

A circular inset showing three people in a meeting. A man in a light blue shirt and tie is speaking to two women, one in a yellow top and another in a blue top. They are sitting around a table with papers and a laptop.

Responding to Change: Communities & BRAC

Northwest
Territories

Life Refuge To be Determined

Life Refuge

Neighborhoods
Atlantic Avenue
West End
Neighborhood
Pacific Avenue
Central Avenue

Marina
District

Inner
Harbor

Regional Park
Encinal
High School

Ferry Terminal

San Francisco Bay

A large ship docked at a pier. In the foreground, there are several cars parked, including a blue van, a dark SUV, and a white sedan. The ship has a complex structure with many levels and cranes.

Office of Economic Adjustment
helping communities help themselves

Introduction

The Base Realignment and Closure (BRAC) process allows the Department of Defense (DoD) to transform its infrastructure to meet the future needs of the military. As a result of this process, some communities will experience an increase in military activity and associated community growth, while others will be faced with a significant base closure and associated economic distress.

An increase in military activity may challenge a community's capacity to absorb an influx of personnel and may place excessive demands on some off-base community services and facilities. Previous experience suggests off-base housing scarcity and school overcrowding have been areas of shared community and military concern. The affected community and military alike will strive to maintain and improve upon the quality of life for local residents, including the new military personnel and their dependents.

In the case of downsizing, civilian reuse of a former military installation is often one of the greatest challenges a community will face. Communities have capably responded to this challenge over the most recent rounds of base closure from 1988 through 1995. In fact, for the more than 70 local redevelopment efforts that report on their progress annually, redevelopment activity through October 31, 2004 resulted in the creation of 110,000 jobs, or 85% of the 130,000 civilian jobs lost as a result of the BRAC actions.

Redevelopment can also be the single most important opportunity for an affected community to overcome the impacts of a realignment or closure while building upon community strengths and vision. Each community response is unique and reflects the impacts on local businesses, workers, and other community components. Redevelopment creates an opportunity for the community to achieve multiple goals. For instance, a community may diversify the local economy by creating new businesses and jobs, expanding the tax base, and satisfying a range of community needs for new public facilities.

Although the geographic and economic circumstances surrounding redevelopment vary from place to place, the task of organizing and planning civilian redevelopment and developing community adjustment plans requires substantial effort at the local level to transition the community.

Communities will be faced with a range of choices in terms of the organization, planning processes, property conveyance mechanisms, and other elements of redevelopment.

Responding to Change: Communities & BRAC provides information on community adjustment activities, relevant to both closing and growing installations. This information is intended to provide practical early-on advice for local and State officials, and the general public. The key to understanding the community adjustment process is to remember the following three concepts: Organize, Plan and Implement. Additional information is available on the OEA website – www.oea.gov. Communities should also review information on www.defenselink.mil/brac, the primary DoD BRAC 2005 website.

Section 1—Local Impacts, Local Response: The Role of Community Leaders

- Discusses possible impacts to the local community, its housing, schools, businesses, and workers.
- Provides advice on effective response from local leaders.
- Applies community adjustment concepts to communities with growing installations.
- Describes assistance available from States, Federal agencies, non-governmental organizations and the private sector.

Economic adjustment begins and succeeds with the community leaders. Effective decision making rests with those most affected—those who have the greatest stake in the economy. Whether the local installation is slated for closure or growth, community leaders must assume many responsibilities:

- **Awareness.** Determine the strengths and weaknesses of the local, regional, and State economies. Ask how businesses in the community are dependent on the activity at the base and if a large portion of the housing market depends on rental or mortgage payments made by base personnel. For growing installations, consider the availability of quality housing, schools, and employment for military dependents. What are the opportunities for economic growth?
- **Leadership.** Become the catalyst for the community adjustment effort. Any adjustment effort depends on the ability to build alliances and partnerships across the entire community spectrum, including workers and businesses, civic leaders, and local interest groups, and with various technical and financial sources. Communicate with the community to define a vision for the future.
- **Direction.** Learn about the issues so that clear direction can be given on such key issues as worker retraining and off-base economic adjustment initiatives. Help is available from peers who have been through similar base realignment and closure experiences.
- **Investment.** Engage the commitment of local and regional political and financial resources to support the overall adjustment effort. Initial investments in new business efforts are critical and spur community commitment to accept and resolve the challenges. Create an entrepreneurial environment in the community – from the policies of city hall to new programs to encourage innovation.

Many BRAC actions have a negligible or minimal effect on the economy of the surrounding community. These actions usually affect few personnel and involve relatively few buildings on small parcels of land. In those cases, the impacts are readily absorbed by the existing community capacities. In other situations, the ability to absorb the impacts of the closure action is well beyond the existing capacities of the community, and a coordinated program across Federal, State, and local levels is common to adequately respond to the community's needs. At other locations, like BRAC realignments to gaining installations, there can be a generally positive effect.

Local response typically focuses on three areas: **The Community, Local Businesses, and Workers**. They are interrelated and commonly addressed concurrently in an adjustment program. Community leaders have specific roles and responsibilities to each of these areas, which are addressed below.

The Community

Military installations are often an important part of the local community, and when an installation is announced for closure, communities may even feel betrayed, let down, disappointed. Beyond hard feelings, community institutions may be affected by the closure.

For growing installations, the influx of new personnel may strain community facilities - depending on the timing of personnel actions and relative increase in population. On the other hand, many communities can accommodate growth within the community through existing excess capacity and capability for expansion. Communities can prepare for growth by forming a partnership with the military installation to share information and expectations, creating the foundations for undertaking growth management activities.

Whether the local installation is closing or growing, housing and schools in the local community are likely to be impacted.

- **Housing.** Some communities witness a slowdown in local housing sales the moment a closure is announced, while sales in others continue unaffected. The drawdown of personnel may impact local renters and homeowners. The Service Human Resources Office should be able to provide a residential profile of the base population. On the basis of this profile, lenders, property owners, and community leaders can anticipate potential vulnerabilities and work with the local redevelopment organization to identify potential sources of assistance.

Personnel transferring with military functions may find it difficult to sell their homes in a slow market, or may experience devaluation because of the base closure. Assistance for these housing issues is available through the DoD Homeowners Assistance Program.

