Forces Group of approximately 3000 soldiers is scheduled to move from Ft. Bragg, NC to Eglin Air Force Base in Northwest Florida in the 2010-2011 timeframe. Also, Eglin is scheduled to establish multi-service/multi-nation training facilities for the F-35 Joint Strike Fighter aircraft in 2011. Eglin is slated to become the principal training facility for this latest generation military aircraft.

The U. S. Navy, in a decision unrelated to the BRAC process, has recently announced its intention to homeport one of its nuclear powered aircraft carriers to Naval Station Mayport in Jacksonville. This basing decision will have significant positive economic impact on the Jacksonville area.

Only tourism and agriculture contribute more to Florida's economy than the 21 military installations and three unified commands that are situated in 13 counties throughout this state. That contribution, including associated defense industries, recently estimated at \$52 billion statewide, has a significant impact on the economic well being of each local host military community and the state as a whole.<sup>3</sup>

In 2003 the Governor created an advisory council comprised of 18 members of the private sector, including retired military officers, and state government to advise him on the BRAC 2005 round. The specific mission of the Advisory Council included:

- Keeping Florida's military installations off the base closure list;
- Knowing the capabilities of Florida's military installations for realignment potential from other locations; and
- Supporting Florida's local community BRAC efforts by acting as a coordinator to the Governor's office and the state's efforts.

The Advisory Council's responsibilities were divided into four committees as follows; Intra State Activities, Federal Activities, Public Communications, and Competitive Advantages.

No future BRAC rounds are scheduled at this time. However, a recent Government Accountability Office (GAO) report highlighted problems being encountered during the current BRAC round implementation. Such problems will require careful monitoring and include:

- Increased risk that some BRAC recommendations may not be completed by the statutory deadline of September 15, 2011; and
- BRAC implementation cost estimates are higher and savings estimates are lower compared to the previous fiscal year. The GAO estimates that the total 20-year savings estimate for the current BRAC round at \$13.7 billion. This is a 62 percent reduction from the BRAC Commission's original estimate of \$36 billion in savings.<sup>4</sup>

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<sup>3</sup> Recent study conducted by the University of West Florida on the economic impact of military spending in Florida.

<sup>4</sup> Government Accountability Office, Military Base Realignments and Closures – DoD Faces Challenges in Implementing Recommendations on Time and Is Not Consistently Updating Savings Estimates, GAO-09-217, January 2009.

## II. Effect of Proposed Changes:

CS/SB 2322 creates s. 289.984, F.S., to establish the Florida Council on Military Base and Mission Support.

The council is created to provide oversight of the initiatives, claims, and actions taken on behalf of the state relating to BRAC with the mission to:

- Support and strengthen all U. S. Department of Defense (DoD) missions and bases located in Florida;
- Know the capabilities of Florida's military installations in order to support future military growth opportunities; and
- Support local community efforts relating to BRAC by acting as a liaison between the local communities and the Legislature.

The council shall be composed of nine members. Three members are appointed by the President of the Senate, one of whom must be a member of the Senate. Of the remaining two appointees, one shall be a representative from a community-based defense support organization and one shall be a retired military general or flag rank officer or an executive officer of a defense contracting firm doing significant business in Florida. The Speaker of the House of Representatives shall appoint three members to the council in similar fashion including one member of the House of Representatives. The remaining three council members are appointed by the Governor. These appointees shall include the director or designee of the Office of Tourism, Trade, and Economic Development, the vice-chairperson or designee of Enterprise Florida, Inc., and one discretionary appointee.

Legislative members of the council serve a term of two-years commencing on July 1 of each odd year. The remaining members are appointed to four-year terms with vacancies filled for any unexpired portion in the same manner as the initial appointment. All members of the council are eligible for reappointment.

The bill provides that members of the council elect a chair and vice-chair. The chair and vice-chair serve terms of two years and are eligible to succeed themselves.

Council members serve without compensation but are entitled to reimbursement for expenses from their respective appointing legislative chambers or the Executive Office of the Governor in accordance with s. 112.061, F.S.

The council is directed to establish the following workgroups:

- The Intrastate Activities Workgroup. The tasks of this workgroup are to:
  - Collect information regarding local communities' concerns, activities, and supporting their respective military bases;
  - Conduct an analysis of the strengths of each military base and share that evaluation with the council and each affected community;
  - Conduct an analysis, in partnership with the Florida Defense Alliance and local communities, of the current and any proposed changes to DoD missions, force structure, and alignment;
  - Collect and disseminate best-practices information from and to affected communities;

- Ensure that all affected communities and stakeholders are informed of and invited to assist in state-level efforts relating to statewide coordination of information gathering, strategy development, and best-practice sharing; and
- Educate the Legislature regarding the importance of supporting the state's military bases.
- The Federal Activities Workgroup which is tasked with ensuring a council presence at the Pentagon and an ongoing dialogue with key Department of Defense officials;
- The Competitive Advantages Workgroup which is tasked with researching and collecting best-practices and strategies throughout the United States. The workgroup will use the knowledge gained by their efforts to leverage Florida's competitive advantage with respect to BRAC activities; and
- The Public Communications Workgroup which is tasked with increasing public awareness of BRAC activities and public investment in preserving the state's military bases.

Enterprise Florida, Inc., is directed to provide administrative support to the council.

This committee substitute requires the council to provide an annual report to the Legislature and the Governor of its activities and the current status of the state's military bases.

The bill provides an effective date of July 1, 2009.

### **III. Constitutional Issues:**

#### **A. Municipality/County Mandates Restrictions:**

None.

#### **B. Public Records/Open Meetings Issues:**

None.

#### **C. Trust Funds Restrictions:**

None.

### **IV. Fiscal Impact Statement:**

#### **A. Tax/Fee Issues:**

None.

#### **B. Private Sector Impact:**

Efforts of the proposed council may have an indeterminate but likely significant impact on the state's economy if it is successful in keeping the state's current military base infrastructure intact while promoting the transfer of additional military assets to the state.

C. Government Sector Impact:

The annual cost of council activities will likely be relatively small. Possible activity costs include travel to hold meetings with affected communities around the state as well as travel to Washington, D.C., to meet with key government officials..

V. Technical Deficiencies:

None.

VI. Related Issues:

None.

VII. Additional Information:

A. Committee Substitute – Statement of Substantial Changes:  
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Military Affairs and Domestic Security Committee on March 26, 2009.**

This committee substitute changes the proposed council name to the Florida Council on Military Base and Mission Support. Additional changes include:

- Increasing the council membership to include three additional members appointed by the Governor and replacing two legislative member appointments with persons representing community-based defense organizations and retired senior military officers of executive officers of defense contracting firms;
- Deleting references to establishing council committees in favor of council workgroups;
- Directing Enterprise Florida to provide administrative support; and
- Requiring an annual activities report to the Legislature and the Governor.

B. Amendments:

None.