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## HANSCOM AIR FORCE BASE PRE-BRAC COMMUNITY ADVANCE PLANNING

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# 1 PURPOSE AND KEY FINDINGS

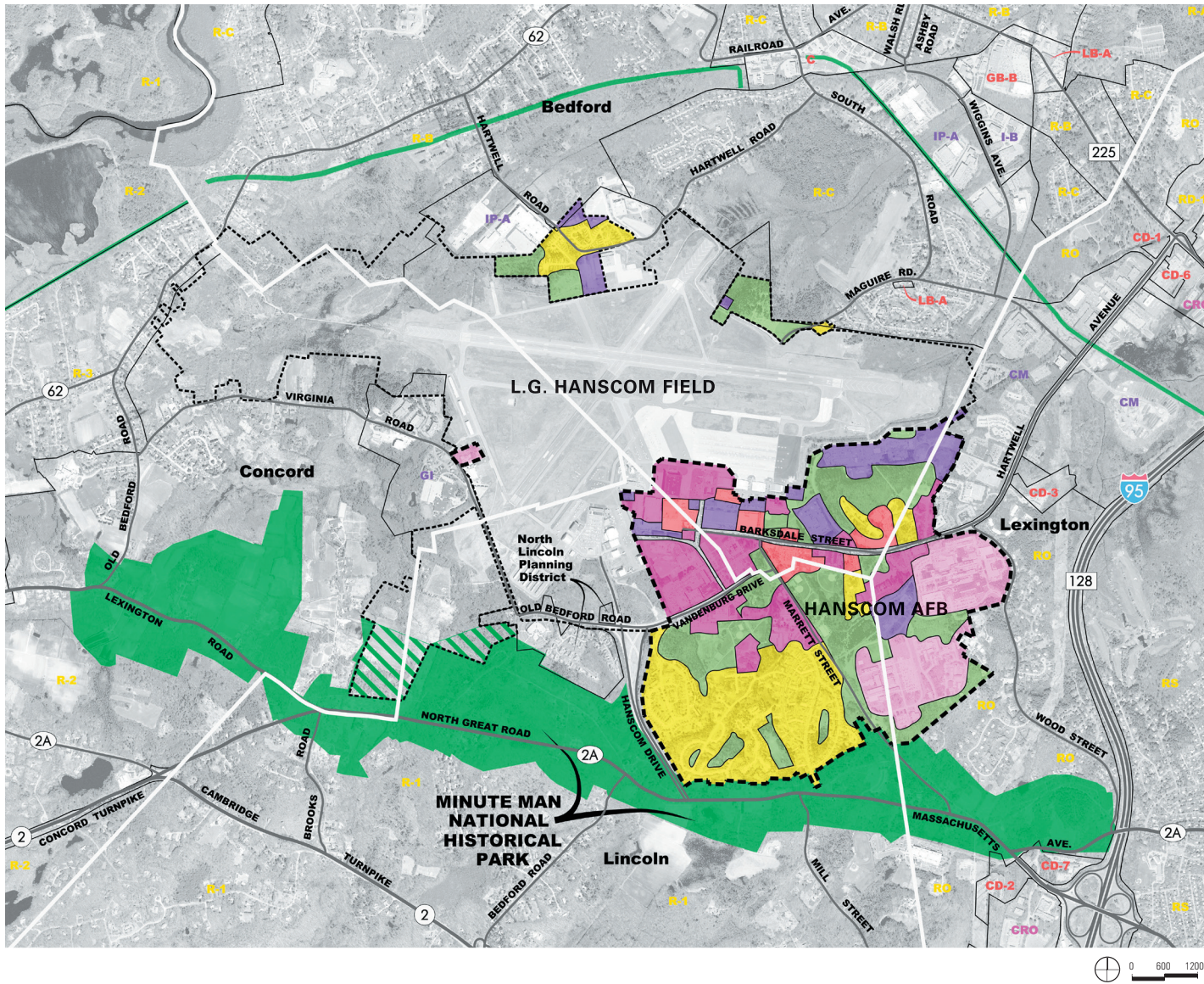
## A. PURPOSE OF THE GRANT

This planning study was conducted under a federal grant from the Department of Defense's Office of Economic Adjustment (OEA). The grant is available to communities within which a base is located. The chief purpose of the advance planning grants under the Base Realignment and Closure (BRAC) legislation and the OEA mission is to help communities understand and anticipate the array of economic, fiscal and governmental services impacts that are likely to occur under a base closure scenario, and to begin considering ways to respond to those changes.

While the project may include broad principles of desired base reuse, it is not the permitted purpose of this grant to conduct the detailed land use planning that will follow in the event of base closure. The OEA grant must focus on areas in active Air Force use. Planning for the Massport Civil Airport, while factored in as a major adjacent use and center of activity, cannot be within the primary area of study of this project.



Figure 1. Example of Community Recreation Paths



**Figure 2.**  
Zoning

- Housing
- Open Space
- Industrial
- Commercial
- Administrative
- Research and Development

**Bedford**

- R** Residence
- R-A** Residence A
- R-B** Residence B
- R-C** Residence C
- LB-A** Limited Business A
- GB-B** General Business B
- C** Commercial
- I-B** Industrial B
- IP-A** Industrial Park A

**Concord**

- R-1** Residence 1
- R-2** Residence 2
- R-3** Residence 3
- G1** General Industrial

**Lexington**

- RO** One Family Dwelling
- RS** One Family Dwelling
- RT** Two Family Dwelling
- RM** Multi-Family Dwelling
- CD-1** Planned Commercial
- RD** Planned Residential
- CM** Manufacturing
- CRO** Regional Office

**Lincoln**

- R-1** Single Family Residence

**Figure 3.**  
Existing Uses Identified on Aerial Photograph



The Town of Lincoln, on behalf of the four underlying towns—Bedford, Concord, Lexington and Lincoln, filed the grant application in August 2004. Further, the submission was offered under the auspices of the Hanscom Area Towns (HATS) intertown planning and monitoring effort. The HATS initiative dates from the 1980s when the towns came together principally around issues of the impact of Hanscom Field, as well as regional transportation planning. The initiative now encompasses a broader list of stakeholders and interested parties, and provides a forum and participation platform that is well established in the area.

## **B. BACKGROUND AND OVERVIEW OF THE PROJECT**

In May 1941, as the United States was considering entering World War II, the Massachusetts Legislature authorized the purchase of a large tract of farmland within the towns of Bedford, Lincoln, Concord, and Lexington for a Boston Auxiliary Airport. Funds to build the new airport were contributed by the federal government that, at this time, had appropriated \$40 million for 250 new civil airports across the United States that could serve for future national defense.

In 1973, flight activities at the airfield were ended, and Hanscom became largely high

technology Department of Defense installation. The airfield reverted to state control under Massport. The Air Force has retained the right to use the field.