For growing installations, some communities may not have adequate housing for incoming personnel. Community leaders should assess the housing market and plan to provide for housing within the local community for any resulting population growth.

- **Schools.** Where the population of a school district is comprised of a large number of military families that live on the base, a local school district may be entitled to Federal Impact Aid to Schools. A closure may impact the Federal compensation to the district for providing education to military dependants. Installation growth may qualify school districts for additional aid. Find out how much impact aid assistance is being given to the local school districts and determine if the base closure significantly reduces the student population or if the installation growth may significantly increase the student population.

Local Businesses

Local businesses, from those that directly serve the installation by providing contract services to those that provide services to the workers of the installation, will likely be affected by base closure. Arriving personnel at growing installations may require additional services, affecting local businesses as well. However, local officials can take a number of steps to provide assistance to affected businesses:

- **Understand vulnerable businesses and their needs.** The local base contracting office can help identify local businesses that may be affected by the closure. Beyond businesses that directly contract to the base, the retail sector, such as car dealerships, restaurants, and other service industries, may be affected by the closure. Are there businesses ready or willing to make the transition to new markets? What will they need to do this, and how can the local government help?
- **Anticipate any additional services** not currently available in the community that may be required by growing installations.
- **Know your economic development tool kit**, particularly any business development tools and resources that may be of assistance, including access to Federal and State resources.
- **Provide access to data on current** on-base consumption in the local economy. This will be useful to local businesses anticipating the closure.
- **Educate local businesses about opportunities**, including foreign markets, technology transfer, manufacturing networks, initiatives to increase competitiveness, access to new markets, and new product development.

- **Maintain an ongoing dialog with businesses.**
- **Link the efforts of all organizations in the community that assist business,** including the Chamber of Commerce and service organizations.

Workers

Base closures and realignments can affect individual workers and overall employment conditions in those communities where a significantly large number of workers are directly associated with a BRAC decision.

When bases are slated for new personnel, military commanders and human resources staffs are responsible for managing the inflow of arriving personnel and staffing positions. Employment opportunities emerge for local workers and the local workforce also expands because family members of realigned workers often become local job seekers. A close partnership between the base and the community helps both take advantage of an expanding job market.

Closing an installation with the potential for separating a large number of employees creates a stressful situation for the individual worker and the potential for disruption in the community economy. The Defense workers, through the Service Human Resources Office, can access a variety of priority placement, referral, and retirement programs designed to minimize involuntary separations.

A complementary program is sponsored by the Employment and Training Administration in the U.S. Department of Labor. Reemployment and retraining services are available under the Workforce Investment Act through the various state employment agencies and supported at the sub-state level by individual Workforce Investment Boards (WIBs).

Community leaders should take steps to manage worker and labor-market adjustments:

- **Understand** the concerns and needs of at-risk workers.
- **Learn** which Federal and State resources are available for worker adjustment and how those in need access them.
- **Involve** members of the local WIBs in the LRA's redevelopment activities. The dislocated workforce can be a long-term resource for base redevelopment.
- **Create** demand-driven opportunities for affected workers so their skills match new business opportunities.
- **Facilitate** a spirit of dialog among all concerned groups – to include the workforce, unions, educators, transition-assistance providers, economic developers, and businesses.

When on-base dislocations are likely to be large, the experience from previous BRAC rounds highlights the importance of a broad, locally crafted partnership for worker transition and economic redevelopment. The aim is to work collaboratively when needed to achieve common goals while avoiding the unnecessary costs of duplicating efforts.

You're Not Alone: Assistance from State Officials

States can be helpful to communities affected by BRAC in a number of ways:

- **Provide policy direction and help mobilize local efforts.**
- **Encourage local jurisdictions to work together.** Where multiple jurisdictions surround a military installation, disputes between jurisdictions over who should be involved in redevelopment planning and community adjustment activities can negatively impact community recovery. States can help to organize and identify membership for the local redevelopment organization, and where necessary, States can help overcome local disagreement.
- **Help develop economic adjustment potential at the local level.**
- **Provide technical and financial assistance** to community programs on base reuse and adjustment activities. States could facilitate community, business, and worker access to Federal and State resources. For example, States could provide a portion of the local match required for Federal grants.
- **Send a representative from the State to serve as a resource** to the local adjustment organization. The State representative could help the community to identify and secure State grants, loans and other financial incentives, help the community understand State and Federal regulatory processes, and share information across a network of other communities across the state impacted by BRAC.
- **Provide new authority when needed**, such as giving jurisdictions the authority to make land-use planning and zoning decisions when they do not currently have such authority.
- **Coordinate regulatory reviews and provide temporary regulatory relief.**
- **Conduct proactive “outreach campaigns”** to communities, businesses, and workers to raise awareness about the issues, to focus on local and regional concerns and needs, and to identify the types of assistance available.
- **Link communities regionally** to address common base redevelopment or growth management issues.

- **Provide policy guidance and funding to encourage local communities to accommodate the growth** in a way that benefits both the community and the installation and provides for compatible land uses surrounding the installation. States could encourage local governments to upgrade or enhance the infrastructure around the base, such as: transportation access; affordable housing, schools, and libraries for the incoming military personnel and their families; and fiber optics and telecommunication networks, such as Internet service for rural areas.

Resources from Federal Officials

The Federal role supplements and supports local decision making. A community will encounter the following Department of Defense resources during economic adjustment efforts:

- The **Installation** officials responsible for closing and conveying the facility are an important resource for the information needed to begin community reuse planning. For installations that will receive additional personnel and mission growth, the Installation officials responsible for preparing to receive personnel and mission are also key partners in community preparation for growth. Community adjustment to the closure, realignment or growth is more effective when the community leaders develop a strong relationship with those installation officials through mutually-supportive partnerships. Such partnerships involve sharing of information, providing access to facilities and resources, and seeking to find solutions that benefit all involved parties.
- The **Office of Economic Adjustment (OEA)**, through its Project Manager, provides comprehensive assistance to support community organization, planning, and transitional activities. For most communities, OEA provides the first assistance. Project managers are available to provide technical assistance and advice on the reuse planning process, and will often travel to the community to provide such assistance when needed to adjust to significant BRAC actions. In such cases the Project Manager will work with the community to structure its local redevelopment authority or growth management organization, develop feasible financial assistance applications, and coordinate resources among other Federal agencies.
- The **Military Department** is responsible for property conveyance to new owners and will consult closely with the community-based Local Redevelopment Authority that develops a plan for future uses of surplus installation property. Additionally the Secretary of Defense will designate a Base Transition Coordinator for closing installations.

