

BASE REALIGNMENT AND CLOSURE

Community Profile

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Navy Supply Corps School, Georgia

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Closure at a Glance

Local Redevelopment Authority (LRA):

Navy Supply Corps School Local Redevelopment Authority

Geographic area affected by closing:

Athens-Clarke County, Georgia

Population of affected area (before closure): 100,000 estimated

Total Acres to be Disposed: 58.8 acres

Estimated Job Loss Impact: 553 total

Jobs Lost	
Military Personnel	115
Civilian Personnel	188
Contractors	250

Source: Final Environmental Assessment, April 2008

Economic Adjustment Challenges

- Developing a reuse plan that is balanced in terms of economic development and other development while addressing the gaps in the local Continuum of Care for homeless assistance
- Fulfilling a need for an economic driver within the Athens/Northeast Georgia area that will create a wide spectrum of employment opportunities, economic development, and expanded needs for goods and services
- Developing a plan that preserves and protects the unique character of the Oglethorpe Avenue Historic District and the historic/cultural resources (e.g., a Carnegie Library) as well as the significant tree canopy
- Incorporating economic feasibility and appropriate environmental standards while capitalizing on opportunities
- Carrying out the reuse planning process in a timely fashion

Key Reuse Planning & Property Disposal Milestones

5/10/06	Federal Surplus Determination
11/08/06	LRA Homeless Outreach Completed
11/01/07	Reuse Plan Received by Department of Housing and Urban Development (HUD)/Military Service
7/30/09	HUD Determination on Submission
Pending	National Environmental Protection Act (NEPA) Disposal Decision
Pending	Base Closure

Organization

The Athens-Clarke County Naval Supply Corps School (NSCS) LRA is a planning LRA comprised of 17 members, 16 of whom were appointed by the Mayor in the fall of 2005. Subsequently, the Governor of the State of Georgia appointed one LRA member. The functional expertise and entities represented include: public sector, private sector, non-profit social services, Georgia Department of Labor, Georgia Department of Community Affairs, historic preservation, higher education, land development, architects, community representatives/neighborhood residents, and local government.

There is no need for an implementation LRA based on the proposed reuse plan and proposed Public Benefit Conveyance (PBC) of the NSCS property via the Department of Education (DoEd) directly to the proposed end user.

Reuse Plan/Other Studies

The preferred reuse is redevelopment of the entire 58 acre base to be used by the University of Georgia Medical School.

NSCS provides professional development through logistics, administrative and media training for Department of Defense (DoD), and international personnel. As a result of the 2005 BRAC round, the operations of NSCS will be transferred to Newport, Rhode Island. The Navy estimates that it will relocate its Supply Corps School training operations during March 2011. This timeframe is contingent upon the readiness of the Newport site.

Average on-base students are 250. There are a total of 303 staff personnel (115 military and 188 civilian and contract personnel). The annual payroll for NSCS employees is \$8.7 million.

The site facilities include 58.5 acres of land, 27 buildings used for offices and instruction (including one building that is on the National Register of Historic Places), and six buildings which are a part of the State of Georgia Oglethorpe Historic District. There are approximately 350,000 square feet, 56 housing units, and 174 dormitory rooms on site.

The reuse goals derived from public input during the meetings conducted by LRA in the fall of 2005 are listed below:

- Develop a plan that will enhance the local economy and increase local tax revenues
- Develop a plan that will replace and/or increase civilian jobs and payroll
- Develop a plan that preserves and protects the unique character of the portion of the NSCS property that exists within the Oglethorpe Avenue National Register District, in particular the historic buildings and the significant tree canopy
- Develop a plan that embraces the Guiding Principles of the Athens-Clarke County Comprehensive Land Use Plan
- Build community support and excitement through an open planning process
- Strive to be responsive to the social needs of the local community
- Carry out the planning process in a timely fashion
- Incorporate economic feasibility and appropriate environmental standards
- Capitalize on opportunities and remain flexible throughout the process

LRA hired a Base Reuse Coordinator to manage the work of LRA in January 2006 and began the BRAC reuse planning process. LRA utilized the Athens-Clarke County procurement process to issue a Request for Proposals in order to evaluate and hire a BRAC specific planning consultant. Upon completion of the Federal screening process, LRA began the Public Outreach process to solicit and evaluate Notices of Interest (NOI) from local and state agencies and homeless assistance providers. The formal outreach process lasted six months. During that time, LRA received nine NOIs. LRA evaluated the NOIs for several months and subsequently voted to accommodate six homeless assistance NOIs and one PBC NOI from the University of Georgia (UGA).