Today, Hanscom Air Force Base is situated on approximately 810 acres (including 74 leased acres), and has, since 1992, been the headquarters to the Air Force's Electronic Systems Center (ESC), a command handling the broad spectrum of air defense command and control, intelligence, tracking, radar and surveillance and similar applications for defense and war scenarios. The base houses the 66th Air Base Wing, the MIT Lincoln Laboratories, as well as sections of the Air Force Research Laboratory and the MITRE Corporation.

With the concern that Hanscom Air Force Base may be identified in the 2005 BRAC announcement for future closing, the Town of Lincoln and HATS pursued this pre-BRAC grant. The primary goals of this study are three-fold:

- Planning-level assessment, using existing documents, data and plans, to identify in a general way the economic, fiscal, and administrative impacts likely to occur under a base closure scenario.
- Based on the assessment, to begin considering ways to respond to the findings, including broad-based concepts for future base reuse.
- Consideration of governance models to understand the potential disposition process and methodology.

### **C. STUDY PROCESS**

The study was structured around three public workshops that occurred in February, March and April 2005, with a summary workshop in May 2005 for planning board members. The three public meetings were chaired by HATS with members of the four communities, including selectmen, planning board representatives, town officials and staff, and representatives of community groups, state agencies, and representatives from the Air Force Base in attendance.

Each workshop began with a presentation from the consulting team followed by question and answer or break-out groups to discuss town and regional priorities. A more detailed summary of these meetings is found in the Appendix section of this report.

In addition to the workshops, the consultant team attended other meetings with civic groups and other organizations.

### **D. DEFENSE TECHNOLOGY INITIATIVE (DTI)**

It is recognized that there are intensive current efforts occurring in the public arena to keep Hanscom Air Force Base open and to expand its research role. These efforts are centered on the Massachusetts Defense Technology Initiative (DTI), a public/private partnership pursuing the goal of keeping Hanscom open and expanding its operations by means of aggressive political and capital investment initiatives. Keeping the base open is, unquestionably, the most desirable alternative in the array of outcomes. This project is intended, however, to better prepare the four communities in the event of closure in 2005 or later.

### **E. KEY FINDINGS**

A summary of key findings from land and building use, utility infrastructure, transportation, fiscal and governmental services and governance are as follows. Additional detail is provided in the subsequent chapters and in the Appendix.

**Figure 4.**  
Intersections in the Hanscom AFB area



- Excluding housing, there are approximately 166 major buildings on Hanscom Air Force Base. Of these buildings, approximately 100 are in good to excellent condition. ESC, Lincoln Lab, and other high-quality research and development space comprise approximately 1.5-1.7 million gross square feet.
- Housing on the base, approximately 850 units, is in the process of being privatized by the Air Force. In the event of closure, all housing units would likely be sold on 'open market.' All existing housing is within the boundaries of the Town of Lincoln.
- Existing infrastructure systems are reported in good condition and capacity on all systems exceeds current use. Currently, water is supplied through an agreement with the Town of Lexington. Sanitary sewer is provided through an agreement with the Town of Bedford. If the base were to close, inter-municipal agreements or special legislation for municipal services may be required.
- The base has identified several Installation Restoration Program (IRP) sites involving hazardous waste, and has begun modest clean-up efforts. A more detailed study of contamination would be required if the base were to close.
- Grade separation at the jughandle (intersection of Hartwell Avenue and State Routes 4 & 225) is a promising solution in the case of future traffic growth. Current intersections with the most traffic congestion include 2A/Bedford Road, 4 & 225/62, 2A/Cutoff.
- Future transportation demand management techniques, possibly building on existing transportation management organizations in the region, are likely to be necessary at some point of critical development mass in the future.



**Figure 5.**  
Base Plan

- With the parameters and assumptions as outlined in Chapter 3, the towns of Lexington, Bedford and Concord will experience minimal impacts with base closure. The Town of Lincoln will experience the greatest impacts with an estimated annual deficit of \$6.6 million under a reasonable land and building reuse scenario. However, traffic impacts from future growth under any development scenario do impact all of the underlying towns.
- A Local Redevelopment Authority (LRA) should be formed quickly, in order to gain control over allowable property disposition decisions as soon as possible, and to organize the towns into a functional whole around base closure. The LRA should have permitting authority.

# 2 EXISTING CONDITIONS

## A. LAND AND BUILDING USE

### Land Use

Hanscom Air Force Base includes 736 acres, with an additional 74 leased acres in south Bedford. Ten acres are under an enhanced lease agreement with Lincoln Labs. The base is bordered by the Minute Man National Historic Park (MMNHP) to the south, the Wood Street neighborhood and Hartwell Avenue business parks to the east, the Massport Civil Airport to the north, and the Virginia Road neighborhood to the west.

Over half of Base landholdings is within the Town of Lincoln (53 percent), with 23 percent in Lexington, 25 percent in Bedford, and less than 1 percent in Concord. Approximately 35 percent of the land within the base is devoted to employment. Thirty percent of the land is open space and active recreation, 25 percent is residential, 9 percent is community and retail, and 1 percent is airfield support services.

While each town does have underlying zoning for portions of the base within their boundaries, this zoning likely would be revisited in the event of base closure. Underlying zoning for the base is as follows:

- Lincoln: residential (single-family)
- Lexington: residential (single-family)
- Bedford: light industrial
- Concord: residential (single-family)

Within the site, there are approximately 28 acres of wetlands and 92 acres of unexcavated land. The topography on the base ranges from 98 feet to 354 feet, with 12 percent of the land (or approximately 88 acres) within slopes greater than 10 percent. Additionally, there are nine official Installation Restoration Program (IRP) sites. Of these sites, two fall under EPA lead, and three have groundwater and soil contamination by petroleum releases.

