



# *Responding to Change: Communities & BRAC*

**Department of Defense  
Office of Economic Adjustment**  
*helping communities help themselves*

# *Responding to Change: Communities & BRAC*

Office of Economic Adjustment  
Office of the Secretary of Defense

*December 2005*

*Blank*



**OFFICE OF THE SECRETARY OF DEFENSE**

OFFICE OF ECONOMIC ADJUSTMENT  
400 ARMY NAVY DRIVE, SUITE 200  
ARLINGTON, VA 22202-4704



The Office of Economic Adjustment was created to assist communities affected by DoD actions, including base realignments and closures or “BRAC.” The changes created by BRAC affect many communities that have warmly embraced nearby military installations for many years. As the primary resource for communities in need, OEA takes great care to work with these communities, with the respect that they have earned to help them to capably respond to BRAC actions. OEA assistance is tailored, as no two communities are alike and the local response is never routine.

Our experience demonstrates that economic recovery does not occur without decisive and effective local leadership, and a genuine partnership between the Military Departments and the affected communities. To assist you in gaining perspective OEA prepared this publication which contains practical advice for local and State officials responding to the community changes caused by BRAC. I encourage you to become acquainted with the actions, roles, and responsibilities identified that have enabled communities before you to successfully respond to a base closure or realignment.

As BRAC implementation proceeds, OEA will issue several additional technical resources to assist communities, including publications on organizing and planning for base redevelopment. Please visit our website at [www.oea.gov](http://www.oea.gov) to obtain more information about community adjustment.

A handwritten signature in cursive script that reads "Patrick J. O'Brien".

Patrick J. O'Brien  
Director  
Office of Economic Adjustment

*Blank*

## *Table of Contents*

*Introduction* ..... 3

*Section 1*

*Local Impacts, Local Response:  
    The Role of Community Leaders* ..... 5

*Section 2.*

*Organize: Where to Begin* ..... 11

*Section 3.*

*Outreach: The Foundation of Redevelopment Planning* ..... 17

*Section 4.*

*Plan: Preparing for the Future* ..... 19

*Section 5.*

*Property Disposal and Redevelopment Plan Implementation* ..... 25

*Putting It All Together* ..... 29

*Blank*

## ***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 experience an increase in military activity and associated community growth, while others are 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. Experience suggests that off-base housing scarcity and school overcrowding are areas of shared community and military concern. The community and the military alike must strive to maintain and improve 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 may be 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, has resulted in the creation of 110,000 jobs, or 85 percent of the 130,000 civilian jobs lost as a result of the BRAC actions.

Redevelopment also can be the single most important opportunity for a 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 effects on local businesses, workers, and other community components. Redevelopment creates an opportunity for the community to achieve multiple goals. For instance, a community might diversify its 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. Communities are faced with a range of choices in terms of 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 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 Office of Economic Adjustment (OEA) website at [www.oea.gov](http://www.oea.gov). Communities should also review information on [www.defenselink.mil/brac](http://www.defenselink.mil/brac), the primary DoD BRAC 2005 website.





## **Section 1.**

### ***Local Impacts, Local Response: The Role of Community Leaders***

- Discusses possible impacts on the local community: 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, nongovernment organizations, and the private sector.

Economic adjustment begins and succeeds with 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 depend on the activity at the base and whether 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 businesses are critical and spur community commitment to accept and resolve 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 people and involve relatively few buildings on small parcels of land. In those cases, the impacts are readily absorbed by existing community capacities. In other situations, the ability to absorb the impacts of a closure is beyond the existing capacity of the community, and a coordinated program across Federal, State, and local levels is required to respond to the community's needs. At other locations, such as

BRAC realignments to gaining installations, the impact on the community may be generally positive.

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 in each of these areas; they are addressed below.

## *The Community*

Military installations are often an important part of the local community, and when an installation closure is announced, communities may feel let down, disappointed, or even betrayed. 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 the relative increase in population. On the other hand, many communities can accommodate growth 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 foundation for undertaking growth management activities.