Significant Federal government expertise and experience for assisting communities rests

beyond the Department of Defense with the other Federal agencies. Thus, considerable expertise and assistance is also available at the Federal level through the President's Economic Adjustment Committee (EAC) and its Federal agency resources. OEA serves as the staff of the EAC.

Other Resources

In addition to assistance from government agencies and non-governmental **public interest groups**, the **private sector** can provide significant additional community adjustment resources. Private sector partners can supplement locally available expertise, provide valuable specialized knowledge on utilities and other infrastructure and development conditions, and provide information on private financing and insurance tools for redevelopment activities. Carefully crafted and executed partnerships between local redevelopment or community growth management organizations and private sector entities allow each participant in the adjustment process to focus on their respective strengths to achieve successful community transition.

The amount and type of interest from the private sector is largely dictated by local circumstances and will likely produce unique public-private partnerships. The local circumstances of each community will dictate the willingness of the private sector to engage in the community adjustment and redevelopment process, or the community growth management process. Economic and market conditions, geographic location, physical and environmental conditions of the installation, and many other factors will greatly influence private sector involvement in either base redevelopment at closing bases or growth management at bases receiving additional personnel.

Section 2—Organize: Where to Begin

- Describes the formation of the Local Redevelopment Authority (LRA), a broad-based organization, representative of all affected jurisdictions and stakeholders, to manage the community adjustment and reuse planning process.
- Discusses features of successful LRA structure: Representative, Manageable, and Effective.
- Explains the LRA recognition process, working with the Office of Economic Adjustment (OEA) Project Manager.
- Addresses the process of organizing for installation growth.

Successful transition requires strong, effective local leadership; it requires local officials, both elected representatives and non-elected local leaders, to take charge of the process. The effects of base realignment, closure or growth will be felt most strongly at the local level, and thus the response from the local community is most important.

Organizing for Closure

The key to successful economic and community transition after closure is to be proactive. Communities that can redirect its energy away from fighting closure and harness that energy for transitioning to civilian reuse of the base will be more successful in the long run.

The process of organizing is the community's first priority. After an installation is approved by Congress for closure, the affected community will need to work closely with OEA and the appropriate Military Department. This consultation will involve overall closure-related issues and creating a local decision-making process to advance the community's overall economic recovery strategies.

During the first six months following the final closure decision, property not needed by the Department of Defense or other Federal agencies will be identified, and a notice of surplus property available for reuse will be published. Also within this time period, a Local Redevelopment Authority is structured and recognized by DoD through OEA and begins comprehensive redevelopment planning for the base.

Local Redevelopment Authorities

BRAC statute states that the Local Redevelopment Authority (LRA) is responsible for preparing the redevelopment plan or for directing the implementation of the plan. Additionally, before any action may be taken for the disposal of any surplus real property or facility located at any military installation to be closed or realigned, the Secretary of Defense consults with the Governor of the State and the heads of the local governments. The purpose of consultation is to consider any plan for the use of the property by local communities concerned. This consultation is typically through the LRA.

When a closure is approved, community officials will be requested to promptly formally designate a planning LRA. The LRA works on behalf of community officials to conduct outreach to homeless-assistance providers and eligible recipients of public benefit property transfers – to determine their interests in surplus property. While the LRA can be established in a variety of ways, it often begins as a broadly inclusive group comprising political and economic stakeholders identified prior to the final closure decision.

The LRA is expected to provide leadership and build consensus for base redevelopment. The Secretary of Defense, through the OEA, will only recognize one LRA for an installation that is closed or realigned. If there are multiple affected installations in a jurisdiction, the same LRA could address all BRAC actions. This LRA should have broad-based membership, including, but not limited to, those jurisdictions in which the installation lies and those with zoning or other development control authority over the surplus property. The LRA is the single entity responsible for developing the redevelopment plan with respect to the installation and potentially for directing implementation of the plan. The LRA also is the single community point of contact for all matters relating to the closure or realignment.

Figure 1 shows a sample structure that an LRA could use to address its consulting and planning responsibilities.

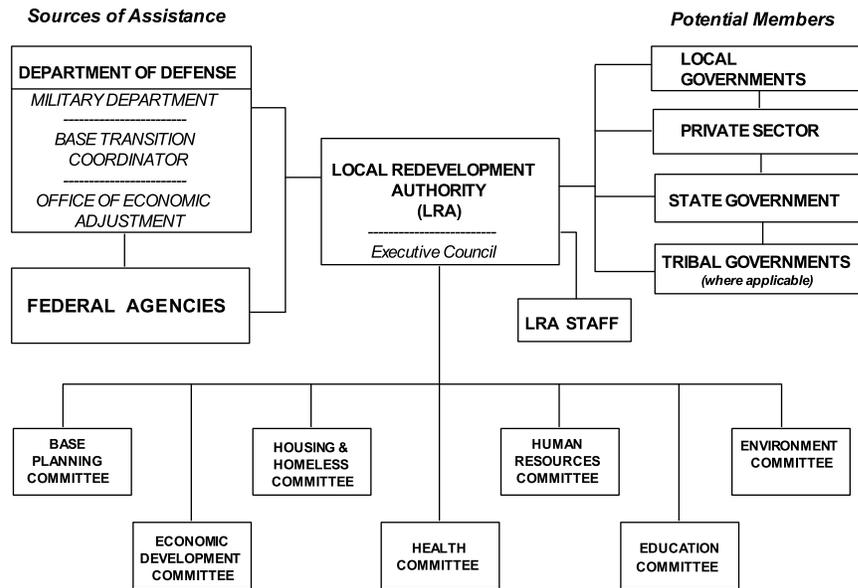


Figure 1. Conceptual Organizational Structure for a Planning LRA

Community officials should consider three basic characteristics of a successful LRA or community growth management organization structure: Representative, Manageable, and Effective.