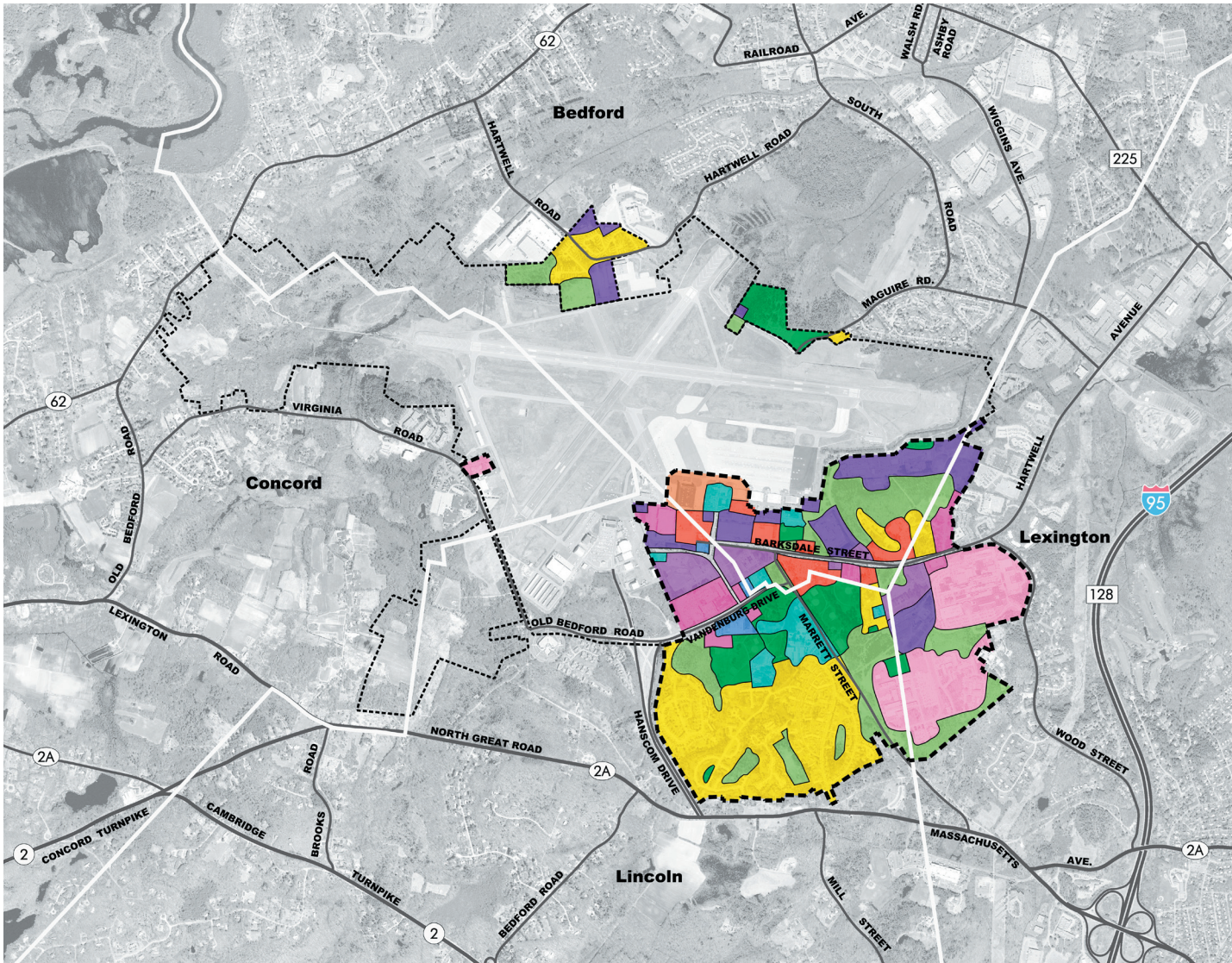
### Building Use

There are approximately 4.9 million square feet of buildings on base. There is an additional 500,000 square feet of annex buildings off base, and 200,000 square feet of space outside of Massachusetts that support the base. The types of buildings on base are similar to those found in a small community, ranging from housing to medical facilities to research and development to big-box retail to recreation.

The general allocation by building type is as follows:

**Table 1 - General Allocation by Building Type**

	<b>GSF</b>	<b>% OF TOTAL</b>
Community Support (primarily housing & recreation)	1,960,000	40%
R&D, Testing and Evaluation	1,900,000	39%
Administration	320,000	7%
Maintenance and Production	213,000	4%
Supply and Warehousing	181,000	4%
Operations and Training	172,000	4%
Medical	70,000	1%
Utilities and Grounds	22,000	<1%



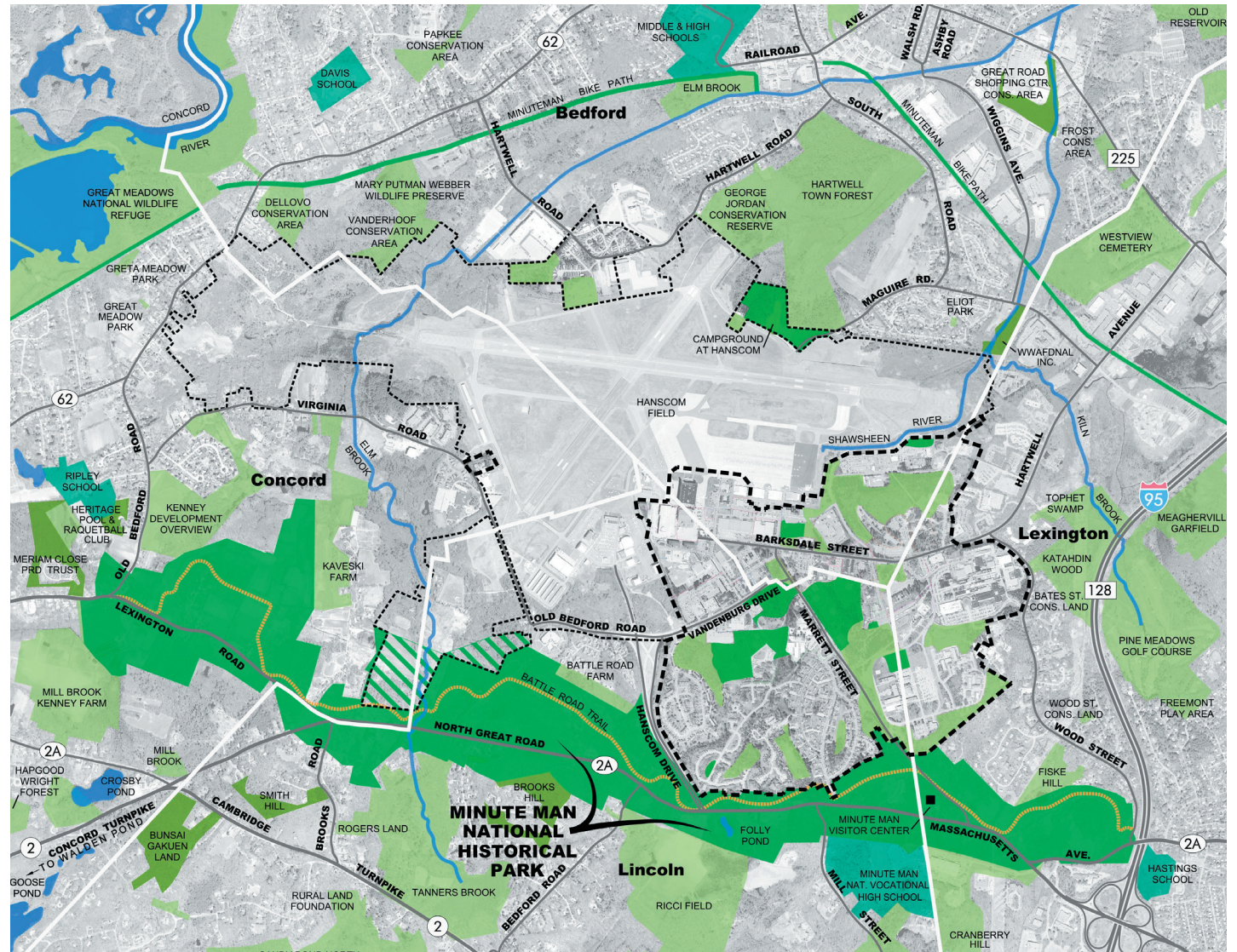
**Figure 6.**  
Land Use

- Housing
- Open Space
- Outdoor Recreation
- Institutional
- Medical
- Industrial
- Acquisition Management
- Commercial
- Administrative
- Research and Development
- Aircraft Operation



