

Section 2: Background and Overview

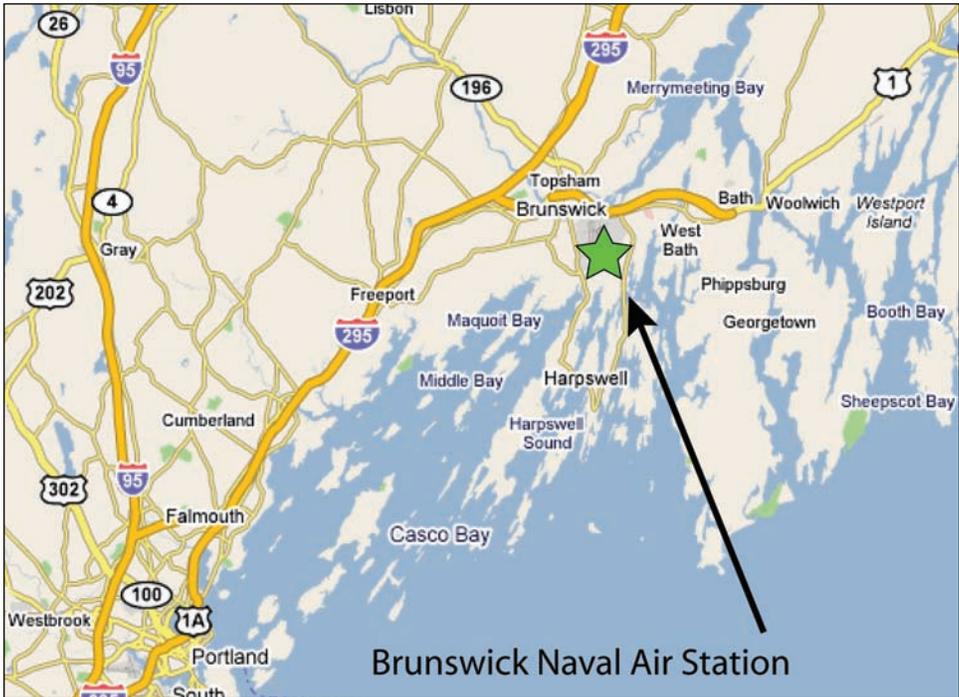


On August 24, 2005, the Federal Base Realignment and Closure (BRAC) Commission voted eight to one to close Naval Air Station Brunswick and move its aircraft operations to Jacksonville, Florida; on September 15, 2005, the final list was approved by the President. By law, the base must close before September 15, 2011. For the Town of Brunswick and the State of Maine, that decision was the culmination of an intense process and significant community effort to keep the base open to maintain an employment base of over 5,200 military and civilian personnel; and a regional economy exceeding \$147 million.

Property Setting and Description

Locally known as Brunswick Naval Air Station, the base is a 3,300-acre military enclave within the jurisdictional limits of the Town of Brunswick, in Cumberland County, Maine, as illustrated on **Exhibit 3: Regional Context Map**. Primary vehicular access to the base is via US Route 1 at Cook’s Corner (Gurnet Road), and from downtown Brunswick, east via Highway 24 (Bath Road). The property is bordered on the west by a variety of low to moderate-density residential neighborhoods east of Harpswell Road; Bowdoin College facilities are generally west of Harpswell Road; on the south predominately by

Exhibit 3: Regional Context Map



Source: Matrix Design Group



Harpswell Cove; on the east by commercial development associated with Cook’s Corner, and residential development to the south, between the base and Gurnet Road; and on the north by highway commercial uses and undeveloped areas north of Bath Road.

The base is the last remaining active-duty Department of Defense airfield located in the Northeast, and is home to five active duty and two reserve squadrons. The base’s two 8,000 foot runways and airside support infrastructure and systems (which encompass over 1,300 acres of the base) provide year-round airport services and support on a 24 hours a day, seven days a week. Flying Lockheed P-3 “Orion” long-range maritime patrol aircraft tasked by Patrol and Reconnaissance Wing Five, active duty squadrons regularly deploy overseas for six months at a time.

