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THE USE OF ABANDONED MILITARY INSTALLATIONS IN METROPOLITAN AREAS

A THESIS

Presented to

The Faculty of the Graduate Division

by

David Albert Johnston

In Partial Fulfillment

of the Requirements for the Degree

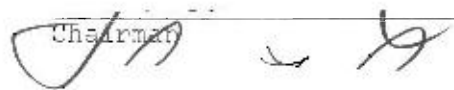
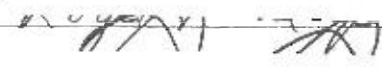

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THE USE OF ABANDONED MILITARY
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SUMMARY

Many metropolitan areas in the United States are confronted with planning the re-use of abandoned military installations. The re-use of the land and improvements of these installations, if properly planned, can provide new economic growth for the metropolitan areas.

The purpose of this study is to provide a guide for planning the re-use of excess military bases. This study examines the characteristics of bases, their potential re-uses, the federal government's procedures for disposing of excess bases, and the necessary steps in the preparation of a base re-use plan.

Military installations have both assets and liabilities which must be considered in planning their re-use for non-military purposes. The assets include large tracts of land in single ownership and substantial physical improvements such as buildings, airfields, and public utilities. The liabilities of bases often include poor site design for re-use, the age of facilities and the inflexibility of the bases. Although these liabilities can act as deterrents to a base's re-use, they will not prevent its successful conversion to non-military uses.

The process of disposing of excess bases encourages their re-use for certain public purposes. Local public agencies have the first option to acquire all or portions of bases for public uses at a price preference. Then, the public agencies purchase the remaining areas at their fair market values without restrictions on their use. Finally, the areas not acquired by public agencies are sold to the highest bidder.

Military bases have many potential re-uses. They can accommodate various public and private re-uses. They can also be used in their entirety for the development of "new towns."

A base re-use plan should be prepared by a planning agency or another appropriate agency. Before the re-use plan is prepared, the agency should first re-examine the area's comprehensive plan to determine the effects of the base's closure on the plan. Necessary revisions should be made to the affected sectors, especially the economic, governmental and land-use sectors. The metropolitan area's needs should also be determined and a survey of the base made prior to the completion of the re-use plan. The completed re-use plan should include a future land-use plan and a capital improvements program.

The re-use plan can be implemented after the General Services Administration, the federal agency responsible for disposing of excess military bases, approves it as the final disposition plan for the base. After submitting a "program of justification" to the federal government, the public agencies first acquire the sites for public uses. Then the areas designated for private re-uses are acquired. The development of these areas can be controlled by public agencies acquiring and improving the land or by the use of police power regulations.

CHAPTER I

INTRODUCTION

The closing of a military base can benefit a city and its surrounding area. The federal government's release of the installation presents many opportunities for non-military use of the land and its improvements. The non-military use of the base may offer even greater opportunities for economic growth than would the base if it remained open.

Recently a number of cities have been faced with the situation of planning for and implementing the re-use of excess military bases. Due to constantly changing defense needs, other cities will probably be confronted with the same situation in the foreseeable future.

History of the Base Disposition Process

The federal government's need for military bases has been cyclical through its history. The needs have varied according to the military posture and defense requirements of the United States.

Prior to the 1950's, the United States' policy regarding military bases was to retain only a few permanent installations. New bases were to be established for major wars with abandonment after the wars ended.

For example, the Second World War brought about the establishment of a number of new bases. Many of these bases were closed after the war ended. Some of the bases closed by the federal government were given to the cities in which they were located with the provision that they would revert back to the Department of Defense whenever needed. Some cities

made temporary use of these bases without planning for their permanent utilization; others were left dormant. The advent of the Cold War and the Korean Conflict temporarily stopped disposal activity and caused the reactivation of many bases.

Recent Disposal Activity

An active program of disposal of excess military bases began again in 1961. President John F. Kennedy, in his January 30, 1961 State of the Union message, stated that the entire defense strategy was being reappraised including the "...elimination of obsolete bases and installations." The Department of Defense's reappraisal identified facilities in excess of present and foreseeable requirements and made plans for disposal of such facilities.

Disposal of bases since 1961 has been effectuated under a Department of Defense policy of complete disposal of the bases and their facilities without any reverter clause. This policy permits extensive development of the former bases and, thus opens the way to planning for various re-uses.

The recent disposal activity is a result of various factors. These include:

- (a) Pressures for economy and efficiency in military expenditures
- (b) Major changes in weapons systems and other technological advances
- (c) Development of new concepts of tactics and training
- (d) Adoption of modern managerial techniques and organizational changes
- (e) Age of World War II facilities and their high cost of main-

tenance and repair.(1)

The same factors that brought about the disposal of bases since 1961 will be operating to encourage additional base closings in the future. The most significant factor is technological advancements which make a weapons system and its supporting facilities obsolete. An example of this is the replacement of manned bombers by missile systems. For example, Bong Air Force Base, the last base constructed for manned bombers, was declared excess by the Air Force before its construction was half completed (2).

Phase-Out Period

The federal government desires to minimize the adverse effect base closings will have on the surrounding areas. To accomplish this, the Department of Defense's policy is to give the maximum amount of advance notification of a base closing. This advance notification, generally ranging from one to four years, provides a long phase-out period.

The phase-out period permits a city to adjust to the base's closing. It gives the city time to plan for the use of the base and seek new replacement activities. This period is "...helpful in spreading the impact over a longer period," and gives "...the community time to develop new economic strengths."(3)

Purpose and Method of Study

The purpose of this study is to identify the significant assets and liabilities of military bases, to evaluate the opportunities available for their re-use, to examine the procedures for acquiring military bases and their facilities, and to recommend appropriate policies and

procedures for planning commissions facing the prospect of base closure in the future.

This study is based on a literature search, extensive correspondence with officials of cities involved in planning for the re-use of excess military bases, and interviews with federal government officials engaged in the re-use planning and the disposal of military bases.

For the purpose of this study, a military base is defined as any large land holding of the Department of Defense used in support of the United States' military objectives.

Thesis Organization

The following chapters are devoted to a discussion of the various aspects involved in planning for the re-use of a military base. Chapter II discusses the assets and liabilities of military bases. Chapter III considers the disposal process and re-use planning. Chapter IV lists some of the potential re-uses of military bases. Chapter V discusses the preparation and implementation of a re-use plan for an excess base.

CHAPTER II

THE ASSETS AND LIABILITIES OF MILITARY BASES

The purpose of this chapter is to identify the major assets and liabilities of military bases. These must be considered in planning the re-use of bases for non-military purposes.