Representative

- **Represent the affected area and its demographics.** Ensure that all affected jurisdictions and stakeholders are represented.
- **Include private as well as public sector representatives.** Network and establish partnerships. A closure or realignment requires that all possible resources be marshaled from within.
- **Be public.** Keep the public informed and solicit input during all phases of community adjustment. This input not only ensures that the LRA or growth management organization continues to focus on the interests of its stakeholders, but also provides State and Federal officials with effective access to the community.

Manageable

- **Be flexible.** Base closures are dynamic events and the LRA or growth management organization structure will need to be responsive to new information, issues and responsibilities as it proceeds with the initial planning effort.
- **Strive for a manageable number of members for an executive board or council.** Groups of no more than 7 to 9 are most effective for team dynamics, with an uneven number of members to prevent voting ties. The executive unit should have an equitable representation of political, economic, and other community interests, as it provides oversight and leadership. Most members will be requested to donate their time, so an LRA or growth management organization should minimize the time needs of the group.
- **Aim to create a comprehensive committee structure** to draw upon local resources and broaden stakeholder involvement. While the executive council oversees the actions of the community effort, committees perform the detailed work in specific program areas. These areas might be housing and homeless needs, worker adjustment, community and business development, infrastructure and environment, personal property, and base reuse and economic development.

Effective

- **Take advantage of existing resources.** Numerous organizations may already be working to promote the community. Whether they are focused on regional development or quasi-public advocacy, their existing efforts should be built upon rather than replicated or brought into conflict with those of the LRA.
- **Clearly define the responsibilities of the LRA or growth management organization.** Is the LRA focused solely on planning for reuse of the installation and related adjustment efforts? Is the growth management organization solely focused on preparing for the community response to installation growth? Are there other agenda items that could distract from the primary reuse planning activity? Remember, the Federal government is looking for a single focal point at the community level to deal with **all** issues pertaining to community adjustment.

The planning LRA should focus its efforts on crafting the base redevelopment plan. During the base closure process, it is not uncommon for one entity to be formed and recognized as the LRA for reuse planning purposes, while another entity will be designated to implement all or portions of the plan. Not all communities will choose to create an “implementation” LRA, and will instead opt to have the private sector implement all or some of the redevelopment plan. Implementation responsibilities, including restructuring or dissolving the “planning” LRA when necessary, should await completion of the redevelopment plan and a financial feasibility analysis of alternate scenarios for actual redevelopment.

- **Identify and enhance capacity.** Varying degrees of expertise will be needed to deliberate closure or growth management issues, as well as to formulate a base redevelopment or community growth management plan. Are there existing staff with capacity for the task? What types of staff expertise will be needed? Will consultants be needed? Remember the considerable resources and expertise available at no cost from the various State offices, the OEA Project Manager, and other Federal agencies. These personnel should be invited to attend LRA or community growth management meetings and participate in discussion and working sessions with members of the organization.
- **Provide political and financial resources to support the organization as the community’s response vehicle.** The LRA or community growth management organization should be designated as the one community voice in response to the closure, realignment or growth. The community thereby has a single, unified response to the BRAC action and can seek or identify funding sources.

The time it takes for an LRA or community growth management organization to be fully functional and reflective of this model depends on the particular community. Local issues, financial resources, acceptance of the closure decision, community leadership, and local capabilities all affect the time it takes for the organization to become functional.

Further, communities across the country have varied authorities and processes for land use planning and development controls. Some locales do not have zoning authority, and some installations are located in unincorporated areas that also lack zoning authority. Other communities have substantial power to control the development that occurs within their bounds. The ability of the community to plan and regulate property use will impact the reuse of the installation.

LRA Recognition

Generally, the process of bringing together diverse interests locally and working toward the common objective of agreement on base reuse is challenging. Another major requirement of an LRA is to conduct an outreach process to homeless providers in the area and eligible recipients of property for certain public benefit uses in consultation with Federal sponsoring agencies. Thus the LRA should have the complete support of local jurisdictions and interest groups, to **speak with one voice** through the designated LRA.

An assigned OEA Project Manager will work closely with community leaders in structuring the LRA and requesting recognition by OEA. Information about the recognition will be published locally and in the *Federal Register* so that all DoD, Federal agencies, State officials, and local residents are informed.

A Word on Organizing for Growth

Communities announced as receiving locations within the BRAC process can respond by gaining an understanding of likely affects and establishing a cooperative partnership between the local installation and the affected community. In some cases, it will be clear that growth in the community can be readily accommodated. But such a clear understanding is not always the case. In those instances, creating a community growth management plan is important. This can be accomplished by forming an organization to assess the likely impacts, plan for the community's response and implement any identified activities. Local business leaders, representatives from the local school district, community facility and service providers, neighborhood organizations and local elected officials can be brought together to establish such an organization and formulate a community adjustment strategy. Because there is no surplus property available for reuse, there is no requirement for recognizing a local "growth" organization or statutory need for outreach to homeless providers.

The local community's role in responding to installation growth is to provide leadership, provide public information, identify potential issues and opportunities, develop an adjustment strategy and plan, and to implement the plan using local, State and Federal resources.

Section 3—Outreach: The Foundations of Reuse Planning

- Discusses the early stages of reuse planning and outreach, including homeless outreach and solicitation of interest in surplus property.

Following the initial organization process, and after a notice of surplus property is provided, the LRA will undertake significant outreach efforts and begin the initial reuse planning process. Outreach and solicitation of interest must begin within one month after the surplus notice and will follow either a three or six month schedule, depending on local needs. The LRA undertakes outreach to representatives of the homeless and solicits notices of interest in base property from eligible public benefit recipients to assist the local planning effort. The LRA will structure the outreach program, dates for receiving notices and proposal content, and must publicize the information locally in a newspaper of general circulation.

Reuse Planning Process

The formal reuse planning phase can begin immediately following the date of approval of the base realignment or closure if the community is organized. Some communities may have completed conceptual base reuse plans prior to the date of approval through OEA “Dual Track” planning assistance and will be ready for more detailed planning at this point after DoD and other Federal agency needs for portions of the property have been determined by the Military Departments.

The conceptual land use plan can serve as a starting point for the outreach screening and formal planning process, but does not substitute for the formal planning and outreach prescribed by law. Figure 2 shows some of the principal activities and milestones associated with the overall base redevelopment process.