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

- **Housing.** Some communities experience a slowdown in local housing sales the moment a closure is announced, while sales in others continue unaffected. The drawdown of personnel may affect 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 vulnerabilities and work with the local redevelopment organization to identify sources of assistance.

Personnel who are transferring with military functions may find it difficult to sell their homes in a slow market, or they 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 additional housing in the community.

- **Schools.** If the population of a local school district is composed of a large number of military families who live on the base, the district may be entitled to Federal Impact Aid to Schools. Base closure may affect the Federal compensation to the district for providing education to military dependants, while 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 whether base closure will significantly reduce the student population or installation growth will significantly increase it.

## *Local Businesses*

Local businesses—those that directly serve the installation by providing contract services and those that provide services to the workers on the installation—will likely be affected by base closure. Local businesses may also be affected by arriving personnel at growing installations. 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 with the base, the retail sector (such as car dealerships, restaurants, and other service industries) may be affected by the closure. Are these businesses ready or willing to make the transition to new markets? What will they need to do so, and how can the local government help?
- **Anticipate 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 in preparing for 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 affect individual workers and overall employment conditions in communities where a significant number of workers are directly affected by a BRAC decision.

When bases are slated for new personnel, military commanders and human resources staffs are responsible for managing the inflow of 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 and separating a large number of employees creates a stressful situation for the workers and the potential for disruption in the local economy. 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 can access them.
- **Involve** members of the local WIBs in the local adjustment 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, including 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 to achieve common goals while avoiding the unnecessary costs of duplicating efforts.

### *You're Not Alone: Assistance from State Officials*

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

- **Provide policy direction and help mobilize local efforts.**
- **Encourage local jurisdictions to work together.** Where multiple jurisdictions surround a military installation, disputes among jurisdictions over who should be involved in redevelopment planning and community adjustment activities can have a negative impact on community recovery. States can help organize and identify membership for the local redevelopment organization and, where necessary, help resolve local disagreements.
- **Help develop economic adjustment potential at the local level.**
- **Provide technical and financial assistance** to community programs on base redevelopment and adjustment activities. States can facilitate community, business, and worker access to Federal and State resources. For example, a State might 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 can help the community 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 in the State that are or have been affected by BRAC.

- **Provide new authority when needed**, such as giving jurisdictions the authority to make land use planning and zoning decisions if they do not currently have such authority.
- **Coordinate regulatory reviews and provide temporary regulatory relief.**
- **Conduct outreach campaigns** to communities, businesses, and workers to raise awareness of the issues, focus on local and regional concerns and needs, and identify the types of assistance that are available.
- **Link communities regionally** to address common base redevelopment or growth management issues.
- **Provide policy guidance and funding to encourage local communities to accommodate growth** in a way that benefits both the community and the installation and provides for compatible land use surrounding the installation. States can encourage local governments to upgrade or enhance infrastructure around the base, such as transportation access; affordable housing, schools, and libraries for the incoming military personnel and their families; and fiber optic 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 source of the information needed to begin community redevelopment planning. For installations that will receive additional personnel and mission growth, the installation officials responsible for preparing to receive personnel and mission are key partners in the community's preparation for growth. Community adjustment to closure, realignment, or growth is more effective when the community leaders develop a strong relationship with the installation officials through mutually supportive partnerships. These partnerships involve sharing information, providing access to facilities and resources, and seeking 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 redevelopment planning process; they may 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 (LRA) 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 LRA that develops a plan for future uses of surplus installation property. A Base Transition Coordinator will be designated for closing installations.

Beyond the Department of Defense, other Federal agencies have significant expertise and experience in assisting communities. For example, the President's Economic Adjustment Committee (EAC) offers Federal agency resources. OEA serves as the staff of the EAC.

### *Other Resources*

In addition to government agencies and nongovernment public interest groups, the private sector can provide significant 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 its strengths to achieve a 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. Circumstances in 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 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—a broad-based organization that represents all affected jurisdictions and stakeholders—to manage the community adjustment and redevelopment planning process.
- Discusses the characteristics of successful LRA structure: representative, manageable, and effective.
- Explains the LRA recognition process, working with the OEA Project Manager.
- Addresses the process of organizing for installation growth.

