

BASE REUSE REPORT

FEBRUARY Economic Development, Planning and Redevelopment of Military Bases

1995

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The Fort's not Ord, anymore New campus may be 'crown jewel' of CSU system

By Michael Fitzgerald

When the closure of Fort Ord in Monterey County was announced in January of 1990, the response of regional public agencies was classic Chicken Little. By March, a local task force headed by a retired lieutenant general gravely produced a report predicting economic chaos for the region if the 16,000 military personnel and their families moved to Fort Lewis, Wash.

But in the spring of 1995, a 1,200-acre portion of Fort Ord has become the site of the 21st campus of the California State University, set to

open in September. The University of California is readying a science and technology center as part of a 1,300-acre land grant, and assorted other public entities, including city governments, are carving up the 44-square-mile base into a panoply of housing, industry, and other uses, many linked to the environment and environmental education. When the CSU hits the projected 25,000 student mark, the economic benefit to the region — from the CSU alone — is expected to be considerable.

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BRR Interview: James Courter

Former BRAC chair calls '95 round of closures 'third, last, clear chance' for closure commission.

By Sigrid Bathen

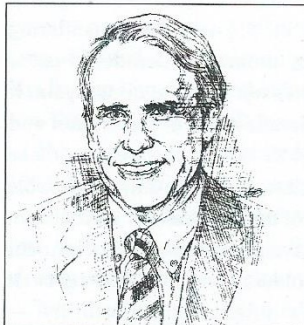


Illustration by Gaylord Bennett

James Courter was chairman of the President's Base Closure and Realignment Commission from 1991-94. He was a member

of the U.S. House of Representatives and served on its Armed Services Committee for 12 years. He was also the Republican Party's candidate for Governor of New Jersey in 1989.

Courter, 52, is senior partner in the New Jersey law firm of Courter, Kobert, Laufer, Purcell & Cohen, and is a partner in the Washington, D.C., law firm of Verner, Lipfert, Bernhardt, McPherson & Hand, where he is a member of the firm's Base Reuse Group.

BRR: There are persistent reports that the 1995 BRAC round of closures may be slowed, or cancelled altogether. What is your reaction?

Courter: I have heard, not quite as blunt as that, but that it is the opinion of some people in Congress that we should go slower, that we don't have the money to close bases right now,

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THE BASE REUSE REPORT



INTERVIEWS

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that the environmental cleanup is expensive, and therefore we should defer the round. [I believe] we should press forward because this is the last, clear chance to make significant reductions and savings. This is not the time to back off a third round. This is the time to pursue it and to get it done properly, with credibility, and to make it the size that is required. . .

There is so much more that we have to do. In order to do it properly, and to make sure that the goal of maximum efficiency is achieved, the final round of closures is going to have to be a very large one, if not as large as the last three, probably as large as the last two in size. If it's not, that means we will be living for another decade or two with infrastructure that is not vital to support the national security requirements that we have.

I have heard about efforts by members of Congress to delay the third round of closures in 1995, because of whatever reason — parochial concerns, regional and state concern, political concern, a Republican-Democratic balance concern among the commissioners . . . If we tamper with the legislation and don't have a significant round of closures in '95, we'll be squandering taxpayers' money for decades to come because it's not going to occur again. It took a decade more of frustration and attempts to create closures, to make efficiencies, and was only achievable because of this commission mechanism, which gave politicians and incumbent office holders some political cover. If we don't utilize this opportunity — this third, last, clear chance — we're not going to have another commission for at least, in my mind, another decade or more.

BRR: Former Defense Secretary Richard Cheney said in a recent press conference (see News Briefs, p. 10) that he believes defense cutbacks have gone too far, though he did not say flatly that base closures should be halted. Any comment?

Courter: Well, the two are definitely interconnected, but the point is that even if you take the position that former Secretary Cheney does, that in future years we shouldn't be reducing at the level that is scheduled, irrespective of that there are still a lot of bases that have to be closed to create efficiencies. There is so much excess capacity out there now, that even if you froze further reductions for five years, there are still a lot of bases that we have to close to maximize efficiencies. Obviously, if the world situation turned around and you had to increase defense spending for a few years in a row, that would obviously affect the force structure, but you have to analyze that carefully.

BRR: A spokesman for Sen. Robert Dole was recently quoted as saying the senator has drafted a letter to President Clinton, raising concerns about the cuts that will be ordered by Defense Secretary Perry. Dole's position is that the taxpayer has yet to see 'one cent of savings from previous rounds. Sen. Strom Thurmond and Rep. Floyd Spence of South Carolina have also been critical of the process. What is your reaction?

Courter: Well, they are a very interesting and provocative group of people, and I respect them all, but I disagree. To make the argument that we should defer it for a year or two or three or four in my mind is to make the argument that it will be deferred for the indefinite future. In order to get Congress to focus its attention and to create a commission that has teeth like this, again, the chances of that are zero to .1.