Assets

Military bases represent assets which frequently can be employed advantageously for non-military purposes. These assets include large tracts of land in single ownership and physical improvements.

Large Tracts of Land in Single Ownership

The federal government, when purchasing land for a military base such as an air base, naval base, or military camp, acquires sufficient acreage to support the base's mission. It also acquires additional land for anticipated future military purposes and to provide a safety or buffer space between the military and civilian land uses (4).

Listed below are some bases which have been designated for disposal by the Department of Defense since 1961. These illustrate the sizes of bases available for development in non-military uses. These bases either have been closed or will be closed in the near future.

Besides being large parcels of land in metropolitan areas under single ownership, many military bases have other favorable characteristics in that they are highly accessible to metropolitan areas, have good topography and are partially landscaped.

Table 1. Representative Military Bases and Acreages

<u>Base</u>	<u>State</u>	<u>Acreage</u>
Benicia Arsenal	California	2,200
Bong Air Force Base	Wisconsin	5,540
Brookley Air Force Base	Alabama	1,961
Lincoln Air Force Base	Nebraska	1,824
Raritan Arsenal	New Jersey	2,350
Sanford Naval Air Station	Florida	1,840
Schilling Air Force Base	Kansas	4,000
Sioux Army Depot	Nebraska	20,000

Accessible. Bases are often strategically located in relation to metropolitan areas or cities. Older installations, such as the Brooklyn Navy Yard, are surrounded by urban development. Newer bases have had urban growth extend out from existing cities in the direction of the bases. An example is Donaldson Air Force Base, Greenville, South Carolina. These tracts of land, because of their locations, provide the opportunity to accommodate the areas' future urban growth.

Military bases are invariably served by good road systems which provide access between the base and the city. These systems normally are designed to serve both the civilian and military personnel working at the bases.

The following are examples which illustrate the strategic location and access characteristics of bases being closed by the Department of Defense.

The former Raritan Arsenal at Edison, New Jersey, is a tract of 2,350 sparsely developed acres twenty-five miles from New York City.

This large tract of land is bordered on three sides by the New Jersey Turnpike, Garden State Parkway and the navigable Raritan River. The site is served by interchanges of the two superhighways which give direct access to New York City.

The former Donaldson Air Force Base is a tract of 2,400 acres located only six miles from Greenville's central business district. It is located adjacent to a major highway which directly connects the base and the city.

The Brookley Air Force Base is a tract of 1,961 acres, located on Mobile Bay, within the city limits of Mobile, Alabama.

The Brooklyn Navy Yard is a large tract of land in a densely developed section of the Borough of Brooklyn, New York City.

The former Lincoln, Nebraska, Air Force Base is strategically located adjacent to the municipal airport and approximately eight miles from the state capitol. Interstate highways make the site directly accessible from the central city.

Favorable Topography. Military bases are normally constructed in areas of favorable topography. Unless acquired for a special use, land purchased for military bases must be of a type which can be developed at a minimum cost and is, therefore, generally either flat or gently rolling. The bases, being large land holdings of easily developed topography, can generally be converted to non-military uses at a minimum cost.

Landscaping. The intensely used portions of military bases will generally be landscaped and a large portion of the remainder of most bases will be cleared of large trees and heavy growth. This represents sizeable capital investments which make the cost of preparing the in-

installations for non-military re-use less than the cost of developing un-cleared tracts. This is a significant asset whether sites are developed by local governments or by private interests.

Physical Improvements

Military bases generally represent substantial investments in physical improvements and facilities including utilities, buildings, public works, airfields, and port facilities. These assets, generally well-constructed and maintained, can usually be converted to non-military uses.

Public Utilities. Military bases normally have some in-place public utility systems. The utility systems are necessary to support the bases' populations and operations. The public utilities usually serve only the developed and intensely used portions of the bases.

The intensely developed areas of bases are generally equipped with sanitary sewer and water systems. These systems may be connected to the cities' systems or they may have their own treatment and purification plants. The heavily developed areas may also be served by a storm sewer system or contain some form of storm drainage.

Bases also have other in-place utilities which will remain after the military disposes of the bases. These include: electric power lines, auxiliary generators, street lights, telephone lines, and sometimes, natural gas lines. These facilities have capacities capable of supporting industrial operations.

The public utility systems on military bases are generally well constructed facilities which are well maintained during government ownership.

Buildings and Facilities. Military bases have many different kinds of buildings. Many of them, such as office-, hospital-, dormitory-, and industrial-type buildings can be easily adapted to non-military uses.

Most military bases have some housing units for married military personnel assigned to the bases. These are generally permanent-type units of various sizes which often form sizeable residential complexes.

A base may contain educational facilities such as elementary schools, military classroom buildings, and special purpose training facilities for military personnel.

Bases generally have extensive recreational buildings and facilities. These facilities vary between bases but bases generally have the following facilities: recreational club buildings, gymnasiums, swimming pools, golf courses, tennis courts, multi-purpose courts, and athletic fields.

Public Works. Military installations have extensive internal road systems providing access to all parts of the bases. The roads are directly connected to the public streets serving the bases and are generally hard-surfaced.

Railroads and spur tracks extend into various parts of the bases. The spurs connect the railroads with the industrial-type areas of the bases.

Airfields. Airfields are of particular interest to local governments because of the opportunities they present for direct use as municipal airports, or for indirect use for air-oriented industrial, office and research parks. Physical components of airfields include paved runways, paved taxiways, paved aircraft parking aprons, control towers, various

lighting systems including approach lights, runway and taxiway lights, fuel storage and piping facilities and hangars. An airfield and its facilities can easily be converted to non-military aviation uses.

Shipyards. Naval shipyards being phased out of the military inventory contain substantial improvements which can be used to expand existing port facilities. The facilities of shipyards frequently include ship docks and berths, drydocks, large machinery and tooling areas, railroad tracks and connectors and large-capacity cranes. Associated with shipyards, but not an integral part of them, are the deep-water channels which give ships access to the shipyards.

Liabilities

Military bases have certain liabilities that can make their re-use for non-military purposes difficult. The most significant liabilities include: site design inappropriate for the intended re-use, the age of some base facilities, and the relative inflexibility of some bases (such as shipyards) where physical improvements are extensive.

Poor Site Design for Re-Use

The site design of developed portions of bases may be a liability to their re-use. The location of streets and buildings, originally placed in accordance with military requirements, could hinder the non-military use of bases.