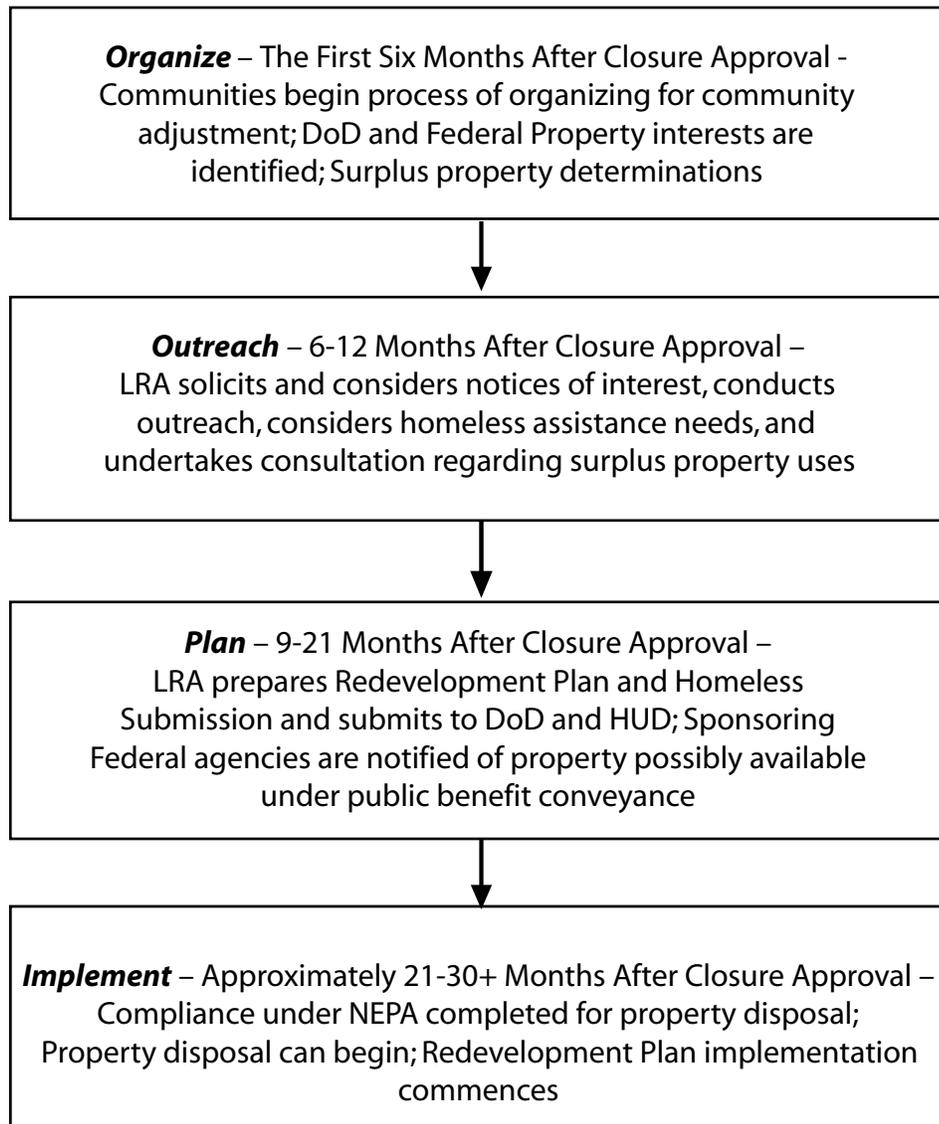


Figure 2. General Process for Reuse Planning and Report and Property Disposal

Homeless Outreach

By law, the reuse planning process must include the identification of homeless needs and reflect a balance with local community and economic development needs. LRAs will need to establish linkages to local homeless-assistance providers as a catalyst for effective planning. The LRA is required to provide information on surplus property within 30 days of the notice of surplus property and conduct outreach to all jurisdictions that comprise the LRA. Homeless Service Providers interested in receiving surplus property must submit a Notice of Interest (NOI) during the outreach period.

Outreach to Other Stakeholders

Beyond the interests of local homeless-assistance providers, various stakeholders within the local community will likely be interested in participating in the reuse planning process and may also express interest in acquiring property through public benefit conveyance or other methods. Local school districts, colleges and universities, airport authorities, wildlife and conservation groups, alternative transportation organizations, historic preservation societies, local business groups and entrepreneurs, and various other stakeholders may wish to participate in the planning process. Thus, the public should be informed and provided an opportunity to participate at all stages of the planning process.

Outreach for Growth

Diverse groups within the community will likely have an interest in personnel growth at existing installations, including local and State governments, Chambers of Commerce, business leadership, local school board, utility providers, community organizations and the general public. Outreach activities to seek the involvement of these diverse groups will ensure that all interested parties have an opportunity to participate in community growth management planning. However, there is no statutory requirement for conducting such outreach.

Section 4—Plan: Preparing for the Future

- Describes key elements of the redevelopment planning process, including strategic, feasibility and operational planning.
- Addresses community planning in response to installation growth where appropriate.

Following the organizational phase (the first 6 months after closure approval) and the initial outreach phase (the next 3 – 6 months), the heart of the LRA’s planning process takes place in the second year after approval of the base closure list. Having considered the notices of interest received, the LRA prepares a redevelopment plan, taking into account a broad range of installation and community factors. For example, environmental factors include condition of the installation’s property and cleanup activities, air emission credits, natural resource concerns, such as threatened and endangered species and habitat, and cultural and historical requirements. In addition, the timeframe for feasible private-sector job creation on the former installation is a major factor for community consideration.

The redevelopment plan identifies the LRA’s overall reuse strategy for the base. The LRA and the community must ensure, under the BRAC law, that the plan adequately balances local community and economic development needs with those of the homeless. This must be an open, public, and transparent process.

The significance of the redevelopment plan is that the Military Departments dispose of buildings and property in accordance with a record of decision or other decision document prepared by the Military Departments in accordance with the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.). In preparing the record of decision or other decision document, the Military Departments shall give deference to the redevelopment plan submitted by the Local Redevelopment Authority for the installation.

Each community approaches aspects of the planning process differently, depending on its base reuse or installation growth context. Many of the same basic processes apply to the response for both base closure and growth at receiving installations. The following concepts provide general guidance on the base reuse planning process, including strategic, feasibility and operational planning.