**Figure 7.**  
Cultural and Natural Resources

- Open Space
- Outdoor Recreation



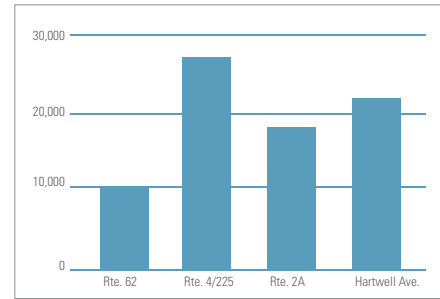
Sixty percent of the existing building area falls within the Town of Lincoln, including all residences (some short-term housing is within the boundaries of the Town of Bedford) and the primary buildings that comprise the ESC. The remaining 40 percent of building area is divided evenly between Lexington and Bedford. It is estimated that approximately 200,000-400,000 square feet of existing buildings throughout the base could be demolished under a reuse plan.

In 2002, as part of a national program, the Air Force entered into a draft agreement to redevelop the 850 units of housing currently on base. The impact of this redevelopment becomes a major factor when considering Base reuse scenarios as it takes housing out of Air Force control and transfers the burden of education and services from the Base to the surrounding communities.

## B. TRANSPORTATION

### Regional Context

Hanscom Air Force Base (HAFB) lies within a network of major state routes: Route 95/128 on the east, Route 2A on the south, Route 62 on the northwest and Route 4/225 on the northeast. Direct access to HAFB is currently limited to two gates: the Vandenburg Gate (Gate 1) from Hanscom Drive, and the Hartwell Gate (Gate 4) from Hartwell Avenue. Gate 3 (the MIT Gate) is also used for access between the Base and Lincoln Labs on Wood Street. Gate 2, the Marrett or Airport Road gate, was formerly used during peak weekday hours, but has been closed in the aftermath of September 11, 2001. Since its closure, the National Park Service has taken the position that its reopening would be deleterious to the Minute Man National Park. Because of the Park's particular sensitivity to traffic, the general policy under any future scenario will be to minimize net traffic gains on Rte. 2A, Battle Road.



**Figure 8.**  
Comparison of Weekday Traffic Volumes

### Traffic Conditions

Figures 8 and 9 show and compare average weekday traffic volumes on the major roads around HAFB.

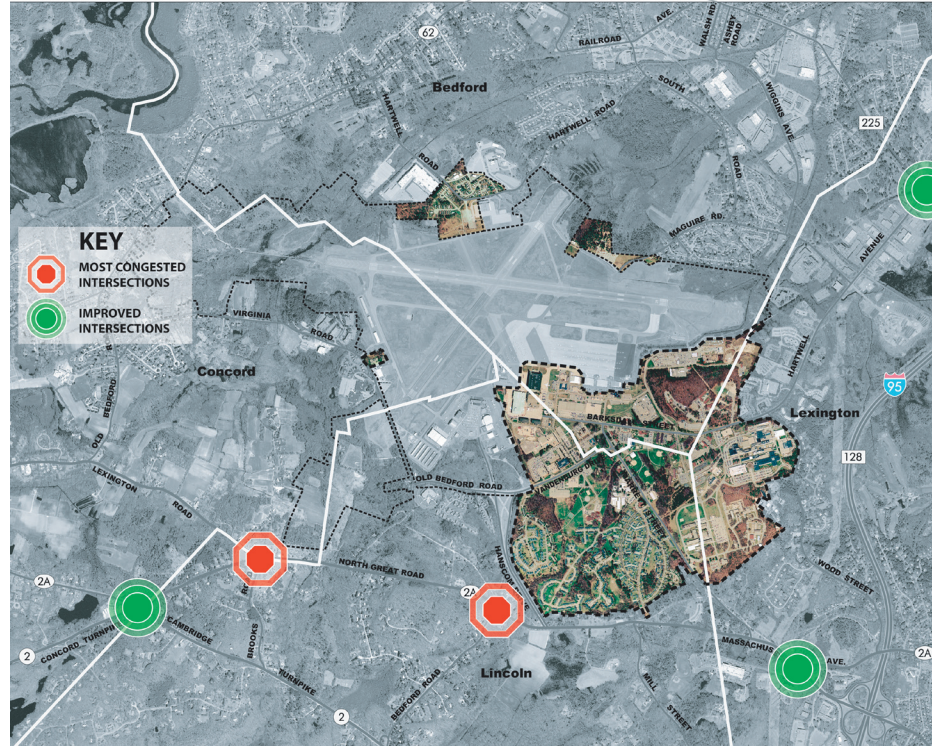
### Operational Level of Service

According to the 2002 draft of the 1997 edition of the 1995 Hanscom Field Generic Environmental Impact Report (GEIR) Update, a number of intersections in the HAFB area experience congestion during peak hours. Of those, the following intersections exhibit conditions in which one or more approaches fail (subjecting drivers to over 80 seconds of delay at signalized intersections or over 50 seconds delay at unsignalized intersections) in either the AM or PM peak hour.

- Rte. 2A / Bedford Rd.
- Rtes. 4 & 225 / Rte. 62
- Rte. 2A / Cutoff
- Rte. 62 / Hartwell Road
- Lexington Road / Old Bedford Road
- South Road / Hartwell Ave.

**Figure 9.**  
Average Weekday Traffic Volumes (2002)





◀ **Figure 10.**  
Existing Hanscom AFB Road Network

◀ **Figure 11.**  
Congested and Improved Intersections

The contribution of HAFB to regional traffic volumes is significant. Approximately 15 to 20 percent of PM peak-hour traffic on Rte. 2A west of Hanscom Drive, and 30 to 35 percent east of Hanscom Drive, is HAFB-generated. Figure 12 shows an estimate of the percentages of HAFB-generated traffic using local roads.