The designs of the existing street systems often are inadequate for the needs of the non-military uses to which bases are converted. The systems are usually designed to channel traffic through one or two access control points. For most re-uses, this would be a poor circulation

system. Streets are generally placed close together subdividing the bases into small building sites. Often re-users require larger sites.

Most of the buildings on a base are concentrated on a small portion of the base's total area. This concentration produces too great a density for the type of development to which the base would usually be converted. It also places buildings and facilities with incompatible re-uses adjacent to each other. For example, housing units are often located next to industrial-type buildings.

Age of Facilities

The ages of the existing physical improvements and facilities of bases may be an additional liability. Many of the bases being closed were built before or during World War II and are now at least twenty-five years old. Even though they were well-constructed and well-maintained, the age of the facilities might prevent them from being economically converted to and used for non-military purposes.

Inflexibility

A military base may have some facilities which cannot be converted to non-military uses. The design of the facilities or their location on the base may prevent them from being re-used. A concrete missile silo underground, for example, has limited or no non-military uses. In addition, the cost of modification of some base facilities could make their re-use economically prohibitive.

The removal of unusable facilities can create an extra expense in adapting bases to non-military uses. The re-use plans for bases may require the removal of buildings, roads, railroad tracks, or other facilities. The expense of removing these items must be considered in planning the re-

use of military bases.

In summary, military bases have many assets which make them desirable for conversion to non-military re-uses. The bases also have some liabilities which must be overcome before they can be effectively re-used. In general, the liabilities can be overcome and the bases can be successfully re-used.

CHAPTER III

THE DISPOSAL PROCESS

The purpose of this chapter is to discuss the process of disposal of excess military bases. Federal statutes affecting disposal of the bases and the steps taken by the General Services Administration in the disposal process will be examined.

It must be determined that a military base is in excess of the nation's defense needs before the base can be closed. The military service owning the base first determines that it is no longer needed to support its mission. The service then informs Department of Defense officials of this fact. These officials examine the base for possible uses by other Defense agencies. If no other Defense agency needs the base, it is declared in "excess" of the Defense needs.

The Department of Defense usually makes a public announcement of its plans to close a military base by a future date. The announcement, generally made one to four years in advance of the closing, begins a phase-out period during which the community has time to prepare, plan, and acquire new uses for the base. The actual disposal process does not begin until the Department of Defense notifies General Services Administration that military use of the base has been terminated.

Applicable Federal Statutes

Federal statutes dictate the process for the disposal of surplus federal property including military bases. These statutes designate the

disposal agency and grant preferences to local public agencies acquiring land and facilities for public purposes.

Surplus Property Act of 1944

The Surplus Property Act of 1944 permits the transfer or purchase (with price preferences of land and improvements) of an excess military base to local public agencies for three public uses. (See Appendix A.) These uses include: (1) the purchase of land and facilities for a park or recreational area at fifty percent of their fair value; (2) the transfer of land or facilities for an historic monument without cost, and (3) the transfer of property for development, improvement, operation, or maintenance of a public airport including industrial land to develop a source of revenue to support the airport without cost.

Federal Properties and Administrative Services Act of 1949

The Federal Property and Administrative Services Act of 1949, as amended, designates the General Services Administration as the disposal agency for military bases. It requires that bases no longer needed by the Department of Defense be reported to the General Services Administration for "(1) utilization by other executive agencies having a requirement for such property, or (2) disposal as surplus property, in accordance with authorization provided in the Act and in certain other laws relating to the disposal of surplus real property." (5) This Act outlines the steps that General Services Administration must follow in the disposal process.

The Federal Property and Administrative Services Act of 1949 allows the federal government to transfer surplus property and improvements to local governments for educational and public health uses. The agencies

acquiring land and facilities under this Act are granted acquisition price preferences up to one hundred percent off the property's fair value. (See Appendix A.)

The Act requires that local public agencies be given first preference to purchase the portions of the base not acquired under price preference provisions at fair market value. No restrictions are placed on the use of the base when it is purchased at its fair value.

Functions of the General Services Administration

The General Services Administration carries out the actual disposal of an excess military base. The steps followed by this agency in the disposal process are outlined in the following paragraphs.

Determination of Surplus Property

The General Services Administration is notified that the base is excess to defense needs. GSA then determines whether the base is needed by any agency of the federal government. If a governmental agency needs the property, the General Services Administration has the power to transfer ownership of the property to that agency. If no federal agency requires the excess base, General Services Administration declares it to be "surplus" to the needs of the federal government. It then develops a disposal plan for "surplus" property and carries out the disposal of this property. Until the disposal process is completed by GSA, the Department of Defense retains ownership of the base.

Notification of Surplus Property

The General Services Administration next informs appropriate state, county, and city officials that a particular base has been declared sur-

plus property and that they will be given first preference to acquire it for public or unrestricted use in accordance with the existing federal statutes. The local officials are also informed that they will be allowed a period of time to submit a proposal to develop a comprehensive and coordinated plan of use and procurement for the surplus property, hereafter called the re-use plan. (See Appendix B.)

The local officials must notify GSA of their intention to submit a re-use plan. The notice to them must include:

- (a) the contemplated use of the property,
- (b) citation of the applicable statute or statutes under which the public agency desires to procure the property,
- (c) the nature of the interest, if an interest less than fee-simple is contemplated,
- (d) the length of time required to perfect and submit a comprehensive and coordinated plan of use and procurement for the property, and
- (e) the reason for the time required to perfect and submit the plan (6).

The General Services Administration reviews the notices it receives. It determines what constitutes a reasonable time period to complete and submit the plan and informs the local agency of its decision. If GSA receives no notices of intent, they assume no public agency desires to acquire the property and take steps to sell the property to the highest bidder.

Appraisal of the Property

Whether the property is transferred to or sold to a public agency or to a private party, the General Services Administration must determine the fair market value of the property and its facilities. They hire one

appraiser to determine the property's value. This appraiser is normally a resident of the area in which the base is located who has previously registered with, and been approved by, the General Services Administration.

The appraisal report provides the General Services Administration vital information and data about local market conditions and potential, and physical characteristics and capabilities of the property. This information will assist GSA in decisions concerning the subdivision of the property and the method of disposal most likely to produce the best results for the local area (7).

Local Government's Re-Use Plan

If the local government decides to acquire the excess base or a portion of it, it submits a suggested re-use plan for the base to the General Services Administration. This plan delineates the areas of the base the local public agencies want for public uses and for unrestricted uses. The preparation and implementation of this suggested re-use plan will be discussed in Chapter V.