BNAS has 29 tenant commands, including a Reserve P-3 squadron and a Reserve Fleet Logistics Support Squadron flying C-130 “Hercules” transports. In addition, over 1,600 Naval Reservists travel from throughout New England to drill at Naval Air Reserve Brunswick, SeaBee Battalion and numerous other reserve commands. Approximately 20 percent of the activities, facilities and services at BNAS are in direct support of the AEGIS Destroyer shipbuilding program at nearby Supervisor of Shipbuilding, Bath and the Bath Iron Works Corporation. As Maine’s second largest employer, BNAS employs 4,863 military and civilian personnel, including 713 officers, 3,493 enlisted personnel and 657 civilians. The air station provides over \$187 million to the local economy, including \$115 million in salaries, \$38 million in contracts and material purchases and \$34 million in medical purchases. Also, the Navy’s only cold weather Survival, Evasion, Resistance and Escape (SERE) School is taught at Brunswick and on 12,000 acres near Rangeley in northwestern Maine, which is not considered part of this planning effort.

Three other isolated properties, however, are included: the 77-acre McKeen Housing site (McKeen), located about two miles west of the main base on McKeen Street southwest of downtown Brunswick; a 69-acre East Brunswick Transmitter Site (EBTS), located approximately two miles northeast of the main base, off Old Bath Road; and the 0.25-acre parcel in Phippsburg, a former transmitter site. **Exhibit 4: BNAS Vicinity Map** illustrates the location of the BNAS property being investigated as part of this study, including the McKeen and EBTS parcels.



The Brunswick Local Redevelopment Authority

After the BRAC decision to close BNAS was final, Governor John E. Baldacci, the local legislative delegation, and the Brunswick Town Council established the Brunswick Local Redevelopment Authority. The BLRA was recognized by the Department of Defense on December 1, 2005.

BLRA Members

Members of the Authority were appointed by the Governor, based on a review of outstanding civic and business leaders, state and local governmental representatives, academic, and institutional leaders. The following members represent the BLRA Board of Directors:

Brunswick Resident Appointees:

- ▶ Martin L. Wilk, Chair
- ▶ Carol Godfrey Warren, Vice Chair
- ▶ Robert B. Jarratt
- ▶ S. Catherine Longley
- ▶ Dana W. Totman

Brunswick Town Council Appointees:

- ▶ Joanne King
- ▶ Forrest Lowe

Town of Topsham Appointee:

- ▶ Sue Spann

State of Maine Appointees:

- ▶ John Richardson, Commissioner, DECD
- ▶ Honorable Stan Gerzofsky, Representative - District 66

Regional Appointees:

- ▶ Arthur F. Mayo III
- ▶ Major General John W. Libby, Maine National Guard
- ▶ Charles Spies



The BLRA also includes several staff members to help facilitate and manage the redevelopment process. Staff includes:

- ▶ Victoria Boundy, Senior Planner
- ▶ Jeffrey Jordan, Deputy Director
- ▶ Steve Levesque, Executive Director
- ▶ Alexis Mann, Grants Administrator
- ▶ Kathy Paradis, Executive Assistant
- ▶ Bob Rocheleau, Property Manager
- ▶ Clare Tosto, Communications Coordinator

As part of the BLRA, committees were formed to focus on specific aspects of the reuse planning process and issues. The BLRA Board adopted a specific mission statement for each committee.