BRR: Don't the efforts to stop the closures have a certain partisan flavor to them, and doesn't that fly in the face of the
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CASE STUDY

Charlestown Navy Yard

20 Years Later, Closed Base is Gem of Boston's Waterfront

by John Howard

There may be no such thing as the perfect base closure, but the Charlestown Navy Yard comes close.

After 20 years, at least \$25 million in public funds and \$500 million in private investment, the 105-acre historic complex has evolved into the jewel of Boston's historic waterfront, a vital commercial, professional and residential development that breathes economic life into an area once devastated by the U.S. Navy's shutdown order. Simply put, local officials and community leaders, working in concert, lured private investment by marketing the base's greatest assets — waterfront location and historic linkages — and backed up their plans with money, infrastructure, a long-term commitment, streamlined regulations, tax breaks and other incentives.

In short, Charlestown was a hot property with potential, and the locals were determined to make it pay.

An important lesson to other communities facing their own base closures: An aroused, unified citizenry can wield profound political clout.

In Boston's case, this meant scores of meetings over years with local residents, business people, unions, environmentalists, politicians, historians and others sponsored by the Charlestown Neighborhood Council, a 22-member advisory panel to the Boston Redevelopment Authority, key agency in the conversion since 1978.

True, Charlestown has advantages over many bases facing closure or realignment. It is located on prime property in a major urban center, close to industrial, commercial and research institutions. Part of the Yard is the 30-acre National Historic Park surrounding the U.S.S. Constitution, built in 1799

and the nation's oldest commissioned naval vessel. The site is 170 years old, and more than 1 million people visit the area annually, and it offers space in an area where space is at a premium. Unlike more modern military bases, Charlestown, which developed during the age of sail, had a less serious toxic waste problem than other facilities. But the key to Charlestown's successful conversion is the emphasis on long-term, rather than quick-fix, development.

"We recommend that other communities should not think that they are going to do this very fast," said Kelly Quinn, a spokeswoman for the Boston Redevelopment Authority.

"We recommend that other communities should not think that they are going to do this very fast."

— KELLY QUINN

"We had to invest a lot of infrastructure dollars to get it done — when you first inherit these properties, that's what you have to do. That means taking a long-term view and a good planning process. You have to know the kind of infrastructure that will make the place successful."

When Charlestown closed in July 1974 in the midst of a general economic downturn, about 5,000 people lost their jobs, aggravating the area's already worsening unemployment rate.

Two decades later, the scene is different. A similar number of permanent jobs exist at the site, plus hundreds more in construction. In five years, planners estimate that the conversion

will have resulted in 6,800 permanent jobs and 5 million square feet of mixed-use development space.


The base, originally envisioned as a haven for light industry, has diversified markedly. It has embraced biomedical research — perhaps 1.5 million square feet for Massachusetts General Hospital and several private companies — and commercial, recreational, retail and hotel uses.

There are more than 1,100 residential housing units at the site, a third of them for low- and moderate-income residents. Parcels that are not yet taken are "pre-permitted" by the BRA to further development and entice backers. According to the BRA, the pre-permitting was made possible because the agency spent some \$10 million in "operating expenses to provide comprehensive planning design, management and maintenance." In some cases, BRA and private developers exercise shared partnerships.

Two projects are key to the Yard. In one, called Flagship Wharf, an existing seven-story brick building that served as the base's electronics center was renovated and expanded, including the addition of two penthouse floors and two 11-story wings. The complex also houses 201 condominium units.

The other is the 16-acre Shipyard Park, in which a World War II-era building was demolished to create open space and a public park.

Other amenities include a 400-foot-long public pier, sailing, green belts, pedestrian trails, and bike lanes.

"To the best of our knowledge it is the largest historic preservation-redevelopment project in the nation," Quinn said. "It's gorgeous." 

Contact: Kelly Quinn, Boston Redevelopment Authority, (617) 722-4358

John Howard writes for The Associated Press in Sacramento, Calif.



LEGAL ISSUES

New Restoration Advisory Boards:

Citizen Groups Pose Potential Conflict with Reuse Planning

By Raymond Takashi Swenson

Lt. Colonel, USAF (Ret.)

Lt. Colonel Swenson is an attorney in the Salt Lake City office of Philadelphia-based Ballard Spahr Andrews & Ingersoll. He is a former Air Force Regional Counsel for the Western U.S. who practices environmental law and represents communities in base reuse negotiations with the Defense Department. He helped establish the California Base Closure Environmental Committee and has taught law courses on base reuse in Washington, D.C., San Francisco, Monterey, and Irvine, Calif. He belongs to the California and Utah State Bars. Copies of his more lengthy articles on base reuse can be obtained by contacting him at (801) 531-3024 or FAX (801) 531-3001.

A little-noticed provision of the Fiscal Year 1995 Defense Authorization Act could create competition for communities which are trying to redevelop closed military bases. Influence over the base cleanup process, which controls the availability of land for redevelopment, is being given to organizations with no formal accountability to the community or its economic wellbeing—and the Defense Department is even required to fund these competitors.

