

ECONOMIC ADJUSTMENT TECHNICAL BULLETIN 5

Managing Community Growth

Office of Economic Adjustment
Department of Defense

Base Realignments and Closures (BRAC) and the Department of Defense (DoD) transformation initiatives are causing the relocation of military, civilian, and contractor personnel. Such relocations can place significant demands on the infrastructure, facilities and services of a receiving community.

In addition to potential adverse impacts on the host community infrastructure and facilities, the quality of life for residents and relocating DoD personnel and their dependents may be affected. For example, a receiving community with insufficient off-base housing or public education facilities may have difficulty accommodating the increases resulting from relocating DoD personnel.

Managing Growth

An effective and proven approach to address significant growth at a nearby military installation is for the affected community to undertake growth management in partnership with the installation. Managing military-induced growth at the community level often consists of organization, planning and implementation components.

Some communities are in an advanced state of preparation with growth management plans, both supported by the community and coordinated with the size and timing of installation increases. These communities have already moved through the organization and planning phases and are prepared to implement growth management actions. For those communities, this Technical Bulletin

may serve as a helpful checklist for monitoring growth.

Organization

Local officials should organize to respond to the anticipated growth by establishing an initial “ad hoc” organization comprised of public and private community leaders. The organization may form working committees to address issues like housing availability, utilities, services and public education. This organization can make initial assessments of important community issues that need to be addressed in a more comprehensive context. Important to the success of a growth management partnership is the inclusion of all relevant interests and stakeholders (e.g., multiple jurisdictions; utility, education, and housing providers).

The growth management organization working with the Office of Economic Adjustment (OEA) and the military base may:

- Outline a strategic approach
- Formulate goals and objectives
- Identify and analyze community “gaps”
- Develop a scope of work
- Identify and secure staff support
- Develop a public involvement process
- Develop a growth management strategy to address the relocation schedule
- Develop a fiscally sound capital improvements program
- Manage and monitor growth

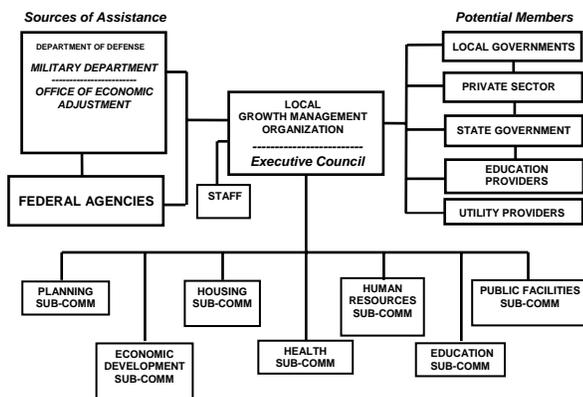
Organizational Issues

An important ingredient for a successful growth management program is community consensus achieved through effective leadership. The participating jurisdictions and military installation must work together to orchestrate and leverage available Federal, State, and local resources if growth management is to realize positive results.

The organization should be formed under the aegis of a local or state government sponsor. It should be responsible for preparing and submitting a growth management plan to State and local governing bodies for adoption as part of a jurisdiction's comprehensive growth management responsibilities. This organization would also monitor and coordinate implementation actions.

The organization will also need to coordinate the provision of adequate public facilities and services to those areas most equipped to accommodate expansion without overburdening existing residents or reducing the quality of life.

Organizational Relationships



Organizational membership would likely consist of appropriate State and local elected officials; governmental agencies and offices; the installation command and support elements; governmental and non-governmental utility providers; local school boards; and DoD education and housing providers.

In addition, business leaders; local home builders; the lodging industry; the real estate community; local economic development councils; chambers of commerce; community education leaders; affected neighborhood organizations; and other stakeholders should be considered as contributing members. The

size and composition of this local growth management organization and its advisory committees can vary depending on the size of the military growth and the local capacities for absorbing growth.

Names for these community leadership groups can vary from locality to locality. The purpose is to provide an opportunity for senior-level community and military interaction so that on-base information and plans can be integrated both before and during off-base growth.

By focusing the complete spectrum of local knowledge and resources, an organization can achieve the growth goals and expectations of the receiving community while maintaining the quality of life. From this effort, a lasting relationship, based on mutual support and a sharing of information, can be developed. A growth management program can directly benefit both the jurisdiction and the installation growth objectives by:

- Encouraging a cooperative spirit between the installation command and community officials.
- Protecting the health, safety and quality of life for existing residents and the newly arriving DoD personnel.
- Coordinating and integrating the local growth management plan with the installation military basing plan.
- Identifying, leveraging and making available the necessary resources to achieve the goals within fiscal, planning, and time constraints.
- Expanding public services and facilities in an orderly and staged manner to respond to the growth challenges.