### *Programmed Improvements*

The regional roadway system is subject to improvement through a variety of projects:

- 2A/Mass Ave. and 2A/Old Mass. Ave.: signalization and widening (completed 2003)
- Crosby's Corner: grade separation (Routes 2 and 2A, in design)
- Hartwell/4 & 225: grade separation (if increased development at HAFB)

### *Onsite Transportation Conditions*

Figure 5 shows the existing roadway network at HAFB. At present, the base has:

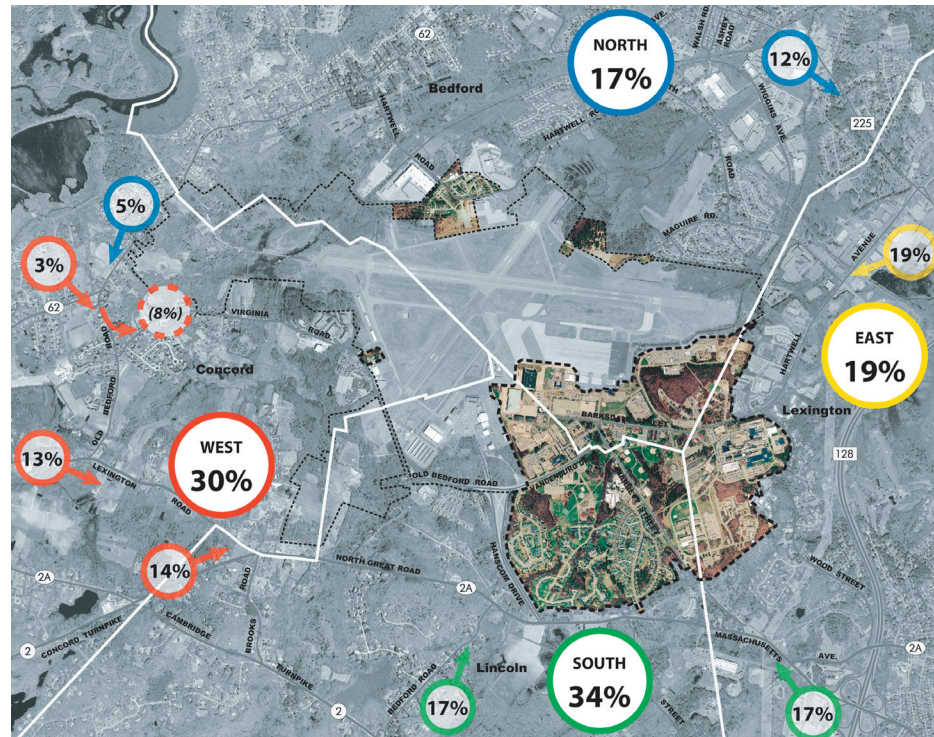
- 6,000 linear feet of roadway
- Parking capacity of approximately 4,000 cars

### **Transportation Demand Management & Existing Transit**

The Base currently employs the following transportation management techniques:

- Shuttle service to Concord Station
- Rideshare Program
- Bike to Work Day
- Two MBTA bus routes

**Figure 12.**  
Approximate Regional Distribution of  
HAFB-Generated Traffic Based on Hanscom  
Air Field Traffic (source: ESPR)



### C. INFRASTRUCTURE

The Base's utility demands are generally far below capacity and contractual agreements. Even while providing service to Massport, the water demand is at approximately 50 percent of the two million gallons per day allocated through an agreement with the Town of Lexington. And, the sewer allowance, also including Massport's needs, is estimated at under 50 percent of the 2.16 million gallons per day allocated through agreement with the Town of Bedford. All other providers (electric, gas and tel/data) appear to be able to provide more than adequate services. In addition, an existing onsite power plant

provides steam and chilled water for various facilities on the Base.

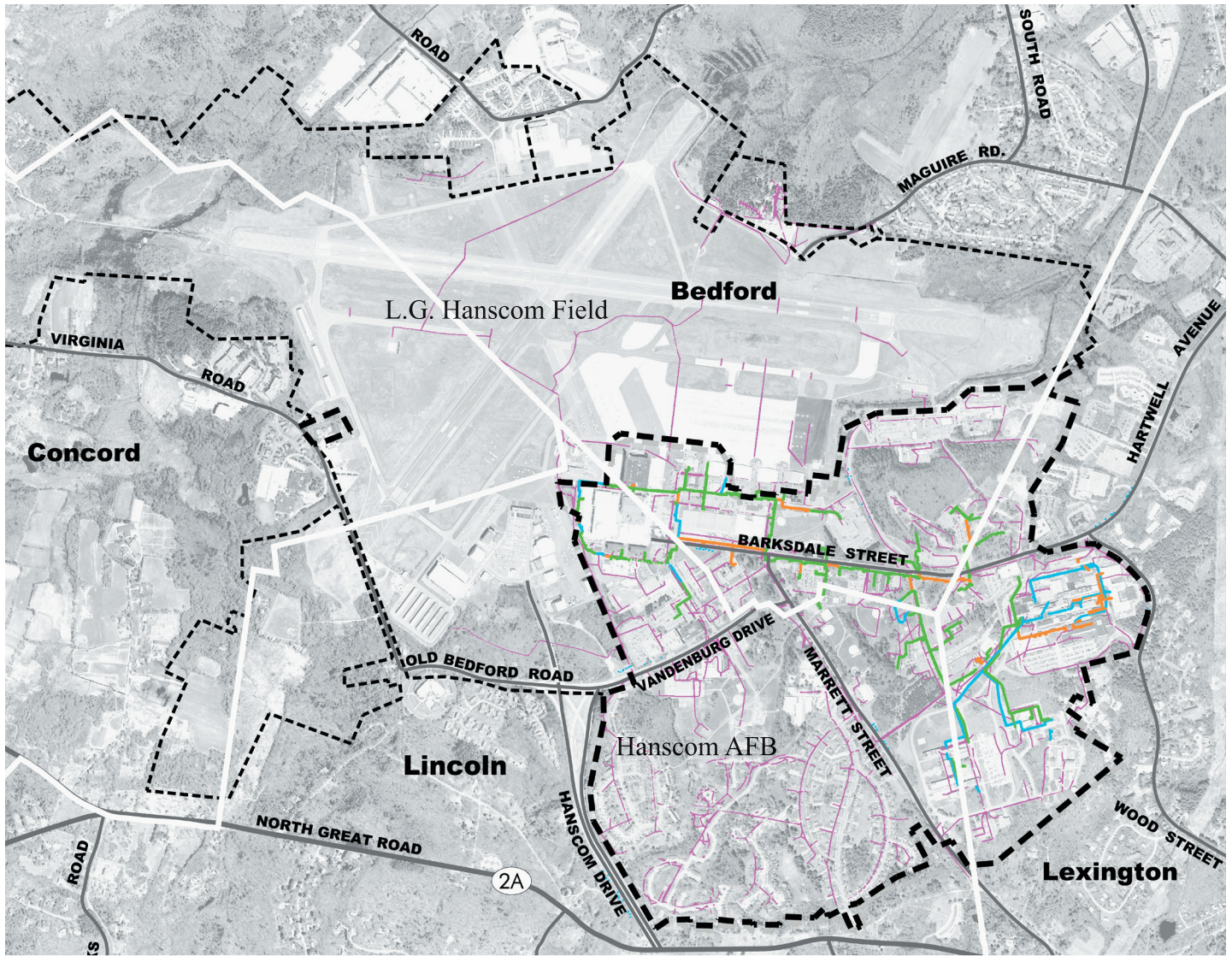
Stormwater is handled through a closed system located throughout the Base that primarily discharges to the Shawsheen River. Several Detention Basins have been created to fulfill requirements for water quality and quantity mitigation. There is a current NPDES Permit in place.