Cities and counties, acting as Local Redevelopment Authorities (LRAs), are designated by various provisions in base closure law and regulation as the intended lessees and transferees of base property. However, they are given

no official role in the process of cleaning up the base property which they will inherit, even though property cannot be transferred, and sometimes cannot be leased, until cleanup work is virtually complete. Environmental Baseline Surveys, which are mandated by base closure laws, can only assess the status of contamination on the property, while the LRAs have no official way of ensuring that cleanup funds and manpower are concentrated on the land and buildings that have the most immediate commercial potential for creating jobs and tax revenue.

The entities competing with LRAs, which have the influence over cleanup which LRAs lack, are called Restoration Advisory Boards, or "RABs." They are citizen groups which exist to advise the DoD on base cleanup at each installation. Oddly enough, they are not defined in the statute itself. Instead, the Secretary of Defense will issue

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regulations which define RAB membership and authority. However, RABs are already a part of the DoD base closure program developed by Deputy Undersecretary for Environmental Security Sherri Wasserman Goodman, and are already in operation at many installations.

The RAB statute carries out the recommendations of the Keystone Institute study, funded by DoD, on improving citizen involvement in federal facility cleanups. The study responded to criticism of the Technical Review Committee program which was created in 1986 by the Defense Environmental Restoration Program Act. Keystone recommended increased independence, including having members selected by citizens rather than the base commander, independent funding, and greater involvement in the substantive decisions on base cleanup.

The statute authorizes financial support of RAB administrative costs from military base operation and maintenance funds, from the Defense Environmental Restoration Account (DERA, which is DoD's "Superfund"), or from the Base Realignment and Closure (BRAC) Account. Funds can be used to pay for technical and other experts to advise the RAB, including help for individual members in interpreting the technical reports and decision documents generated by DoD and EPA cleanup managers. In addition, funds can be used to help members "participate more effectively." This could arguably include costs for training in environmental law and technical matters, visits to comparable cleanup sites, reference books, subscriptions to relevant publications, and access to electronic sources of information, such as Internet forums for environmental advocacy organizations or commercial research services like Lexis/Nexis.

While the statute has a grandfather clause that preserves existing RABs, it also restricts funding to RAB members who "reside in the vicinity of the


installation" and are "local community members." In the San Francisco Bay area, some individual representatives of environmental and arms control organizations are on several of the RABs at the eight military bases around the Bay. Arguably they could retain their membership, but would be ineligible for funding.

The statute authorizes \$7.5 million for RABs in the current fiscal year

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cleanup process.*

(about \$25,000 per base), although most of this money cannot be spent until the DoD regulation is issued some months from now. If the proposed regulatory moratorium statute is passed by Congress, the regulation will not be out until July, with only three months left in the fiscal year. Nevertheless, though RAB funding may be delayed in the initial year of the law, LRAs will not receive any DoD funding to help them participate more effectively in crucial cleanup decisions.

The most worrisome aspect of the RAB law for local governments is that DoD must now give RABs a material consultative role in the cleanup process, including decisions concerning which parcels of land to clean up first, as well as on "land use, level of restoration, [and] acceptable risk"—all decisions which are primary responsibilities of local government,

particularly when acting as a Local Redevelopment Authority. The best that most LRAs can hope for from the new law is to have a single seat on the RAB, while the important cleanup decisions that will determine the community's ability to reuse the base are influenced, in many cases, by a RAB majority composed of citizens narrowly focused on the environment, some of whom may not even live in the affected community. 

CITATIONS:

1. Public Law 103-107, 108 Stat. 2663 (October 5, 1994), Section 326 (a) through (e), amending 10 USC §2705 by adding subsections (d) through (f)
2. Codified at 10 USC §2687 note, 32 CFR Parts 90 and 91.
3. 10 USC §2701 through 2705.
4. Section 326(b), 10 USC §2705(e) (2) (B) and (C).
5. Section 326(c), 10 USC §2705(f).

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LOCAL GOVERNING

Fort's not Ord

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"When they did the gloom predictions, I think they forgot that the soldiers did most of their shopping on base," says Stephen M. Reed, director of public relations and governmental affairs for CSU, Monterey Bay. "And even as the military was leaving, a lot of money started coming in with our project and people, and the rest of the reuse of the base."

The money coming in for the California State University has been in the form of federal dollars — \$15 million last year and another \$14 million slated for this fiscal year, most of it for renovation and reconstruction. Another \$9.3 million arrived as a one-time grant from the California Legislature for start-up costs such as salaries and the hiring of consultants. The Ford Ord Reuse Authority (FORA) a conglomerate of government agencies created by California legislation, will be doling out \$5.25 million in federal dollars this year, most of it in funds for planning and studies. And the University of California's project is expected to spend up to \$2 million during the next two years as it gears up for occupation of the acreage.