Strategic Planning

- **Goals.** The first step is to determine the community goals that will guide the planning process. These community goals serve as the foundation of the overall adjustment strategy. For base closures, goals are defined by the LRA. For installation growth, the community growth management organization will identify the planning goals. This strategy helps gain private-sector confidence and promotes renewed business investment.

For base closures, the primary community goal is often job creation. Other goals may include expanding the tax base, diversifying the local economy, maintaining a level of environmental quality, meeting affordable housing needs, or creating a redevelopment theme. Community goals should always be evaluated in light of economic feasibility.

For growth, community goals may include: provide for seamless integration of new personnel into the local community, ensure the availability of adequate housing, prevent or address any overcrowding of schools, and ensure the provision of adequate community facilities.

- **Objectives.** In setting the community's goals, a multitude of community objectives may be identified, some of which include: civilian job replacement; public use of portions of the site, effective and efficient use of land and facilities, phased development to meet short-term goals but not preclude longer-term goals, expanded site access (roads, rail and water), quality appearance, compatibility with existing and planned off-site development, image change from military to civilian, and reasonable public cost.
- **Identification of Needs.** For base closure communities, through its outreach efforts, the LRA solicits and considers the needs of State and local entities, including both public and private-sector interests (e.g., affected tribal governments, recreation and conservation interests, development consortia, education and health care institutions, and governmental units), as well as homeless providers. The needs of Federal agencies, as identified prior to the surplus property determination, should also be recognized and provided for in the redevelopment plan.

For installation growth communities, potential considerations include infrastructure capacity and condition, land use planning elements, local transportation capabilities, local education capacity, and housing availability and quality.

- **Local Strengths, Weaknesses, Opportunities, and Threats.** Considerable baseline data need to be developed to evaluate feasible reuse alternatives for the base and surrounding area or to respond to personnel growth at an existing installation. This analysis may lead the LRA or community growth

organization beyond its original intent – thereby identifying a new competitive element of the property, a new marketing approach to unique installation buildings, or other major assets and response opportunities.

- **Beyond the Known.** Potential public and private opportunities should be explored with imagination to the extent that economic feasibility permits. Types of uses include aviation, commerce, industry, education, health, recreation, incarceration, housing, and public administration. Facility surveys and market analysis will reveal which uses are possible and practical. The LRA's responsibility is to follow through on opportunities that offer potential.
- **Consensus on a Concept.** The LRA should take into consideration the initial identified needs and the goals and objectives of the community. Often, this consensus serves as the basis for preliminary LRA consultation with interested property users.

Feasibility Planning

- **Civilian Reuse.** A range of economically and environmentally feasible land-use alternatives should be developed and evaluated. Commonly, this includes market studies and facility surveys to gauge an alternative's feasibility. The community land-use alternatives should consider the military use of the property prior to closure. If one of the major objectives is to minimize public redevelopment costs, a balance of public benefit acquisition and private sector redevelopment is a wise pursuit.

Public or nonprofit uses of portions of the base for aviation, education, recreation, wildlife conservation, seaports, and health purposes (including homeless use) generally involve no cost for property acquisition. However, there will be public costs to redevelop and operate the facilities for public uses, with little or no tax revenues generated. Also, public benefit uses have "strings attached." They must continue to be used for these public purposes, potentially constraining long-range development flexibility.

- **Balanced Plan.** An LRA must specifically consider the needs of the homeless as well as local community and economic development requirements. While the needs of the homeless may be addressed off-base as well as on, an LRA will need to document all homeless interests and the outreach process leading up to accommodation. The final redevelopment plan must demonstrate how it has balanced community and economic development needs with the needs of the homeless.
- **Community Growth Management Plan.** Communities responding to mission expansion and growth at installations should consider the feasibility

and necessity of planning activities. For instance, if the arrival of newly assigned personnel will occur in a phased manner over the course of eight to ten years, the community may already be equipped to absorb the influx of personnel without additional planning activities. On the other hand, if a large influx of personnel is expected within one to two years, a more significant response may be required.

Operational Planning

- **Blueprint for Implementation.** After achieving consensus on redevelopment uses and configuration or community growth management activities, specific guidance is needed to implement the plan. What will be the structure of any follow-on entity tasked with putting the installation into civilian use or following through on growth management plans? Are there subsidies required for the effort, and what will be the source? How will various uses be integrated and supported through delivery of public services? What are the schedules for site improvements or construction of community facilities? How will sources of funding be secured to finance economic development? What roles will the private and public sector have in successful redevelopment of the installation or implementation of the growth management plan? This is often termed the “action” component of the plan and becomes the basis for implementing the plan. When completed, the base redevelopment plan should represent that reuse configuration with the greatest comparative advantage for the community and address the feasibility of an entirely or mostly private sector implementation approach in order to maximize public benefits while minimizing public costs.
- **Site-Specific Work.** The LRA’s completed redevelopment plan is submitted to the Department of Housing and Urban Development (HUD) as part of a submission that shows how the LRA addressed the community’s homeless needs. HUD will review the submission to determine whether in its judgment the LRA adequately balanced local community and economic development needs with those of the homeless. The LRA’s redevelopment plan is also an important element for compliance with National Environmental Policy Act (NEPA) with respect to property disposal decisions by the Military Departments.

After the HUD review, and as disposal intentions by the Military Departments emerge, the LRA or other implementing entity can focus on the details of site layout, phased redevelopment, design controls, and property management considerations. Local comprehensive plans and zoning or other development controls must also be updated and adapted to reflect the redevelopment plan. It is imperative that these actions occur as far in advance of the property's disposal as possible, particularly for those portions of the base that will be purchased by the private sector.

The planning process can be time-consuming, subject to tremendous public scrutiny, and diverted for any number of reasons. A wide variety of Federal, State, and local interests – in both the public and private sectors – influence the redevelopment process and affect its outcome. It is the responsibility of the LRA or community growth management organization to do everything it can to keep the planning process on track and to move the community dialogue toward a consensus. Figure 3 provides a general diagram of the redevelopment planning process for available property.