- ▶ Executive Committee – Martin L. Wilk
The mission of the Executive Committee is to monitor the progress and effectiveness of the BLRA Board, its committees, Executive Director, staff and consultants in achieving the goals and timelines established by the BRAC process, Department of Defense, and office of Economic Adjustment.
- ▶ Personnel and Contracts Screening Committee - S. Catherine Longley
The mission of the Personnel and Contracts Screening Committee is to conduct Executive Director and consultant search processes and bring recommendations forward to the Board. The Screening Committee will also oversee the consultant contract process.
- ▶ State and Local Screening Committee - Stan Gerzofsky
The mission of the State and Local Screening Committee is to provide information, analysis and recommendations to assist the BLRA in its deliberation on the development and implementation of a “state and local screening” process in accordance with the Federal Base Closure Community Redevelopment and State and Local Assistance Act.
- ▶ Aviation Committee – Martin L. Wilk
The mission of the Aviation Committee is to provide information, analysis and recommendations to assist the BLRA in its deliberation on potential reuse alternatives for the aviation assets at BNAS.





- ▶ Environmental Committee – Carol Godfrey Warren
The mission of the Environmental Committee is to provide information, analysis and recommendations to assist the BLRA Board on environmental issues and remediation efforts related to the Reuse Master Plan and property disposition and transfer.
- ▶ Homeless and Housing Committee – Dana W. Totman
The mission of the Homeless and Housing Committee is to provide information, analysis and recommendations to assist the BLRA Board in its deliberation on the development and implementation of a “Homeless Screening” process in accordance with the Federal Base Realignment and Closure Act.

BLRA Guiding Principles

The Brunswick Local Redevelopment Authority is charged with the responsibility of preparing a reuse master plan for the Brunswick Naval Air Station. The following principles were adopted on May 17, 2006 to provide general guidance to it as it proceeds with the development of the Reuse Master Plan:

- ▶ The LRA Board will be actively engaged in all aspects of the reuse planning efforts and will complete the final Master Reuse Plan for BNAS by September 1, 2000.
- ▶ The planning process will include an extensive, open and inclusive public participation program, including numerous community-wide visioning sessions and other opportunities to provide meaningful input. The LRA will not pre-judge what the plan will be, but will consider all the studies, analysis and community views before making decisions about the Master Reuse Plan.
- ▶ The reuse plan will accommodate the needs and values of the community, the region and the State of Maine, and be consistent with the policies of the Brunswick Comprehensive Plan. Redevelopment of the base provides an opportunity to re-connect the base with the community, both geographically and economically.
- ▶ The reuse plan will have sufficient flexibility to accommodate both short term (less than ten years) and long term (ten to fifty years) needs and values.
- ▶ The reuse plan will consider “smart growth” strategies that promote sustainable development and balance economic development, environmental protection and the preservation or enhancement of the quality of life for Brunswick residents.
- ▶ The reuse plan will consider a mix of land uses, including, but not limited to, the following: businesses with potential for high employment growth, capital investment and tax revenue; open space and public recreation uses; academic and research facilities; governmental/public services; housing; and aviation.
- ▶ The reuse plan will make adequate provision for environmental clean-up and remediation, including a goal that base clean-up is to the standard necessary to support the proposed reuse of the land and facilities.



- ▶ The reuse plan will seek to develop local and regional economic and employment viability and sustainability similar to or better than the economic health of the region before the BRAC closure announcement.
- ▶ Development on the base should be integrated with the economic development of the Town, the region and the State of Maine.
- ▶ The reuse plan will attempt to optimize the use of existing facilities and infrastructure including the integration of a multi-modal transportation system with designated land uses.
- ▶ The reuse plan will recognize and optimize the skills of the available civilian workforce at BNAS and the region.

The Federal Property Screening Process

The BRAC process allows for various federal, state, and local agencies and other non-profit organizations to apply for and be considered for property within a closed military installation. There are two levels of screening, the first of which is the “federal to federal” screening, during which other Department of Defense (DoD) organizations are notified by the Department of the Navy (or other applicable Military Department) of the availability of “excess” property. After consideration by these components, other federal departments are then given the opportunity to request portions of the property. The parcels within the remaining installation that are not transferred to these agencies under this first level screening activity are considered “surplus” property.