Successful transition requires strong, effective local leadership; it requires that local officials—both elected representatives and non-elected leaders—take charge of the process. The effects of base realignment, closure, or growth are felt most strongly at the local level; 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 their energy away from fighting closure and harness that energy for transitioning to civilian redevelopment of the base will be more successful in the long run.

The process of organizing is the community's first priority after the "date of approval" for BRAC actions which occurred on November 9, 2005. The affected community will need to work closely with OEA and the

appropriate Military Department. This consultation will involve addressing overall closure-related issues and creating a local decision-making process to advance the community's economic recovery strategies.

During the first 6 months following the date of approval, property not needed by the Department of Defense or other Federal agencies is identified and a notice of surplus property available for redevelopment is published. Also in this time period, an LRA is structured and recognized by DoD through OEA and begins comprehensive redevelopment planning for the base.

#### ***Local Redevelopment Authorities***

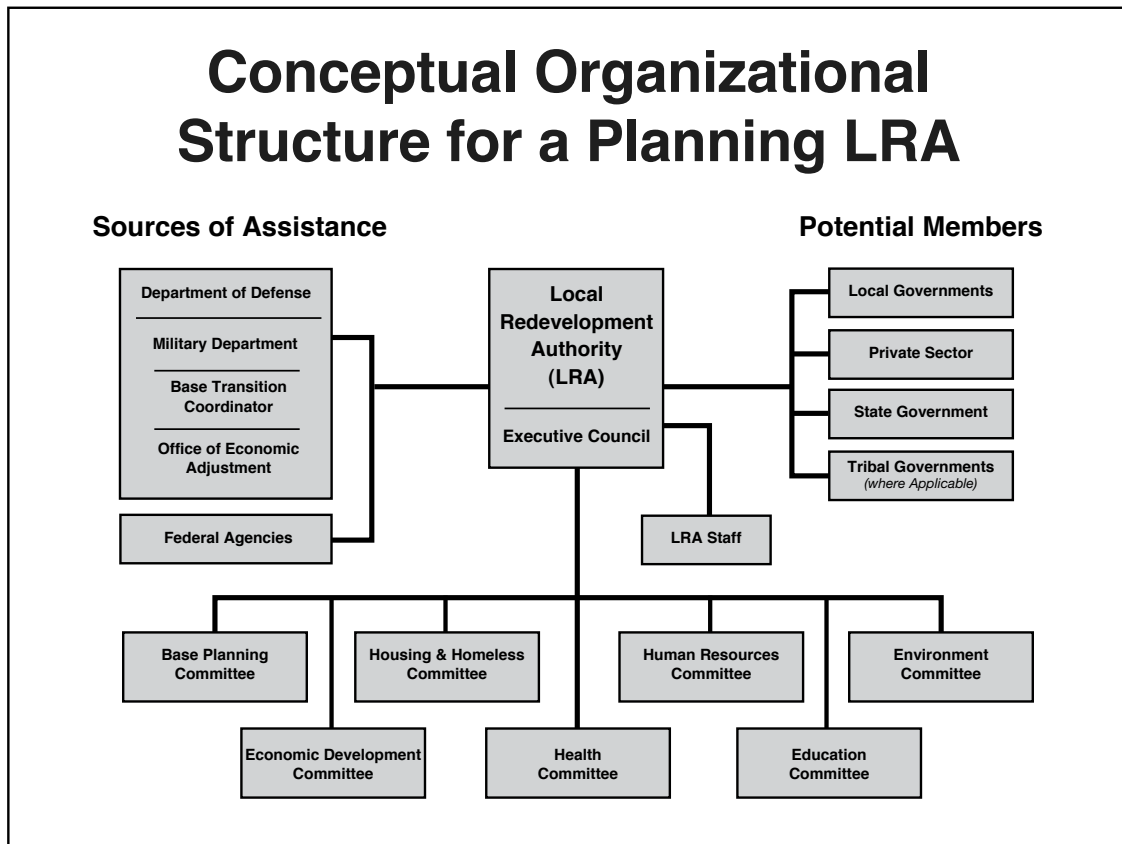
The BRAC statute states that the LRA is responsible for preparing the redevelopment plan or for directing the implementation of the plan. Before any action may be taken for the disposal of any surplus real property or facility located at a military installation that is to be closed or realigned, the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



Community officials are requested to designate a planning LRA promptly and formally. 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 interest 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 before the date of approval.