The new CSU campus is the first such reuse by a comprehensive university, though a number of community colleges are already offering courses on former military bases across the nation, says spokesman Wade Nelson of the Base Closure and Realignment Commission (BRAC).

The new CSU campus and the UC project are the only public agencies at Fort Ord to have the property legally conveyed from the Department of Defense, with the balance of the land allocated in a 230-page plan just completed by FORA with eventual conveyance over the next three years. In that conveyance process, the City of Marina, established in 1975 with part

of Fort Ord within its city limits, will take over a 20-year-old airfield and 260 acres which it plans for light industrial use. The contiguous City of Seaside will annex an existing golf course and other acreage. Monterey County will be conveyed 1,070 acres, with a youth camp planned. And 15,000 of the 28,000 acres will go to the Bureau of Land Management as caretaker. The four miles of beachfront will remain undeveloped except for possible expansion of public access with hiking trails and bicycle paths. At buildout, the FORA plan predicts 60,000 additional jobs in the region.

*"This place
was built for
the army, a
male-oriented
army, so every-
thing needs to
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co-ed use."*

— STEPHEN M. REED

Both FORA and the CSU wisely obtained the designation to be official redevelopment agencies for their areas of interest, giving them sweeping powers when it comes to planning and control over the revenues generated by tax increment financing. FORA critics have already been complaining that the December 1994 legislation making FORA a redevelopment agency (authored by Sen. Henry Mello, D-Monterey, who also authored the measure to create the authority) makes FORA a super-city entity which may be exempted from many of the regula-

tions of the California Environmental Quality Act (CEQA). Super-entity or not, FORA hired Les White, former city manager of San Jose, Calif., to take over in February from interim director Joseph Cavanaugh.

The legislative process of setting up FORA in May 1994 and the subsequent squabbling among the 13 governmental agencies sitting as a group, has stalled some progress in the final allocation and conveyance process that may foretell additional problems when the military presence becomes a near shadow in 1998, with 1,300 acres remaining under Army control for a "support enclave" for various military operations in the area. (The base military hospital has already closed, shifting thousands of remaining local active military personnel, their dependents and veterans to other medical facilities.)

"We are trying to get an agreement with the Army so we can even patrol the streets with our police and fire people," says Dick Goblirsch, housing and economic development director for the City of Marina. "Right now we have serious vandalism. It's a problem across the base. We just lost \$60,000 worth of radio equipment we need to run the airport."

The lingering presence of the Army, in areas not yet conveyed and as keepers of the main gate, has posed some other problems for the CSU as it hires faculty and staff for the 800 or so students expected to begin classes this fall. "We are supposed to have unimpeded access, period," says CSU's Reed. "But right now the Army stops some people and lets others through. If you drive up in a Domino's pizza wagon, or wave a golf club at the guard, you zip through. Stop and tell them you want to go to the CSU to ask for a job and they're likely to turn you around."

Access problems aside, the CSU project of building a university will be a reality in the fall, and with its 1,200-plus acres of buildings and open space,



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ready to offer development opportunities that have any possible link to the various academics to be offered. "We've had inquiries about using our part of the base for making movies," Reed says. "Local art groups are very interested in some of the older warehouses and buildings." In one case the university considered tearing down one of the three chapels on its land holdings, only to find that the hardwood floor was a one-of-kind treasure to people involved in dance performance. "We're keeping it, and the dance people are going to be happy with a place to rehearse and perform."

The potential success for CSU, Monterey Bay, may lie as much with one part of the conveyance as any of the proposed classes: 1,253 well-maintained, five- to seven-year-old housing units located in a scenic part of the base overlooking the Salinas Valley.

"We're going to be able to offer low-cost housing for students and faculty because of this conveyance," Reed says. "We're not paying off bonds for anything, and we'll be able to attract people, award scholarships, subsidies. This may be our crown jewel."

All of the housing units fulfill federal and state requirements and are nearly ready for immediate move-in as the campus takes shape. Other buildings on the campus are not as fit and pose the most expensive facilities' challenges. "This place was built for the army, a male-oriented army, so everything needs to be converted for co-ed use," Reed says. But beyond installing

restroom facilities, the CSU has approximately 40 two- and three-story buildings that don't meet state seismic requirements or comply with the Americans with Disabilities Act.

"We moved from our ideal site as soon as we surveyed the buildings," Reed says. "Where we will start up meets all the legal mandates, but we'll be using the rest of the facilities, somehow, as we grow." As the CSU system grows toward buildout, the lack of space that haunts most universities will not pose any problems with the vast number of vacant structures. "How many universities can offer not only housing and classrooms, but storage sheds for students and faculty?"

CSU is also looking toward Salinas, a city of 100,000 with a largely Hispanic population. Although access to the former base was always oriented

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BRR Interview

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notion that the process is nonpartisan? If it were halted, wouldn't that question be raised?