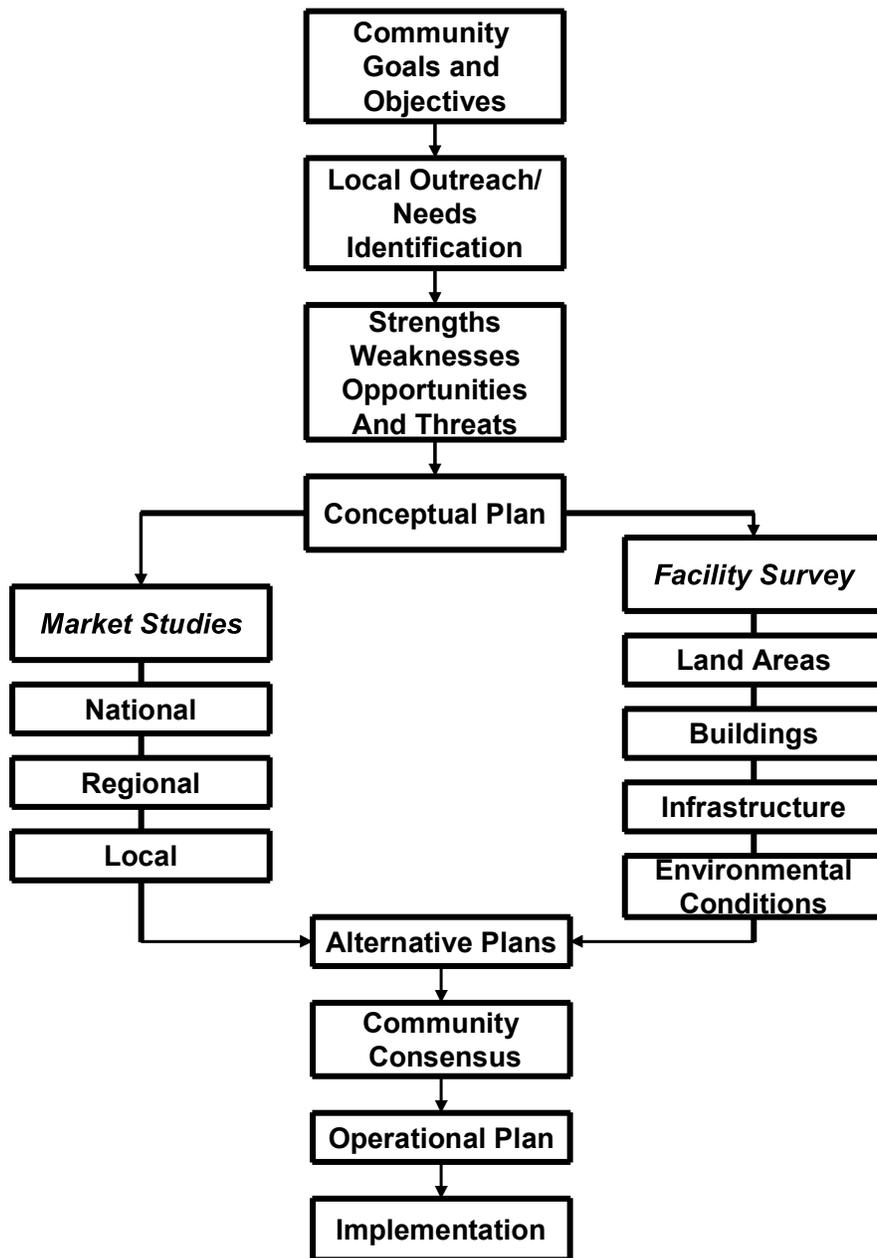


Figure 3 – Redevelopment Planning Process

Section 5—Property Disposal and Redevelopment Plan Implementation

- Addresses property disposal options and disposal implementation process.
- Describes the implementation of the redevelopment plan.

Redevelopment Plan Approval and Adoption

Communities often ask the question: Now that our redevelopment plan is completed, do we have to submit the redevelopment plan to OEA for approval? How do we go about getting the plan approved? Does anyone else have to approve the plan?

The redevelopment plan, prepared by the LRA, belongs to the community, and does not require approval by OEA. The redevelopment plan generally does need to be approved by the local jurisdictions involved, as any community planning activity would be. Typically, the local jurisdiction or jurisdictions with planning and development control authority over the property will adopt the completed redevelopment plan through its approval and adoption processes.

Disposal Decision Making

During the Federal disposal decision phase, any competing requests for the property will be resolved. Once disposal decisions are made, final disposal actions in accordance with the disposal plan will be initiated for each parcel to be transferred.

Property disposal decisions may include decisions on applications for particular types of property conveyances (see “Decision Implementation,” below), or these decisions may be deferred until completed applications are submitted and approved. For example, the LRA may wish to apply for an economic development conveyance if other conveyance methods cannot be used. Applications are also required for most discounted conveyances of property for public purposes; for example, the Department of Education must review and approve an education application prior to an education public benefit conveyance. In preparing the record of decision or other decision document, the Secretary of the Military Department shall give substantial deference to the redevelopment plan.

Decision Implementation & Redevelopment

After final disposal decisions are issued, the redevelopment process enters the implementation phase. This phase includes conveyance of installation property. There are a number of ways for surplus base property to transfer ownership and be placed into civilian use. Available methods include:

- **Public benefit conveyances** for such public purposes as airports, education, health, churches, historic monuments, ports, parks and recreation, and wildlife conservation. Generally, a Federal agency with specific expertise in a conveyance category (e.g., the National Park Service for park land and recreation conveyances) is authorized to serve as a sponsoring or approving agency. Approved recipients may receive these conveyances at a substantial discount (up to 100 percent of fair market value), following consultation with the appropriate sponsoring Federal agency.
- **Homeless assistance conveyances**, in accordance with HUD's acceptance of the LRA's homeless submission and redevelopment plan to meet local homeless needs, at no cost, directly to a homeless provider or to the LRA.
- **Negotiated sales** to public bodies for public purposes at fair market value of the property.
- **Advertised public sales** to the party that submits the highest responsible bid.
- **Economic development conveyances** to an LRA for job creation purposes.

Redevelopment Plan Implementation

Implementation of base redevelopment plan requires the LRA to carefully consider the near and long-term prospects for users, the availability of funding for maintenance and improvements on the base, and the conveyance methods that will be used to turn the property over to its ultimate owners.