The LRA is expected to provide leadership and build consensus for base redevelopment. The Secretary of Defense, through the OEA, will recognize only one LRA for a contiguous 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, the 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.

The following diagram shows a sample structure that an LRA could use to address its consulting and planning responsibilities.



Community officials should consider three basic characteristics of a successful LRA or community growth management organization: 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 the community.
- **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 offers State and Federal officials effective access to the community.

### *Manageable*

- **Be flexible.** Base closures and realignments are dynamic events. The LRA or growth management organization must 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 seven to nine are most effective for team dynamics, with an uneven number of members to prevent tie votes. 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 donating their time, so an LRA or growth management organization should minimize its demands on members' time.
- **Aim to create a comprehensive committee structure** to draw on 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, such as housing and homeless needs, worker adjustment, community and business development, infrastructure and environment, personal property, base redevelopment, 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 efforts should be built upon rather than replicated or conflicted with by those of the LRA.

- **Clearly define the responsibilities of the LRA or growth management organization.** Is the LRA focused solely on planning for redevelopment 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 redevelopment 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 as the LRA for redevelopment planning purposes, while another entity is designated to implement all or portions of the plan. Not all communities choose to create an “implementation LRA.” A community may 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 alternative scenarios for redevelopment.

- **Identify and enhance capacity.** Varying degrees of expertise are needed to discuss closure or growth management issues and to formulate a base redevelopment or community growth management plan. What kind of staff expertise will be needed? Are there existing staff with capacity for the task? 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. Invite these personnel to attend LRA or community growth management meetings and participate in discussion and at work 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 that can seek or identify funding sources.

The time it takes for an LRA or community growth management organization to be fully functional depends on the 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.

Communities 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 lack zoning authority. Other communities have substantial power to control development within their bounds. The ability of the community to plan and regulate property use will affect the redevelopment of the installation.

## *LRA Recognition*

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

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

## *A Word on Organizing for Growth*

Communities announced as receiving locations in the BRAC process can respond by gaining an understanding of likely effects and establishing a cooperative partnership with the local installation. In some cases, it will be clear that growth in the community can be readily accommodated. If this is not the case, it is important to create a community growth management plan.

The community should form an organization to assess the likely impacts, plan for the community's response, and implement any necessary activities. Business leaders, representatives from the school district, community facility and service providers, neighborhood organizations, and 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 to recognize a local growth organization and no statutory need for outreach to homeless providers.

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



### Section 3.

## Outreach: The Foundation of Redevelopment Planning

- Discusses the early stages of redevelopment planning and outreach, including homeless outreach and solicitation of interest in surplus property.
- Describes outreach to all interested members of the community.

Following the initial organization process and after a notice of surplus property has been provided, the LRA undertakes significant outreach efforts and begins the initial redevelopment planning process. Outreach and solicitation of interest must begin within 1 month of the surplus notice and follow either a 3- or 6-month schedule, depending on local needs. The LRA undertakes outreach to representatives of the homeless and solicits notices of interest (NOIs) in base property from eligible public benefit recipients to assist the