Courter: It would be raised, and the blame would probably be on both sides. . . If the process is stopped at this particular juncture, then I would be the first to say that politics was involved in stopping a process that was clearly difficult but very important. If we do have a third round, I certainly know that Alan Dixon, from my standpoint, is certainly not going to allow politics to intervene, and that it will be a very credible and good round.

BRR: *Current BRAC Chairman Alan Dixon (BRR Interview, Jan. '95) is talking about extending the BRAC, and focusing it more on reuse issues. Do you agree?*

Courter: The senator may have an excellent idea for the future and another type of commission, but I would not want these commissioners' attention to be diverted toward anything but making the most objective, the most honest and most credible decisions with regard to closures.

BRR: *Some critics have expressed concern that we're not saving any money in this process, that more should have been saved by now. Comment?*

Courter: If you analyze all projections about savings, the large savings start occurring after about six years because of the up-front costs to close. The data that we were dealing with and the analysis that we made would indicate that at the third year or three and one-half years from the first round that I was involved with (1991), you'd have savings. These savings start occurring in the third year, fourth year, fifth year, and the substantial savings don't start occurring until after the sixth year.

BRR: *Communities are said to be more sophisticated about the closure process than in years past. How has this increased sophistication affected the process? What strategies do you recommend to communities facing base closures?*



INTERVIEW

Courter: [I recommend] the same strategy that was invoked when I was chairman, and that is to emphasize the military contribution of your facility, try to show a flaw in the strategic thinking of the Pentagon and the service secretary's rationale, and by far your best argument is to establish that your base, from the standpoint of military value, is the one not to be closed...

Communities are a lot smarter [now] about how to marshall their resources on reuse, [and they] are more sophisticated about attempting to block the closure and articulating the military merits of their installations...

"In 1991, no community ever revealed to any member of the commission that there was life after a closure."

Communities are doing a better job of articulating their attributes to the commission, and therefore the commissioners have to be more vigilant, their staffs have to be more sophisticated. I think when you have two good advocates arguing both sides of an issue, and a fairly sophisticated arbiter of the facts, i.e., the commission, the decisions tend to be at a higher level.

In 1991, no community that I recall ever revealed to any member of the commission that there was life after a closure, that they had any plans to do anything, because they felt that would take away from their arguments—on the theory that if commissioners knew that community could survive without the base, they would be more inclined

to close the base. . . Communities are far more sophisticated than they were before, and they recognize that commissioners are going to stick with the criteria...

BRR: *How serious are the toxics problems at many bases?*

Courter: Clearly, the Department of Defense and the Congress are going to have to come up with more money than has been authorized so far for the cleanup, particularly of the depots. We don't know the full extent of the problem, but it's massive. But, if for example a military base cannot be supported by its military contribution and would otherwise be closed by the proper and objective application of the selection criteria, it should not be spared because you don't have a firm grasp of the difficulty of cleaning it up. My feeling is that the Department of Defense and the government have an affirmative obligation to clean up that which they tainted, irrespective of whether the base is going to stay as a military operation or is going to be used for civilian purposes.

BRR: *Given the federal budget problems, is there enough money to clean up these bases?*

Courter: It depends. Over a longer period of time, I think the answer is yes. I'm not an environmental remediation expert, but there are obviously new methodologies... and new understandings of how much you have to clean up something in order to allow nature to mop up the rest. For example, if it costs you \$1 billion to get a base 95 per cent cleaned up, is it worth spending \$2 billion to clean up the additional 5 per cent when through natural attenuation and other methodologies, it's not going to be a risk to the environment or human health? So those aspects of cleanup are becoming more sophisticated now than they were years ago.

BRR: *If the commission is to assume a larger role in the closure and reuse*



INTERVIEW

process — a role now handled primarily by the Defense Department — presumably legislation would be necessary and the commission's charge extended, changed or both?

Courter: There would have to be legislation. . . The question becomes, which body or organization inside the federal government is best equipped to help the states in the reuse and conversion efforts? Does it have to be a new type of base closing commission? Can it be a broadened Office of Economic Adjustment in the Pentagon? Should it be a multi-agency organization? Communities should be able to go to one place and seek all their federal assistance — studies, loans, grants, whatever type of assistance is appropriate. It is incumbent on the federal government that people be able to access it quickly, and that they know they have a single point of contact.

BRR: *You mention the jurisdictional problems, which have bedeviled this entire process. We hear about litigation bogging down the process, municipalities and other governmental entities unable to agree — what can be done to expedite the process at the local level?*

Courter: You really need to have every level of government in every state working together on it, and hopefully all interest groups. You're never going to get everybody together. Obviously, there is going to be some strain of an environmental organization that is going to sue to stop something. There is going to be the trial bar that is being hired by someone to do something because Federal Express didn't want a base to be used by their competitor. What is so important is that the laws be looked at from the standpoint of appellate review . . . This is not a final administrative action. It's a recommendation to the President, and therefore you can't appeal the work of the commission. If you want to sue the President, fine, but you can't

sue the commission. We went to the United States Supreme Court [on that issue], and we won.