The General Services Administration does not have to dispose of the base in accordance with the local government's re-use plan. The local officials must convince the officials of GSA and other appropriate federal agencies of the merits and benefits of their re-use plan.

Subdivision of the Base

The General Services Administration determines the best uses for each portion of the military base. It then subdivides the base designating areas available for specific public uses under the particular federal reduced acquisition cost statutes and those available for negotiated sale.

In subdividing and designating uses for parcels, the General Ser-

vices Administration uses as a guide the comprehensive re-use plan submitted by the local public agency if one has been submitted. The subdivision and recommended uses outlined by GSA do not, however, have to agree with the local agency's plan. A conflict can arise here because the General Services Administration desires to dispose of the property in the way which best serves the interests of the entire country; whereas, local officials desire that the property be disposed of in the best interests of the local community.

Transfer of the Property

First, the General Services Administration transfers the parcels of land and facilities to the appropriate local public agencies for the public uses. GSA solicits recommendations for the transfer of the parcels from the sponsoring federal agency, either Health, Education, and Welfare, Interior, or the Federal Aviation Administration.

The remaining property will be sold by the General Services Administration without any restrictions on its use. The local governmental agencies have the first option to purchase this property. By law, the sale price of the property must not be less than the fair market value set by an appraiser. The local public agency can negotiate only the terms of payment for the property including the amount of down payment and the amount paid per year. The rate of interest is set by law at 5-1/4 percent.

The property not acquired by a public agency will be made available to private interests. The General Services Administration will solicit sealed bids from private individuals or groups. The property is sold to the highest bidder over the fair market value without any use

restrictions.

The Capehart and Wherry housing units must be sold by the federal government because they are mortgaged with private companies. They also are sold at no less than the appraised fair market value. If the selling price is less than the outstanding balance on the mortgages, the federal government will pay the difference.

CHAPTER IV

POTENTIAL RE-USES

This chapter lists some of the various potential re-uses of military bases and provides examples of re-uses for selected bases scheduled for closing or already closed.

The various public uses encouraged by the federal statutes providing for reduced acquisition costs will be discussed in the first section. The second section will cover some potential uses of bases purchased without restrictions on the re-use. The third section discusses the potential use of an entire base for a "new town" development.

Public Development

Excess military bases are generally acquired by local governments for various public purposes. This is, to a great extent, the result of the provisions of federal statutes designed to encourage the conversion of excess military bases to public uses.

Recreation

Local public agencies may acquire land to be developed for recreational purposes or may acquire existing recreation facilities. The undeveloped acreage of military bases has potential for re-use as: regional parks, zoos, public golf courses, athletic fields, camp grounds, fair grounds, and other active and passive recreational uses. Local government agencies can also acquire the existing facilities such as gymnasiums, swimming pools, tennis courts, etc., to supplement their

existing public recreational facilities. Buildings can be acquired for use as recreational or community centers and for arts and crafts purposes.

Greenville, Brookley, and Donaldson Air Force Bases provide examples of re-use of a portion of the bases for recreational purposes. Greenville, Mississippi, acquired the base's golf course and operates it as a municipal course; portions of Brookley and Donaldson bases are being developed as public parks by the local governments (8).

Public Health and Education

Land and facilities may be acquired by a public agency for educational purposes and for public health uses. Many bases have schools and hospitals specifically designed and constructed for these purposes.

A city or another governmental agency might acquire a base's hospital to supplement existing facilities or for use for various other health services. For example, the Dow Air Force Base hospital is now being used for the University of Maine dispensary and the hospital of Harlingen Air Force Base is now a state mental hospital (9).

Other related uses are possible for the health facilities. If a hospital is not needed, the same facility can be used for a convalescent and recuperation center, a private hospital, or a home for the elderly. These uses may be carried on by private individuals or public agencies.

The existing buildings and the land can be used for several types of schools including technical and vocational training schools and colleges. Most bases normally would contain the basic requirements for a school complex including buildings with classrooms, dormitories, and recreational facilities. The availability of bases and their facilities

for educational purposes is important to cities desiring to establish a community college, a junior college, or a vocational-technical school.

Many excess bases are being used or will be used for educational purposes. A representative sample of these bases and their uses include:

Camp Gary San Marcos, Texas	Job Corps Training Center
Chennault Air Force Base Lake Charles, Louisiana	School of Engineering for McNeese State College
Connally Air Force Base Waco, Texas	A Technical Training Institute
Harlingen Air Force Base Harlingen, Texas	A private military school
Olmstead Air Force Base Harrisburg, Pennsylvania	Pennsylvania State University's second campus (10)

Public Housing

Most metropolitan areas have difficulty providing suitable sites for low-income housing projects. An excess military base may offer the opportunity of locating needed public housing outside the central city. Existing housing units can be purchased for this purpose and vacant land used for the construction of additional units.

Housing units on excess military bases have been re-used for public housing. For example, the city of Waco, Texas has relocated ghetto families in base housing on the former Connally Air Force Base in conjunction with the Job Training Center of the Connally Institute also located on the former base (11). The city of Green Cove Springs, Florida acquired the houses of the former naval base and rents them to the general public. Houses on Chennault Air Force Base were purchased to house faculty members of the college which acquired another portion of the base (12).

Conservation

Federal statutes permit excess property to be transferred to an agency charged with the responsibility of wildlife conservation for a state. These provisions would permit the large undeveloped portions of military bases to be retained for conservation and would thus give a city or metropolitan area a large tract of open-space.

The preliminary land use plan for Bong Air Force Base called for forty-four percent or 2,400 acres of the base to be placed in "permanent wildlife, public hunting, and special conservation use areas " The conservation use of this acreage was recommended because "(1) the proposed areas contain the bulk of the wetlands on the base; (2)...they are the areas most easily alterable for wetland management; and (3) they offer the range of surface characteristics which can result in a diversified, good quality, small-game production area." (13)

Airports

Many bases being closed have some airfield facilities which can be adapted to civilian use. The federal government, through the Federal Aviation Administration, encourages this conversion. The Surplus Property Act allows the Federal Aviation Administration to recommend the transfer of an airfield and additional industrial property without cost to a local agency. The statute permits the transfer of the additional industrial property "...to develop sources of revenue from non-aviation businesses at a public airport" to fulfill the immediate and future requirements for "development, improvement, operation, or maintenance" of the public airport (14). This provision encourages industrial development around the airports.