For those most affected by the closure or realignment action—workers, local businesses, property owners, and school administrators—planning and organization are important. However, a key test of a base redevelopment effort is how quickly the former military assets can be put back to productive economic use so that the area's economy recovers. Frustration can quickly overtake the enthusiasm and ambition of the effort if the base redevelopment activity fails to meet local expectations or the community continues to be economically unstable.

When base redevelopment is undertaken in accordance with the redevelopment plan, its actions are based on public deliberations over redevelopment alternatives and reflect a local consensus for community action.

Each community tailors implementation to its local circumstances. The goal is to achieve sustained redevelopment or a point where activity on the former base stabilizes, yielding enough revenue to cover the community's costs of redevelopment. For some, this may take a long time.

The Transformation

In the case of significant closures, the Federal government provides technical and financial resources to address most of the community's organizing and planning needs. What happens as the adjustment effort enters the implementation phase? How does a community shift from a dependence on Federal resources to reliance upon State, local, and private-sector resources?

The process of transformation should be at least partially prescribed in the redevelopment plan. Here are some questions commonly raised in this process:

- **Are there immediate prospects for the base?** In the course of the planning effort, potential tenants generally come forward who are ready to begin activity on unused or underutilized portions of the facility prior to a disposal decision being signed. Taking advantage of such prospects may be accomplished through interim leases to the LRA, which can sublease to the interested parties who are likely property occupants or recipients when the property is eventually disposed. Consultation is needed to determine the consistency of these uses with the community's redevelopment plan and the impacts on disposal actions.
- **Are there alternative funding sources to support a community presence in the implementation process?** Base redevelopment can take several years, or more, to stabilize, and it may be even longer before a cash flow is established to offset public operating expenses. How can "development agreements" with private sector developers finance the public sector costs? Are there alternative sources of funding available? Is the State partnering with local efforts? The Federal government will eventually phase out its organizational support. Organizations must become self-sufficient to survive.
- **How will utilities be provided?** The facilities need water, sewers, heat and air conditioning, and electrical service. At some installations, utility systems have been privatized and are under ownership and management by public or private utility providers. Where privatization has not yet occurred, are local utility

providers exploring the acquisition of existing systems? Is there any opportunity for the community to assume or participate in the provision of such services? Funds needed to run utility systems after the base is officially closed are generally not available. Likewise, improvements or upgrades to on-base utility systems will normally not be made. Early transfer and provisions for improvements and upgrades should be explored, even as early as when the military is still using the utility system prior to operational closure.

- **Will there be public acquisitions of property?** In accordance with the redevelopment plan, are there any public-purpose conveyances being undertaken (for examples, see Table 1)? If so, have the applications been prepared to the Federal sponsoring agencies? Are there requirements for the applicant to have an organization or funding support? Do the prospective recipients have the legal authority to acquire and operate the property? Any sponsoring or approving Federal agency need to be notified of the community’s plans.

TABLE 1. EXAMPLES OF PUBLIC-PURPOSE CONVEYANCES	
<p>Public Airport <i>Air Cargo Facility</i> <i>Commercial Passenger Terminal</i> <i>Aviation Services</i></p>	<p>Public Park/Recreation <i>Public Golf Course</i> <i>Athletic Facilities</i> <i>Nature Trail</i> <i>Park, Park Expansion, or Park Access</i></p>
<p>Education <i>Primary and Secondary Schools</i> <i>Vocational-Technical School</i> <i>Community College</i> <i>State University Campus</i></p>	<p>Historic Monument <i>Museum</i> <i>World War II Historic Park</i> <i>Other Parks of Historic Interest</i> <i>Hotel in Historic Building</i></p>
<p>Public Health <i>Hospital/Infirmarary</i> <i>Emergency Clinic</i> <i>Health and Nutrition Education</i> <i>Water or Sewer Utilities</i> <i>Sanitary Landfill</i></p>	<p>Power Transmission Lines <i>Electric Lines and Easements</i> <i>Gas Lines and Easements</i></p>
<p>Federal-Aid or Public Highways <i>Access Ramps to Interstates</i> <i>Widening of State Routes</i></p>	<p>Correctional Facility <i>State Prison</i> <i>County Jail</i> <i>Corrections-related Activities</i></p>
<p>Port Facility <i>Inter-modal Transportation Facility</i> <i>Cargo Terminal</i></p>	<p>Wildlife Conservation <i>State-sponsored Game Preserve</i> <i>State-sponsored Bird Sanctuary</i> <i>State-sponsored Wildlife Refuge</i> <i>State-sponsored Fishery</i></p>

Implementation of Growth Management Plans

Once community plans and strategies for managing installation growth have been completed, the affected jurisdictions undertake implementation of those plans. The urgency and scale of the required response will be impacted by the scale and timing of the planned and approved growth action. Communities can call on local, State and Federal resources to implement community growth management plans, such as State transportation and infrastructure funding. Through strong partnerships between the local community and the military installation, significant growth can be managed effectively and adverse impacts can be minimized or avoided.

Putting It All Together

In order for communities to overcome the challenges posed by BRAC, many disparate groups must come together to build consensus on a vision for the future of the community. Effective partnerships between the local community, military installation officials, State and Federal assistance programs, regulatory agencies and all interested parties must be built in order to ensure success.

Successful community adjustment, whether the redevelopment of closed military bases or the efficient movement of military and civilian personnel to receiving installations benefits both the local communities and the ultimate mission of the Department of Defense, to protect and defend the United States.

Responding to base closure can undoubtedly be one of the most difficult challenges faced by a community. Preparing for mission expansion and installation growth will also pose a challenge and opportunity for a community. Though the process can become complex and time-consuming, through comprehensive community organization, careful adjustment and redevelopment planning, and patient and enduring implementation, communities can come together to successfully transition from dependence on the military to self-reliance.

For more information, visit the OEA website at www.oea.gov.

“Reusing a military base becomes an opportunity for community leaders to reinvent the base’s usefulness and prosper from a diverse range of new civilian activities. The success and impact of these local efforts are best judged by a specific community’s attempts to respond to the effects of the BRAC action. The Department of Defense provides important assistance for base reuse planning and property transfer. Other federal agencies can provide additional help in acquiring and redeveloping base property. Most importantly, closed bases find new life and new productivity through the imagination and commitment of community leaders.”

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