It seems to me that states themselves should become involved, perhaps passing legislation to make sure that the traditional American right of suing and blocking everything is somehow curtailed for the better good.

BRR: *Do you have any recommendations for improving the organizational structure of the reuse authorities?*

Courter: I read with interest Alan Dixon's statement [urging more BRAC concern for post-closure issues] in your journal (*BRR Interview*, Jan. '95), and I concur. What I don't want to do — knowing how much work commissioners have to do and how little time there is — to focus on reuse when they should focus on closures, but I think the whole concept of reuse and government assistance to communities should be absolutely analyzed, and upgraded. I think he's going to make a good contribution by talking about it.

BRR: *What can communities facing closures do to attract business to closed bases? Do reports of jurisdictional disputes and litigation deter some businesses from getting involved in conversions?*

Courter: It's a deterrent. What communities really have to do is to get their own act in order. When I say community, I mean the greater community — the state government, county government, municipal governments. If they can approve and establish the fact that they have a coherent, well-thought-out, well-written reuse plan, that is going to in fact be implemented because the legal authority is there to streamline and cut through the normal red tape, the nor-

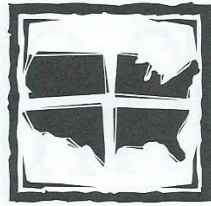
mal frustrations that come about. That is the most important thing that communities can do to persuade businesses to seriously look at a former military base for civilian use.

I think the greatest deterrent for businesses is to start examining it, getting excited about it, and then being blocked and frustrated and having people say the airport can't be expanded or the rail can't be used, or McKinney Act requirements mean that there's going to be a facility for the homeless right next door to an educational facility for training workers. If they (businesses) think the community is not coherently involved in setting up an authority that has real teeth, then that's the worst thing that can happen. The best thing really is to do proper use planning and creation of some sort of authority that has credibility. And then do outreach — go around the country and find out what's compatible and also not just look at private corporations in their part of the country or even in the United States. Corporations are very mobile. The Japanese are setting up manufacturing in the United States all the time [as are] the French, the Germans and the British.

BRR: *Is there frustration at the local level regarding the loan process for communities working on conversions?*

Courter: Yes, they're very frustrated, and I think properly so. It's been very slow. I remember talking to communities several years ago — it would take months for them to even get a name or a telephone number in Washington who would have time to respond, come to their communities and give them advice. So the federal government has to focus on this more, and give more assistance. And then, of course, the question that is open is what mechanism, what agency should do this at the federal level. ☐

Sigrid Bathen is the editor of THE BASE REUSE REPORT



NEWS BRIEFS

News Briefs

University of California, Davis

CHENEY SAYS U.S. HAS 'GONE TOO FAR' WITH DEFENSE CUTBACKS

By Sigrid Bathen

Former Defense Secretary **Richard Cheney** told reporters at the University of California in Davis Jan. 20, that "we've gone too far with our defense cutbacks," but generally praised the base closure process.

"We've reached the point now where we've started to do damage to the quality of the force and our military capabilities," Cheney said during a brief pre-lecture press conference. Responding to reporters' questions about base closures, Cheney said:

"The fact is that when the Cold War ended, we downsized the military, and you can't reduce the size of the military if you don't close bases. . . I would say we've done a pretty good job of identifying facilities and getting authorization to close facilities. I think that process has worked well. I think it's turned out to be more complicated to execute once the decisions are made. . . The problem of cleanup is more complicated at some of these facilities than many people thought, and usually local communities come in and find creative ways to keep the thing open a little bit longer."

Cheney, who was defense secretary from 1989-93 and is now a Senior Fellow with the American Enterprise Institute in Washington, D.C., cited San Francisco's **Presidio** as a prime example of the complexities and expense of the closure process. "The savings that were originally hoped for from the base closing process are going to take longer than we had originally thought," he added. "But you still have to do it. It's very expensive to keep bases open that you don't need."

Referring to rumors of pre-election year political maneuvering in the ostensibly nonpartisan BRAC process, Cheney said California "will be hard hit if there is another round of base closings. . . I don't see how you could have another round of base closings and not have California be a part of that process. It would be blatantly political if California were excluded." He said partisan involvement is "conceivable. . . California is the biggest state, so it's pretty important in electoral terms."

Sacramento, Calif.

MAYOR SERNA: WE'VE ALREADY GIVEN AT THE OFFICE — TWICE'

By John Howard

California's recession-weakened economy will suffer still more short-term punishment as the final round of base closures gets under way. But the closures may actually have less local financial impact than widely believed, and may even represent opportunities for long-term, diversified economic growth.

Additionally: Successful conversions effectively coordinate toxic-waste cleanup, ease regulations inhibiting private businesses and engage the local community and top policy makers in decision-making. But even the most successful closures appear to result in the erosion of highly skilled, blue collar employment, once the staple of Southern California's work force.