UGA's NOI proposed a partnership between the Medical College of Georgia and UGA to establish a Health Sciences Center on the NSCS property. The Center would include establishment of a medical school as an expansion of the

Homeless Submission

LRA received seven NOIs for homeless assistance and approved six NOIs that address gaps in the Athens-Clarke County Continuum of Care. The accommodation will provide child care facilities and transitional homes for up to 24 months for women and children between emergency shelters and re-entering the housing market. In addition, a “one stop shop” resource center will consolidate administrative and supportive services such as case management, healthcare facilities, and a day service center for clients. The primary benefit of this plan is co-location of the approved providers in close geographic proximity to other service providers, public transportation, and downtown.

Two 501(c)(3) corporations have been formed to implement the homeless assistance accommodation: one will act in a “landlord” role and the other will act as the “tenant.” This structure facilitated the execution of legally binding agreements as required by HUD.

The homeless assistance accommodation will be funded entirely by the end user or users of the NSCS property who will pay the \$7.9 million to the “landlord” corporation established by LRA to receive and manage the funds and acquire property as well as construct and maintain facilities on behalf of the providers. The approved providers formed a separate 501(c)(3) (“tenant”) corporation that further enhances the pre-existing synergies and collaboration leveraged while responding to LRA’s public outreach and overall reuse planning process. The providers will have use of the facilities for 30 years with a right to renew for an additional 20 years in exchange for rights to the NSCS surplus property.

Public Outreach began in the fall of 2005 with the formation of the LRA and public town hall meetings. The formal Solicitation of NOIs process lasted six months, beginning with the prescribed LRA Solicitation Notice in the *Athens Banner-Herald* that notified interested parties of the BRAC process and timing and provided contact information for the LRA. Interested parties received a book of information including HUD’s requirements, LRA requirements, an NSCS property overview, notification and registration information for a Public Workshop and tour of the NSCS facilities to be conducted by LRA, and instructions for submitting a NOI to LRA. The Base Reuse Coordinator regularly met with members of the Northeast Georgia Homeless Coalition and the Athens-Clarke County Human and Economic Development (HED) Director to clarify the BRAC homeless assistance plan, provide LRA updates, access to LRA resources, and answer ad-hoc questions by potential NOI applicants.

Members of the Coalition and HED attended each of the LRA meetings and, in doing so, put a human face on homeless assistance in the community for members of the LRA who would eventually be responsible for evaluating homeless assistance needs and NOIs.

In addition, LRA conducted a workshop at the NSCS site for potential NOI applicants and a tour of the NSCS facilities. The workshop included an overview of the BRAC/NOI process, reference information, associated contacts, as well as time for in-depth questions and answers. LRA invited the regional HUD representatives to attend the workshop to enable providers to establish contact with the HUD personnel who would eventually be responsible for initial HUD review of LRA’s homeless assistance submission.

A large number of workshop attendees were members of the Northeast Georgia Homeless Assistance Coalition, a collaborative group of service providers in the Athens-Clarke County Area. The Coalition met on a regular basis to plan how to respond to the BRAC process and leverage their strengths and to develop individual, yet collaborative, proposals that would address the most important gaps in the local Continuum of Care; specifically, barriers to self sufficiency that are not addressed with funding by HUD. Examples include supportive services such as child care, medical services, transitional housing for homeless families, women and children.

Once the Coalition decided which member providers would develop proposals to expand their services, that subset of providers continued to meet regularly with the Base Reuse Coordinator to develop proposals that would be cohesive, create synergies and economies of scale, as well as be easily understood by LRA.

The Base Reuse Coordinator took the members of the LRA Homeless Assistance Committee and the LRA Chair to each of the providers' facilities for tours and overviews of the services provided to further educate them about the services, gaps in services, and the largest barriers to self sufficiency for their clients, such as geographic proximity to other services, access to public transportation, etc. After the formal NOI Solicitation process ended, the Base Reuse Coordinator continued to meet with the providers concerning proposal development.