The airfields of former military bases have various airport uses. An airfield might be used as a municipal airport, a commercial airport, a general aviation airport, a cargo airport, or as part of a planned industrial or office air park. The airfield of a military base normally is constructed to accommodate large military jets; its facilities, therefore, will usually be capable of handling any commercial aircraft already in operation or anticipated in the immediate future. If the airfield were used as a public airport, it would provide a place for a flying school and facilities for use by privately-owned airplanes.

Many civilian airports have resulted from the closing of military air bases. A representative sample of them and their designated uses includes:

Brookley Air Force Base Mobile, Alabama	Municipal Airport
Chennault Air Force Base Lake Charles, Louisiana	Air-Industrial Park
Dow Air Force Base Bangor, Maine	Commercial Airport with emphasis on European air-freight operations
Greenville Air Force Base Greenville, Mississippi	Municipal Airport
Grenier Field Manchester, New Hampshire	Municipal Airport
Harlingen Air Force Base Harlingen, Texas	Municipal Airport and Air-Industrial Park
Lincoln Air Force Base Lincoln, Nebraska	Municipal Airport and Air-Industrial Park
Schilling Air Force Base Salina, Kansas	Municipal Airport (15)

Private Development

A military base has potential for the private development of industrial parks, office parks, residential districts, and commercial

districts.

Industrial Parks

Most bases have sites and facilities that can be easily adapted for industrial use. Existing buildings can be converted to industrial uses and vacant land can be used for the construction of industrial buildings.

Airports have been used for industrial parks. In addition, bases where industrial park developments have been located include the former Raritan Arsenal in New Jersey, the Bangor, Maine, BOMARC Missile Base, and the former Benicia Arsenal in California. The Raritan Arsenal, a tract of 2,350 acres, was sold in its entirety to a private development group. In accordance with their Master Plan, the town fathers of Edison, New Jersey, zoned the entire base for light and heavy industry. At present, some industries have already located on the base (16). The Bangor Missile Base was sold to three local businessmen who were successful in renting the buildings for industrial use. The city's Economic Development Department aided them in contacting potential industries and businesses to locate on the base (17).

The entire Benicia Arsenal was purchased by the City of Benicia and then leased to private industrial developers. Over a period of sixty-six years, developers will pay the city an amount equal to the purchase price of the base (18).

Office Parks

With the increasing trend of businesses and industries to seek office space outside the downtown area of a city, some bases are desirable locations for office parks. Existing buildings, public utilities, and

the road system providing access to the site are assets which can make an office park a suitable re-use for a military base. A portion of the former Donaldson Air Force Base is presently being used for an office park (19).

Residential Districts

The large amount of undeveloped land, the in-place utilities, the road system, and the existing housing units are generally assets of an excess military base which can be adapted to residential development. The undeveloped land area can be acquired and subdivided for the construction of housing units.

The preliminary re-use plan for Bong Air Force Base, Wisconsin, designates approximately 1,200 acres for residential development including necessary park and school sites. The residential development is located adjacent to an area designated for an industrial district (20).

Commercial Development

When a base is used for residential and industrial developments, a demand for commercial development is generated. A shopping center could be developed on the base using vacant land or existing buildings. The Bong Air Force Base re-use plan designates areas for commercial developments.

"New Towns"

An excess military base offers a unique opportunity for the development of a "new town." Many of the base's assets can be advantageously used in a "new town." In this type of development, more than one of the previously cited potential re-uses will be accommodated on the

base. For the purpose of this thesis, a "new town" is a planned, self-contained community including residential, commercial, and industrial areas.

An example of the establishment of a new city on a former U. S. Army base is Fort Oglethorpe, Georgia, incorporated in 1949. The federal government sold the land and facilities of this base after World War II because a great demand existed for them. Housing units, buildings and sites for industrial development, and buildings for commercial uses were sold. The residents incorporated the former base in order to have a local government to acquire and operate the required public services and facilities (21).

The re-use plan for the Bong Air Force Base, Wisconsin, provides for residential, industrial, educational, commercial, and open-space land uses. In reality, this plan represents a "new town."

Two factors encourage the development of excess military bases as "new towns." The existing assets of a base reduce the development cost of a "new town." New methods of financing these developments are also becoming available.

Reduction of Project Cost

The conversion of a base into a "new town" may reduce the initial cost of the development. The developer can acquire a large tract of land without having to assemble many small parcels. Utility systems, schools, and recreational facilities, acquired with the base at a cost generally less than required to install new ones, can easily be adapted for use in a "new town."

Many physical improvements of the base can be re-used to provide

an immediate cash flow for the developer. Buildings can be converted to industrial and office uses and leased to private groups. The housing units on the base can also be rented. The income provided by the immediate re-use of these improvements can assist in financing the remaining development of the "new town."

Financing "New Towns"

The major problem facing a developer converting a military base into a "new town" is the financing of the project. However, today insurance companies have begun financing "new towns" and Title X of the National Housing Act has been amended to include financing "new towns." This amendment permits the federal government, through the Department of Housing and Urban Development, to grant mortgages for their development. The use of a base for a "new town" would generally meet the requirements of the federal government for a "new communities" mortgage to a private developer (22).

The Act states that a "new community" must "...make a substantial contribution to the sound and economic growth of the area within which it is located." The growth, it states, should be in the form of:

- "(1) substantial economies, made possible through large scale development, in the provision of improved residential sites;
- (2) adequate housing to be provided for those who would be employed in the community or the surrounding area;
- (3) maximum accessibility from the new residential sites to industrial or other employment centers and commercial, recreational, and cultural facilities in or near the community; and
- (4) maximum accessibility to any major central city in the area."(23) .

Additionally, the Act states that the development must be consistent with the comprehensive plan of the surrounding area.

In summary, many potential re-uses are possible for military bases. A base can be subdivided and used for various public purposes and private developments or it can be re-used in its entirety as a "new town." With the many potential re-uses for military bases, a base can usually be re-used in ways which will contribute to the metropolitan area's development.

CHAPTER V

RE-USE PLAN PREPARATION AND IMPLEMENTATION

At the first indication that a base's closing is a possibility, the planning agency should begin preparing a re-use plan for the base in advance of actual Department of Defense notification. If an area does not have a planning agency, the imminent closing of the base and the need for a re-use plan should be a sufficient stimulus to cause one to be formed. However, an existing appropriate agency, such as an area development agency or chamber of commerce, can prepare or sponsor the preparation of the plan.

In general, the re-use of an excess military base involves: (1) the revision or preparation of the area's comprehensive plan, (2) the preparation of the base re-use plan, and (3) the implementation of the plan.