### D. ENVIRONMENTAL CLEAN-UP

The Base has several hazardous waste areas. There are five official Installation Restoration Program (IRP) clean-up sites, of

which two fall under the jurisdiction of the Environmental Protection Agency (EPA). Some sites have already been remediated through capping or were found to have no contamination through testing. Others have both groundwater and soil contamination. If the Base closes, it would be in the best interest of the LRA to administer the clean-up effort.

This section discusses two types of economic impacts that base closure might exert on its surrounding communities: employment impacts and fiscal burdens. The following discussions evaluate the likely impacts and factors that would shape these economic impacts.

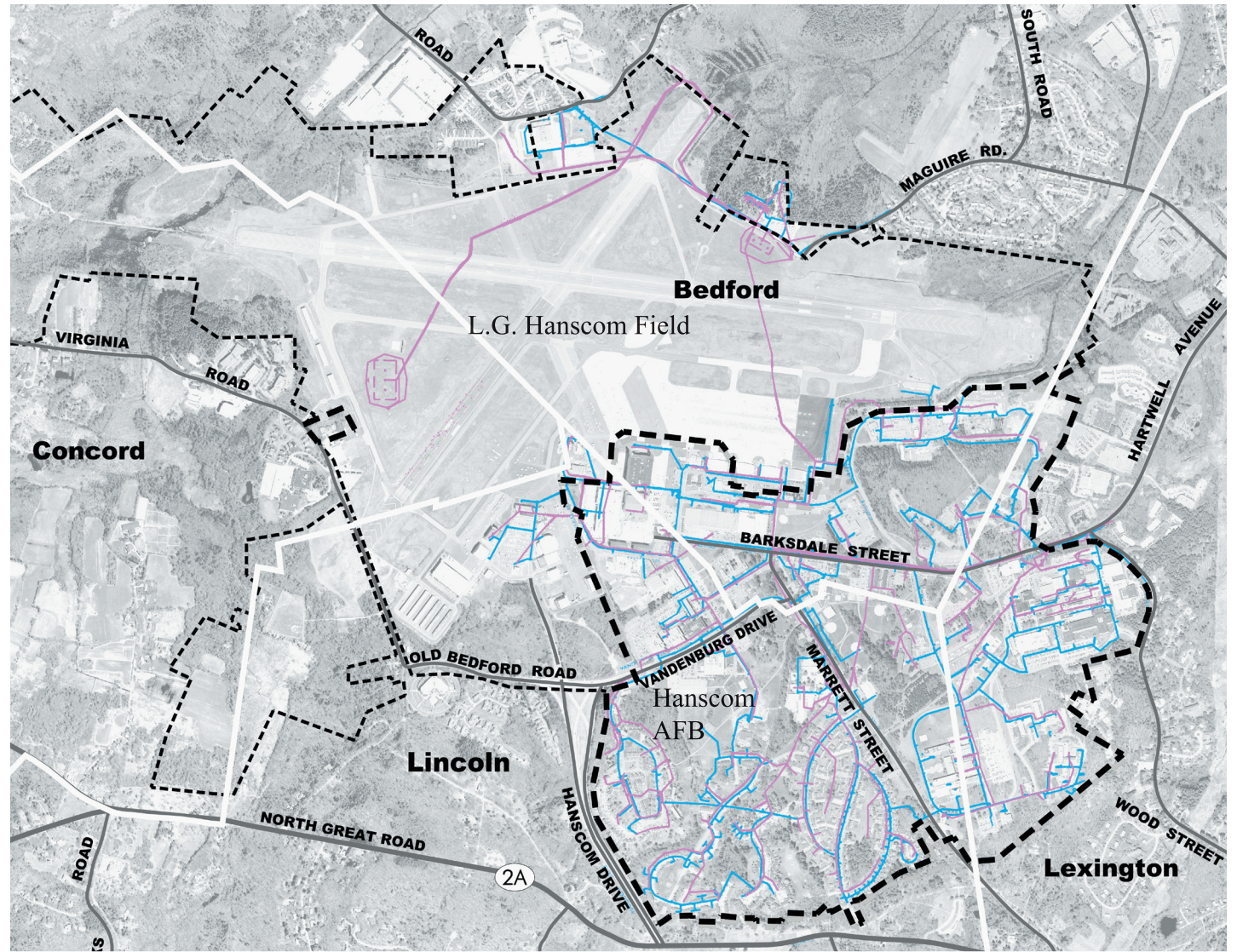


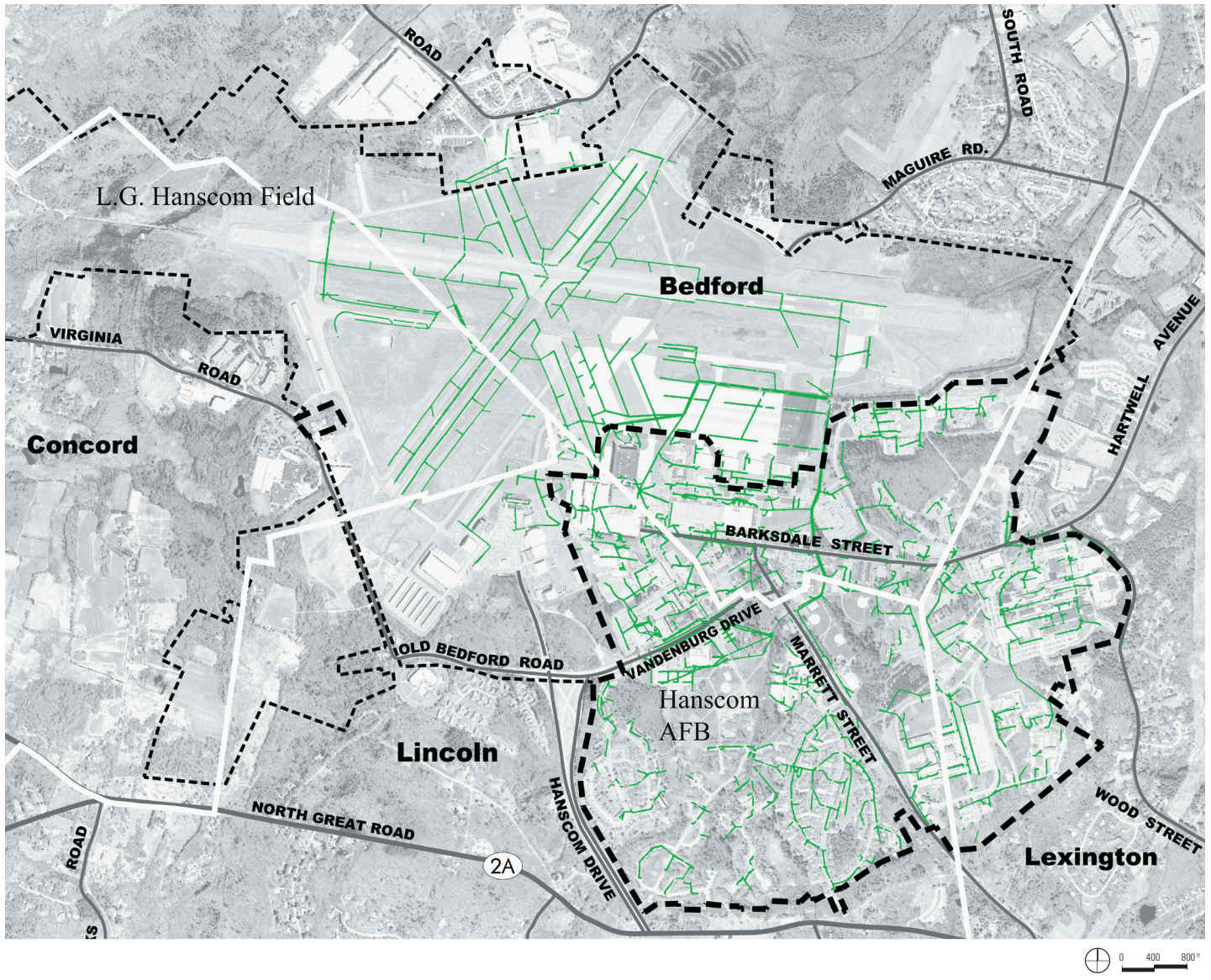
**Figure 13.**  
Existing Electric, Heating  