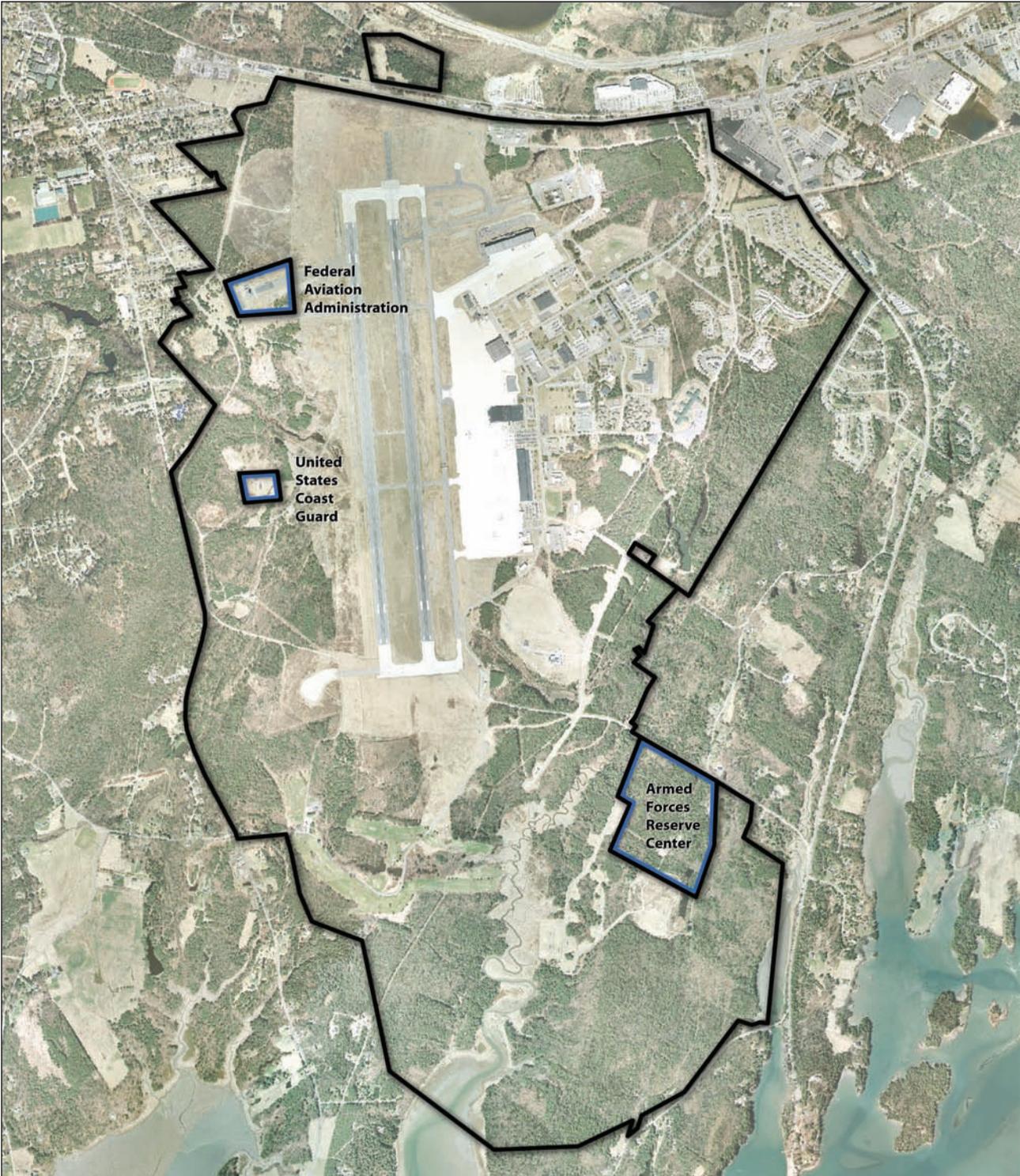
The second level of screening is conducted by the BLRA and considers the surplus property, as defined above. During this process, the BLRA provides notice of the availability of surplus property to homeless provider organizations, state and local governments, and potential recipients of public benefit conveyances. The following sections of this report describe this process as it relates to the redevelopment of the 3,300-acre Brunswick Naval Air Station.