Four outcomes expected from a successful growth management effort include:

1. A positive, workable State and local governmental commitment to accommodate the growth.
2. A lasting partnership based on cooperation and a sharing by all affected interests.
3. A determined consensus course of action, including an implementation strategy.
4. Follow through by all stakeholders so growth benefits the community.

An organization can change over time during the various phases of the military-induced growth: from pre-impact analysis through initial planning, to managing and monitoring later growth stages. It may be appropriate for local governments to identify and structure a government-based, special purpose organization with revenue generating authority, should conditions or circumstances warrant.

Growth Management Plan

Community growth management begins with information on a DoD decision to relocate personnel and their dependents to a receiving base. It includes information on the amount of direct population growth and its important demographic characteristics (e.g., marital status, household size, and the number of school-age children).

Other important aspects of the growth impacts include the number of DoD civilian and support-contractor jobs as well as the annualized number of construction jobs required to support the growth.

In addition to information about the timing of the growth, other crucial variables are directly related to the size of the impact. For example, the arriving DoD spouse and dependent labor

force can affect the local area labor supply and overall population change.

Planning Consensus

Once reliable estimates of the size and timing of direct personnel growth can be made, more detailed local assessments can occur.

While military-induced growth will affect each community differently, the following are potential elements of a growth management program: land use, housing, infrastructure, transportation, employment and education. Crucial linkages among these elements need to be established so that the likely dispersal of the off-base, in-migrating population can be managed and absorbed without affecting the quality of life for existing residents.

In some communities, the amount of new off-base population may “match” the supply of affordable, quality housing and the local school system capacity. In other situations, varying and limited “growth-absorbing” capacity among several communities means that managing growth will be a more complex and focused effort.

No matter the context, community growth management requires a cooperative partnership between the military installation and the affected community. The basis for this partnership is the recognition that military actions can significantly affect the off-base community. Through a partnership of stakeholders, growth management can help a community adjust to the affects of that growth.

Implementation

An implementation strategy and action plan is part of the community growth management plan. Implementation requires capital-funding arrangements: for transportation, water and sewer systems, public schools, health care and social service systems, as well

as housing and commercial developments to support new population demands and create spousal and dependent employment opportunities.

Both local and other funding sources will depend on a carefully prepared growth management implementation strategy, including a responsive business plan to “carry out” growth activities in a sustainable manner. This plan should assess sources of public and private capital. A community that is well organized with realistic plans will have the “clout” to attract the capital needed to make the required investments to support growth. Working together with the military, local leaders can manage and monitor growth for community-wide benefit.

Potential Resources

The President’s Economic Adjustment Committee (EAC) is a resource to help communities manage growth. Through the EAC a Federal team can be assembled by OEA consisting of representatives from key Federal agencies that would visit the growth location and provide specific advice.

Federal, State, local and private investment capital, working together to leverage the greatest return on investment, is part of an implementation strategy. Resources will help communities in establishing an implementation framework and adjustment strategy that is responsive to particular fiscal, planning and time constraints.

OEA Growth Management Assistance

Where community assistance is not otherwise available, OEA may provide technical and financial assistance to support community growth management. This assistance is designed to help a community assess its population absorption capacity, formulate an adjustment strategy, and develop and implement an action plan to accommodate

off-base impacts while maintaining the quality of life for arriving DoD personnel, dependents and the affected community.

Upon a request from either a Military Department or an affected State or local government entity, OEA will meet with the installation commander and local government officials to determine the scope of appropriate growth management assistance within OEA statutory authority. To qualify for financial assistance, the magnitude of the DoD personnel increases must meet the following statutory thresholds:

- More than 2,000 direct military, civilian and contractor DoD personnel (i.e., net additional) or,
- More military, civilian and contractor personnel than the number equal to 10 percent of the number of persons employed in counties or independent municipalities within 15 miles of the installation, whichever is less, and;
- Federal, State or local community impact planning assistance is not otherwise available.

Additionally, OEA must make a finding that the affected community will experience a “direct and significantly adverse consequence” based on the direct DoD impacts in light of community-specific needs and resources. A grant is made to the single State or local governmental entity that is sponsoring the growth management program.

For further information on DoD Community Growth Management Assistance, please contact:

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