Revision of Area's Comprehensive Plan

The planning agency should first re-examine the area's comprehensive plan. This is necessary because the base closing: (1) removes a factor which is a large contributor to the area's economy, (2) makes land and physical improvements which might be needed by the metropolitan area available for re-use, (3) changes the land use of a significantly large tract of land, and (4) changes the area's population.

Although many sectors of the comprehensive plan are affected by the base closure, the primary sectors which should be studied to aid in the revision of the plan include: (1) economic, (2) governmental, and (3)

land-use.

Economic

The closing of the base requires, in most situations, the preparation of a new economic base study and a marketability study. The economic base study should indicate the weaknesses in the area's economy and the sectors of the economy which will be directly or indirectly affected by the closure. It should indicate the action that the area should take to reduce the adverse effects of the closure and provide maximum economic benefit to the area. The study should outline the area's need for industrial, commercial, and residential areas, indicating the type and magnitude of the need.

The economic study should indicate the market for various land uses contemplated in the revised comprehensive plan. For example, a housing market analysis should be conducted to determine demand for housing that could reasonably be met on the base. Developers in the area should also be contacted to determine their interest in developing the base.

As part of the economic study, new population estimates for the metropolitan area should be made. Both current and future population estimates should be revised to reflect changes resulting from the closure and the anticipated future growth.

Governmental

The impact on governmental services caused by the base's closing and eventual re-use should be assessed. Each governmental agency should determine the effect of the closure on its programs and the effect of the re-use of the base on its long-term plans. These agencies should

then make the necessary adjustments in their plans based on these changes. The school program, for example, would probably require some revision. The number of students after first declining could increase when the base is re-used. Changes in the park and recreational programs and community facilities plan might also be needed.

The effect of the base closure on the financing of governmental services should next be determined. Revenues from some governmental agencies will be terminated. For example, the federal impact funds will be eliminated from the school budget. However, with private development new revenues such as taxes from previously untaxed federal property become available. As a result, governmental agencies should develop methods of financing their programs based on revised revenue estimates.

Governmental agencies should determine their demands for base facilities and land. They should outline their requirements including the acreage and physical facilities needed, specific requirements affecting site selection, justification for the proposed facility, and a planned schedule for its development.

Enabling legislation should be reviewed to determine whether a public agency can acquire property for private development. It may be desirable for a public agency to acquire property designated for private uses to insure its re-use in accordance with the plan. If no appropriate agency is able to acquire the property under existing legislation, the drafting of acceptable enabling legislation to permit the desired agencies to implement the plan might be required after the re-use plan has been developed.

In unincorporated areas, a study should be conducted to determine

what governmental agencies should provide the urban services required. The methods of financing these services should also be determined. In the event that the agencies do not have the necessary powers, enabling legislation should be recommended.

Land Use

Based on the market for land and the public uses required, those land uses which can be accommodated on the base should be determined. To do this, the characteristics of the sites needed and the amount of land required for the desired land uses should be defined. This information assists in selecting appropriate sites on the base to accommodate these land uses.

Base Re-Use Plan

After determining the needs of the metropolitan area to be accommodated on the base, a survey of the base and its facilities should be conducted and a re-use plan prepared. The purpose of the plan is to designate where the needed land uses can and should be located on the site.

Survey of Base

A survey of the land and physical improvements of the base should be made to assist in locating the needed land uses on appropriate sites. The topography of the base and the surface drainage should be determined. The buildings and facilities should be examined to assess their general condition, location, and possible re-uses. An assessment of the capabilities of the utility systems on the base and the street system should also be made.

The base commander can provide maps showing the topography of the base, building and utility systems locations, and detailed information on the buildings and the capacities of the utility systems.

Future Land Use Plan

After the previously cited studies indicate the land use needs which can be accommodated on the base and the base survey defines the physical characteristics of base land and improvements, a site plan should be prepared showing where the designated land uses will be located on the former base. This plan should attempt to utilize the existing land and facilities in a manner which will provide maximum benefit to the metropolitan area. In preparing the plan, the planning agency should resolve any conflicts in requirements for use of sites and facilities on the base.

The site plan should be prepared in a form which will meet the requirements of the General Services Administration as outlined in the previous chapter. The development of the plan should not begin until the area-wide studies have indicated needed and appropriate land-uses.

In the preparation of the plan, the planning agency should solicit the assistance of various federal agencies, especially the Department of Defense and the General Services Administration. The Office of Economic Adjustment in the Department of Defense was established for the purpose of assisting planning agencies in the preparation of re-use plans for excess military bases. It advises the agencies on day-to-day problems and is the local area's primary link with the federal government during the planning and disposal process. The GSA assists by explaining the disposal process and advising the planning agency on the development of

a re-use plan which is acceptable to the federal government. The Department of Health, Education, and Welfare and the Interior and the Federal Aviation Administration can provide technical assistance in the planning process.

The desired re-uses for the base must be located on the re-use plan and the agencies responsible for acquiring and developing the various portions of the base should be designated. The public uses should be located first. Generally, land and facilities for public uses can be obtained from the federal government at an acquisition cost below their fair market value. These uses include airports, hospitals, parks, schools, or some open-space.

Sites suitable for the private development of industrial, commercial, and residential uses should next be designated.

The land use plan for Harlingen Air Force Base (see Figure 1) is an example of one prepared by a local planning agency. This plan includes both public and private land-uses.

Capital Improvement Program

After completion of the land-use plan, the planning agency should prepare a capital improvement program for the base. This program should designate the buildings and facilities requiring modification and indicate new buildings and facilities which should be constructed to accommodate the area's needs on the base in accordance with the proposed land-use plan. It should also define methods of financing these projects and designate the public agencies responsible for carrying out the program.

Implementation of Re-Use Plan

After the re-use plan has been submitted and approved by the General Services Administration as the final disposition plan for the base, the metropolitan area is faced with implementing the plan. Of primary importance in implementing the plan are the acquisition of public sites and the promoting and controlling of private development on the base.

Acquisition of Public Sites

A "program of justification" must be submitted to the federal government in order to acquire sites for public use under one of the price preference provisions of the federal statutes. A "program of justification" for the acquisition of a site for recreational purposes, for example, requires the following information: (1) the proposed uses and a general development plan for the land, (2) a description of the need for the land, (3) a substantiation of the suitability of the property for this use, and (4) a statement giving the legal authority and financial ability of the acquiring agency to develop and operate the property for recreational use. (See Appendix C.) Similar information must be submitted for acquisition of property for other public uses given acquisition price preferences.