Those are among the key conclusions of panelists at a two-day conference, Feb. 2 and 3, entitled "**Rumors of Peace: California's Defense Era and Beyond**," sponsored by the **Center for**

California Studies, a think tank affiliated with **California State University, Sacramento**. Since 1988, about \$6 out of every \$10 in defense-linked cuts have occurred in California; in direct base losses, that figure is \$7 in \$10. In Sacramento alone, two of the three installations — **Mather Air Force Base** and the **Sacramento Army Depot** — already have been closed, and **McClellan Air Force Base** narrowly escaped closure in the last round.

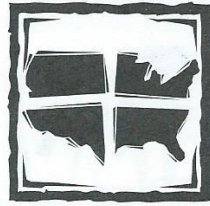
"We're telling BRAC that we've already given at the office — twice," said Sacramento **Mayor Joe Serna**.

Washington D.C.

PRESIDENT ANNOUNCES BRAC COMMISSION NOMINEES

President Clinton nominated seven new members Feb. 7 to the 1995 Base Closure and Relignment Commission, which will begin its official duties March 1, when the Defense Department is scheduled to announce its recommended list of base closures. The nominees must be confirmed by the Senate.

Commission **Chairman Alan Dixon**, a former U.S. senator, was appointed by Clinton last year and confirmed by the Senate. New nominees are: **Al Cornella**, a South Dakota civic leader and Vietnam veteran who has led efforts to block the closure of Ellsworth AFB; **Rebecca Cox**, a Continental Airlines vice president and member of the 1993 commission who is the wife of Rep. Christopher Cox, R-Calif.; **J.B. Davis**, a retired Air Force general; **S. Lee Kling**, a Missouri banker who was finance chairman of the Democratic National Committee from 1974-77; **Benjamin Montoya**, a retired Navy rear admiral, now president and CEO of Public Service Co. of New Mexico, an investor-owned gas, electric and water utility firm; **Wendi Steele**, a staff member for the 1991 commission and



NEWS BRIEFS

former defense affairs assistant to U.S. Sen. Don Nickles, R-Okla.; and **Michael Stone**, former secretary of the Army during the Bush administration and now a director of a San Francisco technology firm.

Washington, D.C.

'95 BRAC ROUND FACING QUESTIONS FROM CONGRESS

Rumbles of opposition to the 1995 BRAC closure process — the final and, some say, the most critical round of difficult choices for the commission — are being heard in Congress and reported in a spate of news accounts around the country, raising serious questions about the nonpartisan nature of the process.

"The transfer of Congressional control from the Democrats to the Republicans has opened the possibility that the pace of base closure could be slowed, including the possibility that the entire 1995 BRAC round could be cancelled," the **National Association of Installation Developers (NAID)** reported in a recent newsletter. "Republicans who are about to assume the chairmanship of key defense-related committees are questioning the depth of force structure cuts being proposed by the Clinton administration, and the pace at which base closure is proceeding."

Defense Secretary **William Perry** has advised the services to target 15 per cent of their active, open bases for the '95 closure list, according to NAID, making the current round larger than the '91 and '93 rounds combined.

Republicans in control of the Senate could effectively postpone the '95 round "by simply refusing to bring the confirmation of new commission members to a vote," NAID reported, noting that a spokesman for **Senate Majority Leader Robert Dole** said Dole believes additional rounds

should not occur until savings are seen from previous rounds. **Sen. Strom Thurmond**, chairman of the Senate Armed Services Committee, and **Rep. Floyd Spence**, likely chairman of the same House committee, have been highly critical of closures in **South Carolina**, and Spence recently told a reporter "there is a case to be made to put the whole process on hold."

Marin County, Calif.

DEVELOPER ENDS 20-YEAR STALEMATE AT HAMILTON

Developer **J. David Martin** will soon begin the conversion of **Hamilton Army Air Base** into the largest real estate development in Marin County History, according to a recent report in *San Francisco Business Times*. The move ends a two-decade stalemate at the 400-acre base, which is slated for a \$500 million project to build more than 900 homes and 550,000 square feet of commercial space.

According to the *Business Times* (Jan. 13-19), the San Francisco-based **Martin Group** "is expected to exercise its Hamilton Field option with the Department of Defense in the next two months," purchasing the base for about \$16 million. The company has already invested \$25 million for environmental cleanup, infrastructure, planning and government approvals.

Martin will give 200 acres to the City of Novato to be used as playing fields and protected park land. The property is located between Marin County's two largest cities, Novato and San Rafael, and is expected to have a major economic impact on "growth-resistant" Marin County.

"The city (Novato) and the feds argued for 18 years over this project, and from the time we got involved it took 18 months to get fully entitled," Martin said. "The reason was simple: we worked from the bottom up, not the top down." Expected to break ground in March, Martin told the *Business Times* he is the first developer to successfully obtain local entitlements and proceed with a full commercial conversion of a military base in the U.S.