and Cooling Distribution Systems

- Electric
- Pressure Discharge & High Pressure Drip Lines
- Chilled Water Lines & Returns
- Administrative

**Figure 14.**  
Water and Sanitary Sewer

- Sanitary
- Water



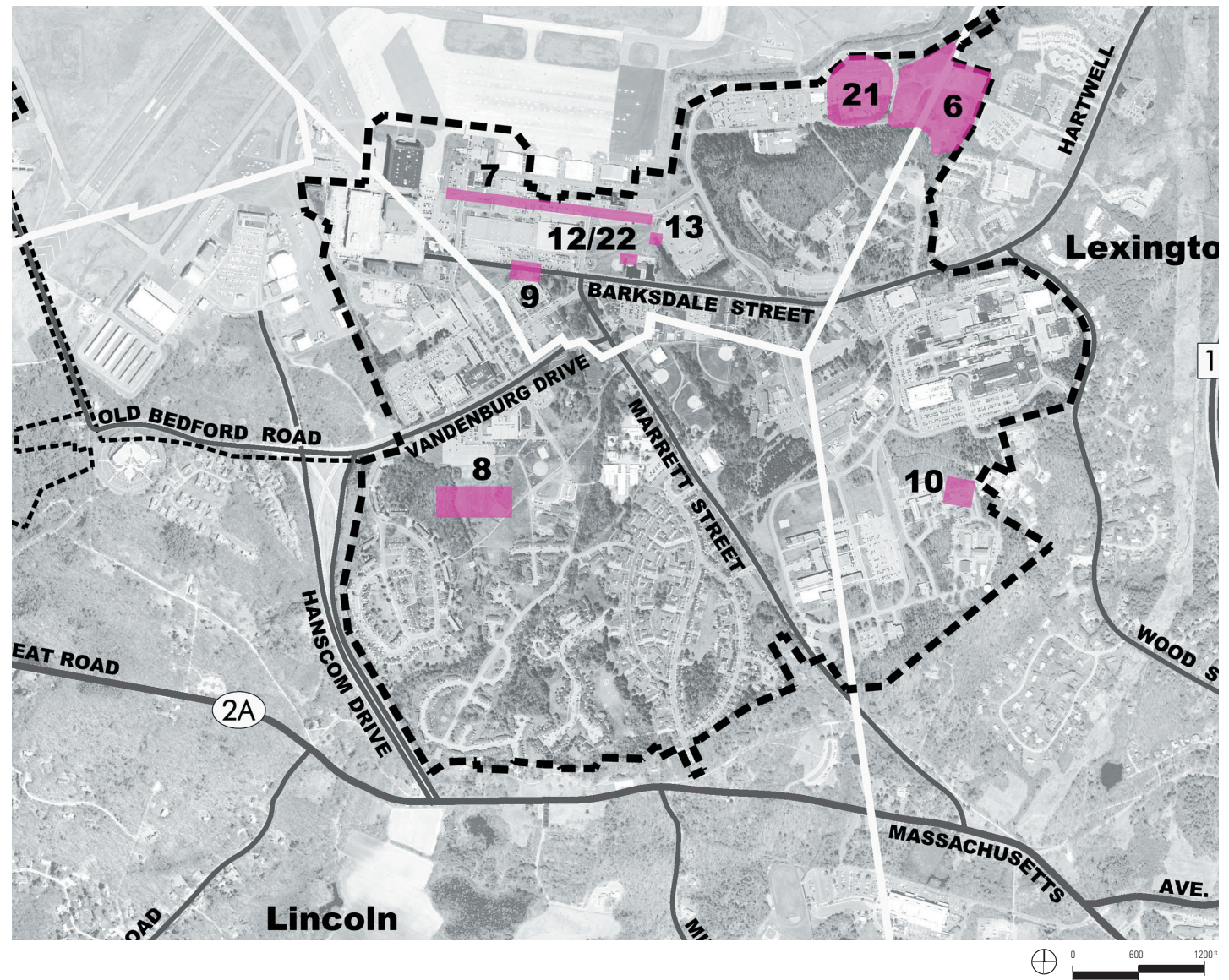


**Figure 15.**  
Stormwater

— Stormwater

**Figure 16.**  
Potential Base Cleanup

■ Installation Restoration Program (IRP) Sites





# 3 ECONOMIC CONDITIONS & IMPACTS

## A. EMPLOYMENT

### Scope of Discussion

In considering potential employment impacts in the communities around Hanscom AFB, the following considerations should be identified. First, job and contracting losses in any substantial closure scenario are a real and significant negative impact that should be of concern in the Hanscom area towns and beyond. It is unlikely that jobs would be eliminated immediately, and more likely to be a gradual, non-linear pattern of employment reduction.