If a site is for a public purpose that does not qualify for a price preference, the acquiring agency must negotiate its purchase from the General Services Administration. For example, if existing housing units or an undeveloped site is to be used for public housing, this property must be purchased at a negotiated price.

The General Services Administration transfers property to public agencies after it has reviewed and approved the "programs of justifica-

tion" or successfully negotiated the purchase terms.

Controlling Private Development

The development of the private re-uses of bases can be controlled and promoted in two ways. The land may be acquired, planned, and/or improved by a public agency for private re-use or police power regulations may be adopted and implemented.

Public Acquisition for Private Re-Use. Public agencies have first priority to acquire the non-public use areas of a base at their fair market value. A public agency or authority can acquire these areas in order to promote and control development of the land. Sites on the base are released for development in accordance with the re-use plan. The public agency exercises control through deed restrictions or by leasing the land or buildings for specific purposes.

An existing urban renewal agency is a logical agency to carry out this type of program. Its staff is experienced in acquiring land, the managing of property before selling it, disposing of property to developers for specific use in accordance with a plan, and controlling land with restrictive covenants (24). Enabling legislation establishing the urban renewal agency may require amendment in order to carry out the development of an excess military base.

Police Power Regulations. The development of those portions of the base acquired by private developers can be controlled through the use of police power regulations. The responsible local governments should insure that these areas are controlled by zoning and subdivision regulations. These areas should be zoned for land uses in accordance with the re-use plan prior to the sale of the base.

The re-use of a military base can be of great benefit to a metropolitan area. However, maximum benefit will be derived if the re-use of the base is properly planned and implemented by the local governments.

APPENDICES

APPENDIX A

LAWS AUTHORIZING DISPOSAL OF SURPLUS REAL PROPERTY
TO LOCAL GOVERNMENTS AND INSTITUTIONSPublic Park, Public Recreational Area, or Historic Monument.

Section 13(h) of the Surplus Property Act of 1944 (50 U.S.C. App. 1622(h)), which is continued in effect by Section 602(a) of the Federal Property and Administrative Services Act of 1949, authorizes conveyance to any State, political subdivision, instrumentalities thereof, or municipality, all of the right, title, and interest of the United States in and to any surplus land, including improvements and equipment located thereon, which in the determination of the Secretary of the Interior is suitable and desirable for use as a public park, public recreational area, or historic monument for the benefit of the public. Conveyances for park or recreational purposes made pursuant to this authority shall be made at a price equal to 50 percentum of the fair value of the property conveyed, based on the highest and best use of the property at the time it is offered for disposal, regardless of its former character or use, as determined by the Administrator of General Services. Conveyances of property for historic monument purposes under this authority shall be made without monetary consideration: Provided, that no property shall be determined under this authority to be suitable or desirable for use as an historic monument except in conformity with the recommendation of the Advisory Board on National Parks, Historic Sites, Buildings and Monuments established by Section 3 of the Act of Congress approved August 21, 1935 (49 Stat. 666) and no property shall be so determined to be suitable or desirable for such use if (A) its area exceeds that necessary for the preservation and proper observation of the historic monument situated thereon, or (B) its historic significance relates to a period of time within the fifty years immediately preceding the determination of suitability and desirability for such use. Authority P.L. 87-90, July 20, 1961. Deeds conveying any surplus real property disposed of under this authority shall provide that the property shall be used and maintained for the purpose for which it was conveyed for a period of not less than 20 years, and may contain such additional terms, reservations, restrictions, and conditions as may be determined by the Administrator to be necessary to safeguard the interest of the United States.

Public Airports. Section 13(g) of the Surplus Property Act of 1944 (50 U.S.C. App. Supp. 1622(g)), which is continued in effect by Section 602(a) of the Federal Property and Administrative Services Act of 1949 and amended by Public Law 311, 81st Congress (50 U.S.C. App. 1622(a)-(c)), authorizes the conveyance or disposal of all right, title, and interest of the United States in and to any surplus real property or personal property (exclusive of property the highest and best use of which is determined by

the Administrator to be industrial) to any State, political subdivision, municipality or tax-supported institution without monetary consideration to the United States. Such property must be determined by the Administrator of the Federal Aviation Administration to be suitable, essential, or desirable for development, improvement, operation, or maintenance of a public airport as defined in the Federal Airport Act, as amended (49 U.S.C. 1101), or reasonably necessary to fulfill the immediate and foreseeable future requirements of the grantee for development, improvement, operation, or maintenance of a public airport, including property needed to develop sources of revenue from non-aviation businesses at a public airport. This section provides specific terms, conditions, reservations, and restrictions upon which such conveyances or disposals may be made.

Health or Educational Use. Section 203(k) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 484(k)), authorizes the Administrator of General Services, in his discretion, to assign to the Secretary of Health, Education, and Welfare for disposal such surplus real property, including buildings, fixtures, and equipment situated thereon, as is recommended by the Secretary of Health, Education, and Welfare as being needed for school, classroom, or other educational uses, or for use in the protection of public health, including research. The Act authorizes the Secretary to sell or lease such properties to States or their political subdivisions and instrumentalities, and tax-supported medical and educational institutions, non-profit educational institutions, hospitals, or other similar institutions not operated for profit which have been held exempt from taxation under Section 501(c)(3) of the Internal Revenue Code of 1954, and to fix the sale or lease value of the property to be disposed of, taking into consideration any benefit which has accrued or may accrue to the United States from the use of the property by any such State, political subdivision, instrumentality, or institution. The principal restrictive provision in the instrument of conveyance requires the property to be used continuously for a period of 20 years for the specific purpose stated in the application for the property made to the Department of Health, Education, and Welfare.

Wildlife Conservation. Public Law 537, 80th Congress (16 U.S.C. 667(b)) provides that, upon request, real property which is under the jurisdiction or control of a Federal agency and no longer required by such agency (1) can be utilized for wildlife conservation purposes by the agency of the state exercising administration over the wildlife resources of the state wherein the real property lies or by the Secretary of the Interior; and (2) is chiefly valuable for use for any such purpose, and which, in the determination of the Administrator of General Services, is available for such use, may, notwithstanding any other provisions of law, be transferred without reimbursement or transfer of funds (with or without improvements as determined by said Administrator) by the Federal agency having jurisdiction or control of the property to (a) such State agency if the management thereof for the conservation of wildlife relates to other than migratory birds, or (b) to the Secretary of the Interior if the real property has particular value in carrying out the national migratory bird management program. Any such transfer to other than the United States shall be subject

to the reservation by the United States of all oil, gas, and mineral rights, and to the condition that the property shall continue to be used for wildlife conservation or other of the above-stated purposes and in the event it is no longer used for such purposes or in the event it is needed for national defense purposes title thereto shall revert to the United States.