Florida

DADE COMMISSION OK'S HOMESTEAD DEVELOPMENT

The Dade County Commission has given 11-1 approval to a local development group's plan to convert former **Homestead Air Force Base** into an office and industrial complex.

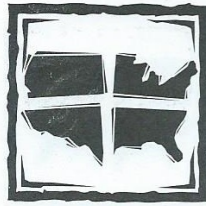
The *Miami Herald* reported Jan. 8, that the commission's decision to negotiate an exclusive long-term lease with **Homestead Air Base Developers Inc. (HABDI)**, will enable the developer to build a hotel, office buildings, an industrial park and apartment complex.

Arizona

AIRWAY HOME ENCROACHMENT MAY FORCE LUKE AFB CLOSURE

Despite opposition from surrounding communities, the **Maricopa County Planning Commission** in January approved the construction of 1,250 homes within one mile of **Luke Air Force Base**, prompting fears that encroachment on the base airways could lead to closure of the base.

The commission's unanimous decision to approve plans by **UCI of Tempe, Ariz.**, must now go before the county Board of Supervisors. Strong opposition was voiced by neighboring communities such as **Glendale** and **Litchfield Park**, according to a Jan. 6 story in the *Phoenix Gazette*.



NEWS BRIEFS

Atlanta

**MCPHERSON DESIGNATED
FIRST 'REINVENTION CENTER'**

The chances of **Fort McPherson** escaping the '95 round of base closures were improved last month when Army officials announced that **Forces Command**, which is headquartered there, has been designated by DoD as its first "reinvention center," the *Atlanta Constitution* reported Jan. 5.

The designation gives **Gen. Dennis Reimer**, head of Forces Command, broad discretion in maximizing use of decreasing personnel and financial resources at the 27 posts and commands in his jurisdiction, said Army Secretary **Togo West**.

Washington, D.C.

**ECONOMIC CONVERSION
OFFICE EXPANDED BY EDA**

As part of its "ongoing effort to assist communities affected by military base closures and defense industry downsizing," the U.S. Commerce Department's **Economic Development Administration** has recently expanded its **Office of Economic Conversion Information (OECI)**.

Established in late 1993 as an information clearinghouse, OECI provides information about "defense adjustment and economic development," including federal state and local programs, guides to economic development, Internet discussion groups, and a broad range of other services.

OECI's free service can be accessed via phone, mail, Internet, electronic bulletin board, fax, and through CD-ROM at more than 1,000 Federal Depository Libraries. Operators are on duty Monday-Friday from 9 a.m. to 6 p.m. EDT, at 1-800-345-1222. The electronic bulletin board can be accessed 24 hours a day using a modem at 1-800-352-2949. And, OECI is available on the Internet at: ecix.doc.gov.

For comments or questions, contact: OECI Director **Erik R. Pages**, Economic Development Administration, U.S. Dept. of Commerce, Room 7231, Washington, D.C., 20230, or at 1-800-345-1222 or (202) 482-3901. FAX number is (202)482-0995. E-mail is epages@doc.gov.

Massachusetts

**DOD OFFERED \$100 MILLION
TO IMPROVE, KEEP BASES OPEN**


The administration of Massachusetts Gov. **William Weld** has offered the Defense Department up to \$100 million to keep the **South Weymouth Naval Air Station** and other bases open, the Quincy, MA, *Patriot Ledger*, reported Jan. 12.

Weld filed a \$100 million bond bill last month, setting aside money to pay for improvements at bases spared during the '95 BRAC closure process.

Maine

**NATIVE AMERICANS MAY TAKE
LEGAL PROPERTY ACTION**

The **Aroostook Band of Micmacs in Presque Isle, Maine**, may take legal action to obtain military property in the city or at the former **Loring AFB** for housing and economic development.

According to the *Bangor Daily News*, the small band of Native Americans "was hit with a double whammy" in January when two government agencies voted to oppose its efforts to obtain military housing as well as land that would give the Micmacs control of the water source for the closed base. 


— Compiled and written by Sigrid Bathen,
Christopher Hart and John Howard

Fort's not Ord

continued from page 7

west toward the ocean or north (to Marina) or south (to Seaside and Monterey), the CSU has acquired rights to the northeast gate, five miles from city limits, and will open it for public travel by fall.

The site conveyed to the CSU is relatively pollution free, not the case for portions of the rest of the former base designated as Superfund cleanup sites. The FORA plan says the base will be cleaned up by 1998, which local officials think is much too optimistic, given the lack of federal monies for the Superfund.

The CSU site is also free of exploded shells and ordnance, a legacy the army is planning to leave on the 15,000 acres that will go to the Bureau of Land Management. Any shells there will be dealt with later, when specific plans for the remainder of the base are considered. 

CONTACTS

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Michael J. Fitzgerald chairs the Journalism Department at California State University, Sacramento

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