Federal Determination of Surplus Property

The federal government made its official determination of “surplus” property for BNAS on February 6, 2007. Prior to that time, the BLRA was aware of specific federal requests for property, and worked with the Navy to communicate the BLRA’s position on those requests, in terms of how each request could potentially impact the future use of the property and the community’s Reuse Master Plan. Based on those discussions, approximately 100 acres of land have been set aside for federal uses, and reflected accordingly in the Reuse Master Plan. **Exhibit 5: Federal to Federal Requests for BNAS Property Map** illustrates the locations of these requests which results in an overall surplus property of approximately 3,200 acres.



Exhibit 5: Federal-to-Federal Requests for BNAS Property Map



Source: Matrix Design Group



State and Local Screening Process

The Federal Base Closure Community Redevelopment and Homeless Assistance Act governs the process of how federal defense facilities are disposed. The Act was designed to accommodate the impacted communities' multiple interests in base reuse, including meeting the national priority to assist homeless individuals and families, and for economic development conveyances for business growth and expansion and Public Benefit Conveyances (PBC) to provide for reuse of land and building assets for a public purpose. The Act provides for a community-based process whereby government and not-for-profit organizations may propose the reuse of surplus military property to provide vital public services such as education, health care, open space or parks, parks and recreation related uses, law enforcement, prisons, transportation terminal facilities, aviation uses or other public buildings and facilities; the Act also provides for a community-based process whereby government and not-for-profit organizations serving homeless individuals or families participate in the local reuse planning process. The BLRA is responsible for developing a reuse plan for Brunswick Naval Air Station that appropriately balances the needs for economic redevelopment, certain public facilities and amenities, and homeless assistance.

The BLRA officially began its "state and local screening process" on February 9, 2007, after the federal determination of surplus property was made. Notices were sent to the State of Maine, local governments, and not-for-profit agencies in the vicinity of the base, and advertisements were placed in the *Portland Press Herald* and *Times Record* to solicit proposals. State and local government agencies and not-for-profit organizations that provide or propose to provide programs, services, or activities on the base were also contacted. The following process was followed to meet the federal requirements for state and local screening:

State and Local Screening Notice of Interest

The BLRA State and Local Screening Committee prepared its Notice of Interest for distribution to state and local governments and other interested parties, which was approved by the BLRA Board on June 21, 2006. Elements of the Notice of Interest included the following:

- ▶ Understanding the Base Realignment and Closure (BRAC) Process
- ▶ Eligibility for Public Benefit Conveyance
- ▶ State and Local Screening Process Description
- ▶ Evaluation Criteria
- ▶ Outreach and Education Process
- ▶ The Application Process
- ▶ Summary Matrix of Public Benefit Federal Partners
- ▶ Goals of the State and Local Screening Process



- ▶ Role of the BLRA Board, Screening Committee and Staff
- ▶ BLRA Guiding Principles

Workshops – State and local governments and other interested parties were invited to attend one of two workshops to learn more about the State and Local Screening process; to learn how public conveyances work with federal sponsoring agencies; to review the application, and to take a tour of BNAS.

Applicant Presentations – State and local governments and other interested parties were invited to make presentations to the BLRA Board.

Application Instructions – The BLRA, through its State and Local Screening Notice of Interest, directed interested parties to contact the respective federal sponsoring agency to discuss the potential for a public benefit conveyance, and to inquire about the federal sponsor’s own application process.