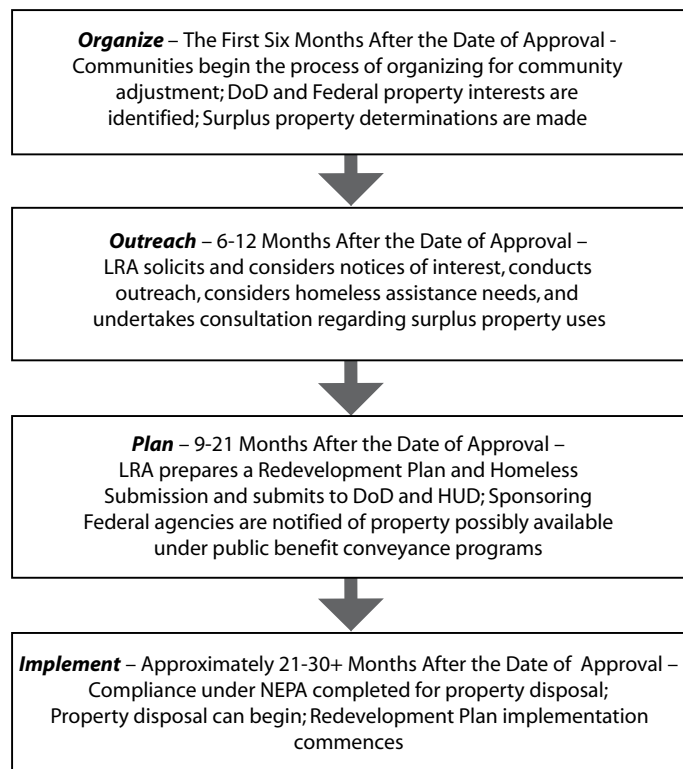
local planning effort. The LRA structures the outreach program, sets the dates for receiving NOIs, establishes proposal contents, and publicizes the information locally in a newspaper of general circulation.

### Reuse Planning Process

If the community is organized, the formal redevelopment planning phase can begin immediately following the date of approval of the base realignment or closure. Some communities completed conceptual base redevelopment plans before the date of approval with help from OEA planning assistance and are ready for more detailed planning as soon as the Military Departments have determined DoD and other Federal agency needs for portions of the property.

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

### General Process for Reuse Planning and Property Disposal



### *Homeless Outreach*

By law, the redevelopment planning process must include the identification of homeless needs and must reflect a balance with local community and economic development needs. LRAs must establish links to local homeless-assistance providers. 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, except statewide, if the State is an LRA member. Homeless service providers interested in receiving surplus property must submit an NOI during the outreach period.

### *Outreach to Other Stakeholders*

Other stakeholders in the community will likely be interested in participating in the redevelopment planning process and may express interest in acquiring property through public benefit conveyance or other methods. School districts, colleges and universities, airport authorities, wildlife and conservation groups, alternative transportation organizations, historic preservation societies, business groups and entrepreneurs, and various other stakeholders may wish to participate in the planning process. The public should be informed and given an opportunity to participate at all stages of the process.

### *Outreach for Growth*

Diverse groups in the community will likely have an interest in personnel growth at existing installations. Such groups include local and State governments, Chambers of Commerce, business leadership, the local school board, utility providers, community organizations, and the general public. Outreach 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 the date of approval) and the initial outreach phase (the next 3 to 6 months), the heart of the LRA's planning process takes place in the second year after the date of approval. Having considered the NOIs 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; 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 redevelopment strategy for the base. Under the BRAC law, the LRA and the community must ensure 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 that they prepare in accordance with the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.). In preparing the decision document, the Military Departments give substantial deference to the redevelopment plan submitted by the LRA for the installation.

Each community approaches aspects of the planning process differently, depending on its base redevelopment 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 redevelopment 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 goals will serve as the foundation of the overall adjustment strategy. For base closures, the LRA defines the goals. For installation growth, the community growth management organization identifies the planning goals. This strategy encourages 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, and creating a redevelopment theme. Community goals should always be evaluated in light of their economic feasibility.

For growth, community goals may include providing for seamless integration of new personnel into the community, ensuring the availability of adequate housing, preventing or addressing school overcrowding, and ensuring the provision of adequate community facilities.

- **Objectives.** In setting the community's goals, a multitude of objectives may be identified, such as 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 without precluding longer-term goals, expanded site access (roads, rail, and water), quality redevelopment appearance, compatibility with existing and planned offsite 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 government units), as well as homeless providers. The needs of Federal agencies, as identified before 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 must be developed to evaluate feasible redevelopment alternatives for the base and the 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; for example, identifying a unique competitive element of the property, a new marketing approach to installation buildings, or other major assets and response opportunities.
- **Beyond the known.** Potential public and private opportunities should be explored with imagination within the bounds of economic feasibility. 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 feasible. 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 is 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 process 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 before 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 goal.