LRA formed a Homeless Assistance Review Committee to thoroughly review each NOI. The Base Reuse Coordinator as well as planning consultants reviewed each proposal to ensure the NOIs met HUD's BRAC-specific and LRA requirements. Then LRA's Homeless Assistance Review Committee evaluated the NOIs based on the Athens-Clarke County Continuum of Care and Consolidated Plan.

Upon review and documentation of notes and questions, the Committee met with the providers to collaborate and answer questions the review committee had developed concerning each proposal. The Committee met with the providers as a group since the NOIs were collaborative in nature. Subsequently, the Committee met again to deliberate. Recommendations were submitted to the LRA's Executive Committee and LRA as a whole; LRA voted to approve the recommendations of both committees. The homeless assistance accommodation amount was based on the square footage calculations of space required for each function and the cost to acquire property and construct facilities, allowing for a four percent inflation rate between the time the plan was submitted and the time the property should convey. In addition, maintenance costs were included within the accommodation amount. The Base Reuse Coordinator developed the homeless assistance submission for HUD as well as the public comment portions of the plan. The LRA's legal counsel developed the legally binding agreements between LRA and the end user, the homeless assistance providers, and the 501(c)(3) corporations that will implement the homeless assistance plan. The homeless assistance providers retained legal counsel to review the proposed legally binding agreements with LRA on their behalf.

The approved end user, the University of Georgia, applied to the DoEd for a PBC. Upon approval of the PBC application, the end user paid a \$250,000 advance on the total homeless assistance accommodation to the "landlord" 501(c)(3) corporation to begin planning for the offsite accommodation. The remainder of the accommodation will be funded by the end user upon conveyance of the property, scheduled to occur in March 2011.

LRA submitted the Reuse Plan, Homeless Assistance Plan, and Public Comment to HUD in October 2006. HUD reviewed the plan, requested modification of the legally binding agreements based on a preliminary determination, and subsequently notified LRA in July 2009 that, in HUD's opinion, the plan is appropriately balanced between economic development, other development, and homeless assistance for Athens-Clarke County.

The 501(c)(3) corporations responsible for implementing the homeless assistance plan have been meeting and actively planning for over a year.

Implementation and Partnering Strategies

The Athens-Clarke County Community is an engaged community and LRA undertook a proactive and transparent approach to public outreach process from the inception of the LRA. LRA began planning by soliciting input from the public concerning goals of the plan with a series of public meetings in which written suggestions and comments were gathered and later documented and incorporated into the reuse planning process.

With the exception of removal of two underground gas tanks, environmental remediation is not required in conjunction with this property, which has been used for educational purposes for over 150 years. The Navy prepared a draft property disposal NEPA document in 2008; the proposed end user is in negotiations with the State Historic Preservation Officer (SHPO) concerning a new Programmatic Agreement. Upon completion of the NEPA document, the Navy will issue their findings.

Due to the fact that the property will transfer via a PBC, there was no need for LRA to develop financing strategies – this will be done by the University of Georgia.

LRA has worked directly with the NSCS, the Department of the Navy BRAC Program Management Office, the Office of Economic Adjustment (OEA) (to fund the reuse planning process), the State of Georgia Department of Community Affairs (for funds for the OEA grant match requirement), HUD (BRAC-specific homeless assistance requirements), Athens-Clarke County Planning Department, the Unified Government of Athens-Clarke County, Athens-Clarke County Human and Economic Development, the local community, the Governor's Workforce Ready initiative (workforce transition), the Georgia Military Affairs Coordinating Committee (to facilitate state level funding and coordination with other LRAs), and BRAC consultants throughout the reuse planning process.

Successes/Lessons Learned

- Conduct the operations of the LRA in an open, transparent manner. Engage in a proactive communications approach with the military as well as other stakeholders in a continuous public outreach process in order to streamline the planning process as much as possible at all levels.
- Develop collaborative relationships with local homeless assistance providers from the very beginning of the planning process to understand homelessness in your community, existing services, and the best way to address gaps in services with this a one-time BRAC benefit.
- Be educated about the intricacies of the BRAC process. This educated approach can save time and money and redundant or unnecessary work as well as provide the funding and tools needed to accomplish Federal mandates.
- Communicate issues and challenge roadblocks
- Utilize the resources provided by the Federal government to facilitate the planning process.
- Hire the best, most experienced BRAC resources that have achieved success in this or previous rounds of BRAC.
- Continually communicate with stakeholders and project managers concerning progress, challenges, changes in scope, unexpected issues, and successes.