Review Process – The BLRA and its Local Screening committee reviewed submitted applications, met with applicants, and made a set of recommendations to the full BLRA Board for its consideration.

BLRA Board Review – The BLRA Board reviewed recommendations made by the Screening Committee, and made recommendations for public benefit conveyance reuses for consideration in the Reuse Master Plan.

Homeless and Housing Assistance Screening Process

The BLRA officially began its six-month “homeless screening process” on February 9, 2007, when the federal determination of surplus property was made. Notices were sent to area homeless providers and advertisements were placed in local newspapers to solicit proposals from area homeless providers. State and local government agencies and not-for-profit organizations that provide assistance, programs or services that meet the needs of homeless persons and families in the communities in the “vicinity of the base” were also contacted. The communities in the “vicinity of the base” were determined to be the towns of Brunswick, Freeport, Durham, Harspswell, and the communities within Sagadahoc County (Arrowsic, Bath, Bowdoin, Bowdoinham, Georgetown, Phippsburg, Richmond, Topsham, West Bath, and Woolwich). The following process was followed to meet the federal requirements for state and local screening:



Homeless Agency Provider Notice of Interest

The BLRA State and Local Screening Committee prepared its Notice of Interest for distribution to state and local governments and other interested parties, which was approved by the BLRA Board on June 21, 2006. Elements of the Notice of Interest included the following:

- ▶ Understanding the Base Realignment and Closure (BRAC) Process
- ▶ Homeless Assistance and the Homeless Screening Process, including
 - Outreach and Education Process
 - Integration of Requests from Homeless Provider Organizations
 - Legally Binding commitments
- ▶ The Application, including:
 - Homeless Provider Application Questions
 - Application Contact Sheet and Certifications
 - The Application Checklist
 - Goals of the Homeless Screening Process
 - Role of the BLRA Board, Homeless Committee and Staff
 - Homeless Screening Process and Schedule

Workshops

Homeless agency providers were invited to attend one of two workshops to receive a briefing on the homeless screening process, a review of the Application, and to tour BNAS.

Applicant Submissions and Presentations

Homeless service providers were invited to submit and make presentations to the BLRA Board on May 16, 2007.

- ▶ Review Process – The BLRA and its Homeless and Housing Committee reviewed submitted applications, met with applicants and others to determine whether the agencies had sufficiently identified the availability of existing services to meet the needs of the homeless in the “vicinity of the base,” and to determine how any unmet needs could be addressed by property and building assets on the base. The Homeless and Housing Committee then prepared its findings and forwarded a set of recommendations to the Board for its consideration.
- ▶ BLRA Board Review – The BLRA Board received a report from the Homeless and Housing Committee on June 20, 2007 with a set of recommendations on whether there is a suitable reuse of land or property to assist homeless providers



in the vicinity of the base to meet the unmet need of homeless individuals or families. The Board then considered those recommendations, and made recommendations accordingly for consideration into the Base Reuse Master Plan.

Analysis of Homeless Needs in Midcoast Maine

The BLRA and its Homeless and Housing Screening Committee recognized that it needed to better understand the issues related to the homeless in order to respond to applications from homeless providers, and to make informed and appropriate recommendations. An analysis, therefore, was conducted as part of the Matrix Design Group Planning Team’s investigation of issues and existing conditions related to homeless needs in the Midcoast Maine area. The purpose of this report is to assist the BLRA in understanding the scope of needs in the area, so that it can more effectively engage with homeless providers in creating programs that will make a difference for the homeless in 2011. The analysis, along with supporting documentation, is provided in **Appendix F** of this report. In summary, the following conclusions and/or recommendations were made:

- ▶ There is only a modest demand, if any, for shelter beds for adults. There is some demand for family shelter beds, but if sufficient alternatives develop, and the average length of stay can be reduced to a couple of weeks, that demand nearly disappears. On the other hand, there does appear to be a need for four or five shelter beds for transient youth under any scenario.
- ▶ There is a much larger demand for supported housing apartments. The reason that this demand is so high, even though it is only for a portion of the homeless population, is that the length of stay is much longer. If seven single adults per month need supported housing, and each of the seven people stays in his or her apartment for a year, then this translates into a need for 49 beds.
- ▶ Assuming there are adequate resources in the system to enable people to move quickly from shelters to supported housing to the private housing market, then the overall need for apartments, both shelter and supported housing, is a little over 20 beds.
- ▶ The low demand for shelter beds, and the high demand for supported housing, is problematic in the base closing process. The base closing process is designed to provide physical units to nonprofit agencies, not ongoing service funds. A challenge for the process will be to find creative ways to help not-for-profit agencies find service funds.
- ▶ Along the same lines, the administrators and not-for-profit staff both emphasized the importance of a physical location from which “one-stop” and referral services could be provided to homeless people.



- ▶ A Tedford Housing official mentioned that, even if more shelter beds aren't needed, it may be more efficient to convert existing shelter structures into supported housing, and to seek new shelter beds at the base. This is one way to increase supported housing, even though shelter beds would be requested at the base.

Exhibit 6: Estimated Demand for Homeless Shelter and Supported Housing shows this analysis of homeless needs in Midcoast Maine.

Exhibit 6: Estimated Demand for Homeless Shelter and Supported Housing

Unmet need in 2011	Families	Single Adults	Single Youth	Total Apartments
Shelter	2 apartments	0 beds (0 apts)	4 beds (1 apt)	3 apartments
Supported Housing	4 apartments	34 beds (11 apts)	12 beds (3 apts)	18 apartments
Total Apartments	6	11	4	21 apartments

Under ideal circumstances, sufficient services are available so that people are not kept in shelters or transitional apartments for longer than necessary

Source: Market Decisions

The Master Planning Process

After soliciting proposals from national planning consultants in May 2006, the Brunswick Local Redevelopment Authority interviewed and selected Matrix Design Group, Inc. (Matrix), a Denver, Colorado-based consulting firm to help it prepare a reuse master plan for Brunswick Naval Air Station. Funded through a grant from the Office of Economic Adjustment (OEA), the Department of Defense, and the Maine Small Cities Community Development Block Grant Program, the Matrix Scope of Work developed for the project and approved by the BLRA Board was based, in part, on the following BLRA objectives:

- ▶ Use a forward-thinking and inclusive approach, establish initial community goals and objectives, respecting important community interests and values
- ▶ Provide for public outreach and identify the needs of the community
- ▶ Conduct a Strengths, Weaknesses, Opportunities and Threats analysis (SWOT) that will include an initial set of property disposition strategies
- ▶ Conduct a market study, addressing national, regional, and local potential for redevelopment



- ▶ Use existing documents, data, plans and other sources of information, and conduct a detailed facility survey of the property to include land area, buildings, infrastructure, and environmental conditions
- ▶ Collate known environmental issues, using existing and such other inventory and other information as may be needed and recommend a reuse master plan that is environmentally acceptable to the Navy, regulators, and the community at large
- ▶ Use broad planning principles to develop a series of alternative reuse master plans and property disposition strategies that the BLRA would utilize when working with the Navy in the future; develop the reuse master plan concurrently and in coordination with an airport feasibility analysis
- ▶ Identify when, how and what disposition methods should be used for property transfer from the Navy and alternatives for the completion of the environmental cleanup, including “early” transfer under CERCLA and privatization of the environmental cleanup
- ▶ Assist the community in the federal and state, local and homeless provider screening process
- ▶ Assist the community in reaching consensus around a final reuse master plan
- ▶ Develop an operational plan to describe how the redevelopment would occur and recommend the next steps for implementation