Negotiated Sales to Public Agencies (without use restrictions).

The Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 484(e)(3)(H)) authorizes the negotiated sale of surplus real property, subject to obtaining such competition as is feasible under the circumstances, to States, Territories, possessions, political subdivisions thereof, or tax-supported agencies therein, provided the estimated fair market value of the property and other satisfactory terms of disposal are obtained by negotiation. Deeds conveying surplus real property under this section contain no restriction on the use of properties conveyed. In accordance with further provisions of the section, an explanatory statement of the circumstances of each disposal by negotiation is prepared and submitted to the appropriate committees of Congress in advance of each disposal when the property involved has a fair market value in excess of \$1,000.

Source: Disposal of Surplus Real Property
General Services Administration

APPENDIX B

GENERAL SERVICES ADMINISTRATION'S NOTICE OF
SURPLUS DETERMINATION - GOVERNMENT PROPERTY

(Legal Description of Property)

This property is surplus property available for disposal pursuant to the provisions of the Federal Property and Administrative Services Act of 1949, 63 Stat. 377, as amended (40 U.S.C. 471 et seq.) and applicable regulations. The applicable regulations provide that public agencies (non-Federal) shall be allowed a reasonable period of time to develop a comprehensive and coordinated plan of use and procurement for surplus real property in which they may be interested. Disposal of this property, or portions thereof, may be made to public agencies for the public uses stated below whenever the Government has determined that the property is available for such uses and that disposal thereof is authorized by the statutes cited and applicable regulations:

<u>Statute</u>	<u>Type of Disposal</u>
50 U.S.C. App. 1622(h)	Public park or recreational area
40 U.S.C. 484(k)(1)(A)	Schools, classrooms, or other educational purposes
40 U.S.C. 484(k)(1)(B)	Protection of public health, including research
40 U.S.C. 484(e)(3)(H)	Negotiated sales to public bodies for use for public purposes generally

If any public agency desires to develop a comprehensive and coordinated plan of use and procurement for this property, notice thereof in writing must be filed with the General Services Administration, Property Management and Disposal Service, (Address of Regional Office Applicable), before (time and date.) Such notice shall:

1. Disclose the contemplated use of the property;
2. Contain a citation of the applicable statute or statutes under which the public agency desires to procure the property;
3. Disclose the nature of the interest if an interest less than fee title to the property is contemplated;
4. State the length of time required to develop and submit a comprehensive and coordinated plan of use and procurement for the property (where a payment to the Government is required under the statute, include a statement as to whether funds are available and, if not, the period re-

quired to obtain funds); and

5. Give the reason for the time required to develop and submit a plan.

Any planning for an educational or public health use of property sought, to be acquired subject to a public benefit allowance must be coordinated with the Department of Health, Education, and Welfare, Division of Surplus Property Utilization, (address of regional office). An application form to acquire property for an educational or public health requirement, and instructions for the preparation and submission of an application may be obtained from that office. Application forms or instructions to acquire property for all other public use requirements may be obtained from General Services Administration, Property Management and Disposal Service, (address of regional office).

Any approval by the Department of Health, Education, and Welfare of an application to acquire the property for educational or public health purposes does not constitute final authorization of the transaction. The General Services Administration (or the disposal agency designated by GSA) will decide whether to assign the property to the Department of Health, Education, and Welfare for subsequent transfer for such purposes.

Upon receipt of such written notice, the public agency will be promptly informed concerning the period of time that will be allowed to develop a comprehensive and coordinated plan of use and procurement for the property. Such a plan of use will be the basis for subsequent determination by the Government as to whether the property is available for the proposed use and disposal thereof is authorized by applicable statutes and regulations.

In the absence of such written notice, or in the event a public use proposal is not approved, the regulations issued pursuant to authority contained in the Federal Property and Administrative Services Act of 1949, provide for offering the property for sale for its highest and best use.

Source: General Services Administration, Atlanta Regional Office

APPENDIX C

PROGRAM OF UTILIZATION

(For Public Park or Public Recreational Purposes)

Outline. The following information must be submitted under the above title and date line as a part of the offer:

a. Name of Offeror Agency and Representative

- (1) Legal name of prospective transferee
- (2) Name, title, and address of person having authority to consummate transaction as shown by attached certificate

b. Property Name and Location

- (1) Name and GSA Control Number of property
- (2) Location of property

c. Description of Property

- (1) Land
 - (a) Acreage
 - (b) Description by metes and bounds, accompanied by a map
- (2) Buildings, structures, and improvements--describe individually showing building number, designation such as "Barracks," "Water Tower," etc., and give dimensions and floor area
- (3) Utilities--show designation and description
- (4) Personal property--give complete listing

d. Program for Park or Recreational Uses

- (1) Proposed uses--playground, park, picnicking area, camping area, other
- (2) General development plan showing existing and proposed roads and the location and type of proposed recreation facilities on a drawing
- (3) Development time table and estimated cost of each scheduled facility

e. Proof of Need

State the need for additional park and recreational areas in the general vicinity as determined by: (a) existing areas and facilities; (b) plans and programs of recreation agencies for

expansion or development; (c) population distribution and trends; (d) social and economic conditions, and recreation habits; (e) analysis of park and recreation deficiencies in the area; and, (f) anticipated public visitation

f. Suitability

State the suitability of the property as determined by: (a) the physical characteristics such as topography, plant growth, scenic values, quality and quantity of water, geological features, and existing developments and improvements; (b) accessibility and location with respect to roads, streets, highways, and public transportation; (c) location with respect to population centers to be served; (d) climate; (e) objectionable features; (f) availability of utilities; (g) cost and extent of recreation development necessary; and, (h) amount of land needed for proper development. Attach a vicinity map locating the property in relation to nearest population center and road net.

g. Capability

Give a full statement of legal authority and ability to finance, operate, and maintain the property, including the source and amount of funds to be used for the development and operation of the property. Furnish complete information as to the adequacy of staff to be made available to develop and operate the project and the Offeror's recreational development and operations experience.

h. Statement Under Oath

The authorized official of the Applicant should state under oath that the facilities to be acquired will be used solely for the purposes set forth in this Program of Utilization.

Source: General Services Administration, Atlanta Regional Office

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