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 few or no tax revenues generated. Also, public benefit uses have "strings" attached. The property must continue to be used for these public purposes, potentially constraining long-range development flexibility.

- **Balanced plan.** The 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, the LRA must document all homeless interests and the outreach process leading 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 8 to 10 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 1 to 2 years, a more significant response may be required.

### *Operational Planning*

- **Blueprint for implementation.** After consensus on redevelopment uses and configuration or community growth management activities is achieved, 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 subsidies required for the effort? If so, 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 funding be secured to finance economic development? What roles will the private and public sectors play in redevelopment of the installation or

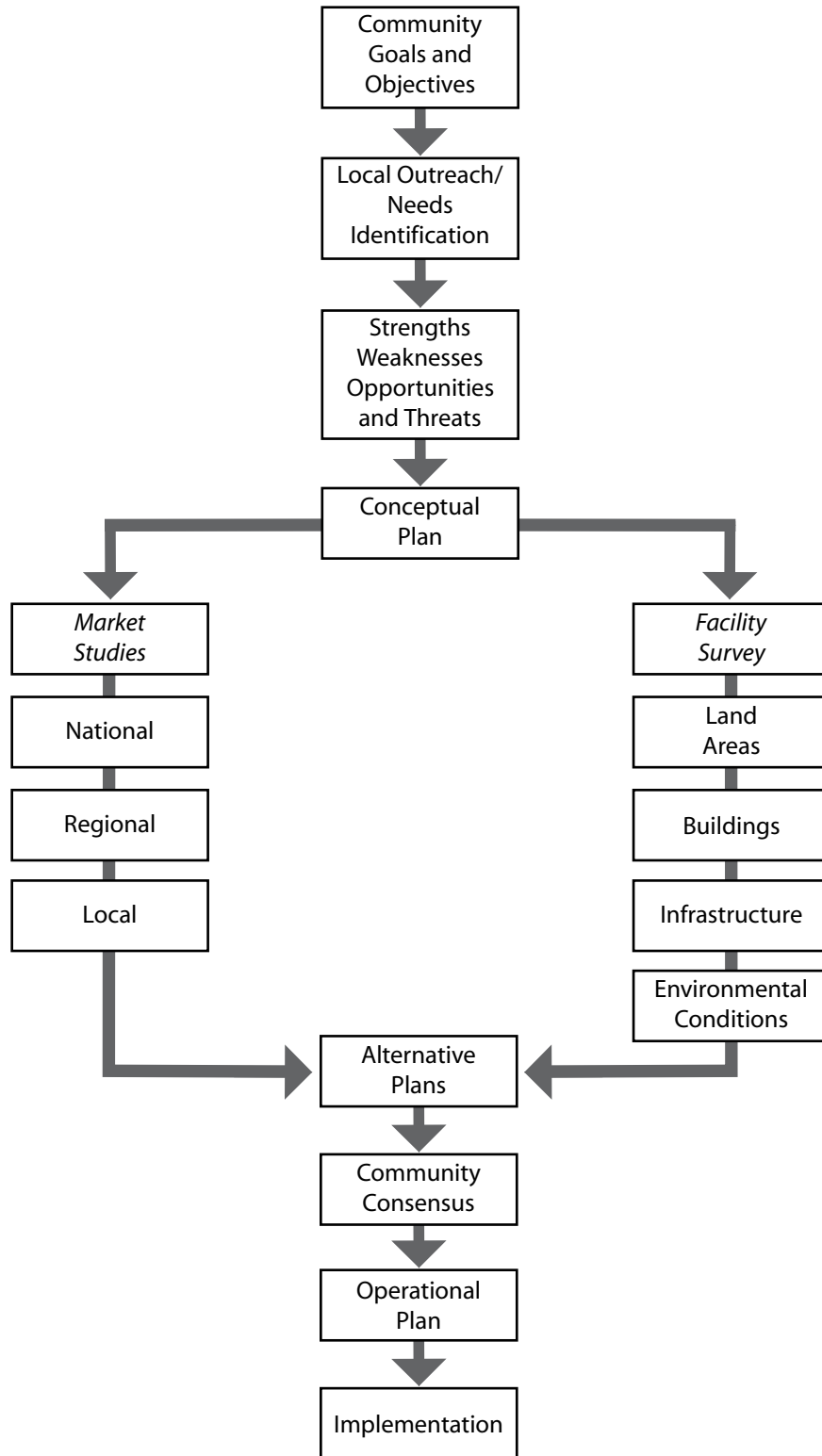
implementation of the growth management plan? This is the “action” component of the plan and becomes the basis for implementing the plan. When completed, the base redevelopment plan should identify the redevelopment configuration with the greatest comparative advantage for the community and address the feasibility of an entirely, or mostly, private sector implementation approach, one that maximizes public benefits while minimizing public costs.