The Matrix Planning Team

In order to better understand and respond to local planning issues, community characteristics, and to ensure an understanding and compliance with local planning guidelines and regulations, Matrix Design Group included several local and regional planning and engineering firms as part of its BNAS Planning Team; and, to bring a broader perspective on market and economic opportunities for base redevelopment, a national market and economics firm was included. The Matrix Planning Team, along with project roles and responsibilities, are noted below:

- ▶ Planning Decisions - Hallowell, Maine / Public Engagement Programming and Homeless Housing Screening Assistance
- ▶ Wright-Pierce Engineers - Topsham, Maine / Transportation and Utilities Infrastructure
- ▶ WBRC Architects + Engineers, Inc. - Bangor, Maine / Facilities Assessment and Planning
- ▶ Eaton Peabody Consulting Group - Augusta, Maine / Redevelopment and Adaptive Reuse Strategies
- ▶ Economics Research Associates, Inc. – Chicago, Illinois / Market and Economic Analysis; Implementation and Operational Strategies



Components of the Planning Process

The final BLRA-approved Reuse Master Plan for the redevelopment of the Brunswick Naval Air Station, as described in **Section 6: The BNAS Reuse Master Plan** is based on a planning process that has considered a variety of significant data related to physical characteristics, environmental conditions of the property, market, economic and financial issues, and regulatory considerations; pertinent on-base, as well as off-base issues have been addressed. The Plan is also the product of an extensive public engagement program that has generated local, regional, and statewide public interest, serious comment and review, and active participation at many community levels, as described in **Section 3: The Public Engagement Program**, which follows this section. No one issue has dominated the process, and no one issue is the basis for the Plan. As with all large-scale, complex, and multi-faceted redevelopment projects, the BNAS Reuse Master Plan reflects the combination of conditions that best positions the property for successful long-term redevelopment, and balances that against community goals and objectives, environmental sustainability, and political / regulatory realities.

The 18-month planning study followed a three-phased process that included:

- ▶ Phase A: Pre-Planning Activities, which focused primarily around the formulation and implementation of the Public Engagement Program and the Homeless / State and Local Screening Process
- ▶ Phase B: Inventory and Analysis, a three-month period during which physical, market and economic, and facility data was collected and evaluated
- ▶ Phase C: Conceptual Master Plans, during which conceptual plan alternatives were formulated, evaluated and compared, and the Reuse Master Plan was finalized

Aviation Feasibility Study Process

As a naval air station, the aviation assets at Brunswick Naval Air Station are significant and represent the largest single component of the base. The BLRA, represented by the Aviation Sub-Committee chaired by Marty Wilk, in concert with the Maine Department of Transportation and the Federal Aviation Administration, retained Edwards and Kelcey of Boston, MA to conduct an Aviation Feasibility Study to evaluate opportunities and constraints to a civilian aviation use on the base. The study, funded by a grant from the Federal Aviation Administration (FAA), was conducted on parallel tracks with the reuse planning and public participation process described in this report. Public outreach conducted as part of the study included a public scoping workshop on June 29, 2006, a public visioning workshop on October 14, 2006, and a final public workshop / public hearing on February 13, 2007. The process described in **Section 5: Reuse Alternatives and Plan Selection** will reflect an aviation reuse scenario, as well as a non-aviation reuse scenario for consideration. The goals and objectives of the study were to:



- ▶ Provide a comprehensive update of the inventory of base features and significant community attributes that could influence future aviation redevelopment efforts
- ▶ Identify aviation reuse options
- ▶ Identify land use and aviation facility requirements for each aviation alternative
- ▶ Provide a preliminary analysis of the potential revenues, operating and maintenance costs, and necessary capital investment
- ▶ Provide an opportunity for public discussion of aviation reuse that includes a diverse mix of public, private, airport and non-airport perspectives

The results of the Edwards and Kelcey Aviation Feasibility Study are summarized in **Section 4: Existing Conditions Assessment**, and provided in its entirety in **Appendix E** of this report.