- **Site-specific work.** The LRA submits its redevelopment plan to the Department of Housing and Urban Development (HUD) as part of a homeless assistance submission that shows how the LRA has addressed the community’s homeless needs. HUD reviews the submission to determine whether the LRA has adequately balanced local community and economic development needs with the needs of the homeless. The redevelopment plan is also an important element for compliance with the National Environmental Policy Act with respect to property disposal decisions by the Military Departments.

After the HUD review and determination, and as Military Department disposal intentions 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 be updated and adapted to reflect the redevelopment plan. These actions must occur as far in advance of property disposal as possible, particularly for the 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 its outcome. The LRA or community growth management organization must do everything it can to keep the planning process on track and move the community dialog toward a consensus. The following is a general diagram of the redevelopment planning process for available property.

## Redevelopment Planning Process





## **Section 5.**

### ***Property Disposal and Redevelopment Plan Implementation***

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

#### ***Redevelopment Plan Approval and Adoption***

Communities often ask these questions: Now that our redevelopment plan is completed, do we have to submit it 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. Usually, it 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 their approval and adoption processes.

#### ***Disposal Decision Making***

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

Property disposal decisions may include decisions on applications for particular types of property conveyance (see “Decision Implementation and Redevelopment” following), or these decisions may be deferred until applications are submitted and approved. For example, the LRA may apply for an economic development conveyance. 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 gives substantial deference to the redevelopment plan.

#### ***Decision Implementation and 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 be transferred and placed into civilian use, including the following:

- **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 and recreation conveyances) serves 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 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.
- **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 the 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 element 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 overwhelm enthusiasm and ambition if the base redevelopment activity fails to meet local expectations or the community remains economically unstable.

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

Each community tailors implementation to its own circumstances. The goal is to achieve sustained redevelopment or reach a point where activity on the former base stabilizes, yielding enough revenue to cover the community's redevelopment costs. In some cases, achieving this goal 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 dependence on Federal resources to reliance on State, local, and private sector resources?

The process of transformation should be at least partially prescribed in the redevelopment plan. The following questions are 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 underused portions of the facility before a disposal decision is signed. The LRA can take advantage of such prospects through interim leases, subleasing property to parties who are also likely occupants or recipients when the property is eventually disposed of. Consultation with the Military Department concerned is needed to determine the consistency of these uses with the community's redevelopment plan and the possible effects of the subleases on disposal actions.
- **Are there alternative funding sources to support a community presence in the implementation process?** Base redevelopment may 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 public sector costs? Are 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 will need water, sewer service, heat and air conditioning, and electrical service. At some installations, utility systems have been privatized and are owned and managed by public or private utility providers. Where privatization has not 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 are generally not available to run utility systems after a base is officially closed. Likewise, improvements or upgrades to on-base utility systems are not normally made. Early transfer and provisions for improvements and upgrades should be explored, even while the military is still using the utility system before operational base closure.
- **Will there be public acquisitions of property?** In accordance with the redevelopment plan, are any public-purpose conveyances being undertaken? (For examples, see the following table) If so, have the applications been made to the Federal sponsoring agencies? Is the applicant required to have organizational or funding support? Do the prospective recipients have the legal authority to acquire and operate the property? Any sponsoring or approving Federal agency must be notified of the community's plans.



<b>Examples of Public-Purpose Conveyances</b>	
<p><b>Public Airport</b></p> <ul style="list-style-type: none"> <li>Air Cargo Facility</li> <li>Commercial Passenger Terminal</li> <li>Aviation Services</li> </ul>	<p><b>Public Park/Recreation</b></p> <ul style="list-style-type: none"> <li>Public Golf Course</li> <li>Athletic Facilities</li> <li>Nature Trail</li> <li>Park, Park Expansion, or Park Access</li> </ul>
<p><b>Education</b></p> <ul style="list-style-type: none"> <li>Primary and Secondary Schools</li> <li>Vocational-Technical School</li> <li>Community College</li> </ul>	<p><b>Historic Monument</b></p> <ul style="list-style-type: none"> <li>Museum</li> <li>World War II Historic Park</li> <li>Other Parks of Historic Interest</li> </ul>
<p><b>Public Health</b></p> <ul style="list-style-type: none"> <li>Hospital/Infirmary</li> <li>Emergency Clinic</li> <li>Health and Nutrition Education</li> <li>Water or Sewer Utilities</li> <li>Sanitary Landfill</li> </ul>	<p><b>Power Transmission Lines</b></p> <ul style="list-style-type: none"> <li>Electric Lines and Easements</li> <li>Gas Lines and Easements</li> </ul>
<p><b>Federal-Aid or Public Highways</b></p> <ul style="list-style-type: none"> <li>Access Ramps to Interstates</li> <li>Widening of State Routes</li> </ul>	<p><b>Correctional Facility</b></p> <ul style="list-style-type: none"> <li>State Prison</li> <li>County Jail</li> <li>Corrections-related Activities</li> </ul>
<p><b>Port Facility</b></p> <ul style="list-style-type: none"> <li>Inter-modal Transportation Facility</li> <li>Cargo Terminal</li> </ul>	<p><b>Wildlife Conservation</b></p> <ul style="list-style-type: none"> <li>State-sponsored Game Preserve</li> <li>State-sponsored Bird Sanctuary</li> <li>State-sponsored Wildlife Refuge</li> <li>State-sponsored Fishery</li> </ul>

### *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 depends on the scale and timing of the planned and approved growth. Communities can call on local, State, and Federal resources to help implement their growth management plans; for example, the State may offer transportation and infrastructure funding. Through a strong partnership between the local community and the military installation, significant growth can be managed effectively and adverse effects can be minimized or avoided.

## ***Putting It All Together***

For communities to overcome the challenges posed by base realignments and closures, many disparate groups must come together to build consensus on a vision for the future of the community. Effective partnerships among the local community, military installation officials, State and Federal assistance programs, regulatory agencies, and other interested parties must be built 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 community and the ultimate mission of the Department of Defense, which is to protect and defend the United States.

Responding to base closure can be one of the most difficult challenges faced by a community. Preparing for mission expansion and installation growth can also pose a challenge, as well as an opportunity, for a community. The process is complex and time-consuming, but 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 or accommodate growth.

*For more information, visit the OEA website at [www.oea.gov](http://www.oea.gov).*

*Blank*

*Blank*

*Blank*

**“The Office of Economic Adjustment (OEA), a Field Activity within the Department of Defense, assists communities, regions, and States adversely impacted by significant Defense program changes. OEA provides hands-on technical assistance as well as financial and other resources for development planning of closed or realigned military installations. Over the past four decades OEA has helped hundreds of U.S. communities develop economic strategies to adjust to defense industry cutbacks, base closures, and force structure realignments, and to develop compatible land use strategies to mitigate encroachment around the nation’s military installations.**



**Department of Defense  
Office of Economic Adjustment**

**400 Army Navy Drive, Suite 200  
Arlington, VA 22202-4704  
703.604.6020  
[www.oea.gov](http://www.oea.gov)**