Second, in gauging impact, there is an important distinction to be made between the value of Hanscom-awarded contracts and on-base job losses. In recent years, nearly one dollar in four of Hanscom contractual value (\$800 million of \$3.3 billion) was awarded to Massachusetts firms, and a total of three contract dollars in four went to contracts that were not in close proximity to the base. For these reasons, the emphasis in this analysis is on employment, situated at Hanscom (i.e., direct job

losses). The future status of jobs at the base depends, in turn, on the approach and details of various reuse scenarios.

### Existing On-Base Employment

Hanscom AFB serves as the headquarters for the United States Air Force's Electronic Systems Center (ESC). ESC's mission is to develop command, control, communications, computer, intelligence, surveillance and reconnaissance (C4ISR) technologies for military use. In pursuing this mission, ESC serves as manager of civilian contractors, ESC tasks involve the identification of military electronic system needs, solicitation of contractors, and procurement and management of contracts for the design, development and testing of targeted electronic systems.

In supporting its operations, ESC also provides or arranges various services, including, without limitation, property management, base security, and a full range of municipal services for the base community.

The following exhibit summarizes the foregoing employment outlooks. While this document does not forecast base reuse scenarios, this summary simply shows the general extent and character of job losses that would be likely to occur under a range of closure scenarios.

In these functions, in the most recent year for which data are available (FY 2003), the base reports that it supported approximately 10,000 employees. These fall within the following categories:

- Active Military: Base employees include approximately 1,550 uniformed, active military personnel. These include roughly 1,000 officers and 550 enlisted personnel.
- Military Reserves / Guardsmen: In addition to active duty personnel, 300 National Guardsmen and Reservists maintain employment locations at Hanscom.

**Table 2 - Hanscom AFB On-Base Employment, FY 2003**

	<b>EMPLOYEES</b>
Total Assigned Strength	10,000
Military Subtotal	1,850
Officer	1,000
Enlisted	550
Guardsmen/Reserves	300
Civilian Subtotal	8,200
Military Employees	1,800
Private Business on Base	2,000
Private Contractors	
Lincoln Lab	2,550
MITRE	1,850

- **Civilian Military Employees:** Approximately 1,800 civilians employed by the Air Force occupy a variety of positions, including many of the community service and base governance positions. These figures also include roughly 300 civilians administering government operations such as the Base Exchange (grocery store) and lodging facility.
- **Private Business:** Such businesses include the various services—food service, retailers (other than the Base Exchange), entertainment—and other private businesses serving the base community by means of contractual agreement.
- **Private Contractors:** In general, this category encompasses the recipients of ESC contracts involving research, development and testing of electronic technologies in furtherance of ESC’s mission. On-base employment in this category includes employees of Lincoln Laboratories (while officially located

outside Base boundaries, these are included among “on-base” employment figures) and MITRE, another nonprofit contractor maintaining its official office locations in Bedford. While this combined Lincoln Lab/MITRE employment number has fluctuated in recent years, ESC has reported roughly 4,400 to 4,500 employees on the Hanscom base.

**Theoretical On-Base Employment Scenarios**

A base closure could affect these various types of workers in different ways. The character of the subsequent reuse of the base would determine these impacts. While this document rests on no specific assumed reuse scenario, for the purposes of discussion one can project general scenarios:

- **USAF Realignment:** Under this scenario, the base would close as a federal/military community, but ESC would continue to pursue its defense contracting functions, occupying base office and laboratory properties.

**Table 3 - ESC Contract Awards**

	<b>TOTAL</b>	<b>MA BASED</b>	
		<b>\$</b>	<b>PER-CENT</b>
Contract Recipients	3,300.00	800.00	24.2%
Large Business	2,300.00	96.30	4.2%
Contract Recipients	120.00	13.90	11.6%
Military Subtotal	820.00	688.40	84%
Contract Recipients	160.00	0.20	0.1%

- **Private Sector Reuse:** In this scenario, ESC would relocate elsewhere, and base properties would be occupied and redeveloped by the private sector. Again, the base would cease to function as a self-governed community, but the property would most likely support a broad range of office, laboratory, retail, healthcare, industrial and other uses.
- **No Reuse:** This represents an extreme and unlikely worst-case scenario wherein no public or private entity finds the base suitable for use or redevelopment. Privatized housing and public facilities (e.g., school, public safety) would represent the only envisioned uses under this scenario.

The following discusses employment impacts in the various employment categories under each of these scenarios.

**Active Military**

Active military jobs would be lost under either the “No Reuse” and “Private Sector” scenarios. These personnel, however,

**Table 4 - Theoretical Job Loss Scenarios and Outlooks**

	USAF RE-ALIGNMENT	PRIVATE OFFICE/LAB	NO REUSE
Military Officer (1,000 jobs)	1-2	5	5
Military Enlisted (550 jobs)	3-4	5	5
Civilian AF Employee (1,800 jobs)	5	5	5
Private Bus. on base (2,000 jobs)	3	3	4
Lincoln Labs (2,550 jobs)	1	1	1
MITRE (1,850 jobs)	1	1-3	1-3

1 - No job loss or minimal job loss  
 2 - Limited job loss  
 3 - Uncertain or moderate job loss  
 4 - Most jobs lost  
 5 - Total job loss

would in many cases be relocated to other Air Force locations, and would not represent primary net job losses in the base-area communities.

Under the “USAF Realignment” scenario, military jobs relating to base governance and services would be lost. In general, these losses would fall primarily upon enlisted personnel. Many military jobs involved in activities directly related to ESC’s mission, however, would be retained.

**Civilian Military Employees**

Many of these workers are involved in base support activities involving community governance, air force morale and services. Under any closure scenario, the base would cease to operate as its own community, and these 1,800 jobs would be eliminated.

**Private Business**

Private businesses include healthcare providers, retailers (excluding base exchange and lodging workers conducting federal operations), and others. Under the “No Re-

use” scenario, the demand for such services would be limited—generated primarily by the 850 civilian households remaining on the base. Under the other scenarios, however, reuse would involve substantial levels of business activity on the grounds of the current base. Depending on the character and intensity of future land use, such as commercial/industrial uses—along with the privatized base housing—would continue to support some level of private business.

**Private Contractors**

Among Lincoln Lab and MITRE workers employed on base, it is likely that a portion of these workers would be able to retain their jobs for a period of time, in the event of a base closure.

This finding is derived from an understanding of ESC contracting patterns. As noted previously, more than 75 percent of contract dollars obligated in a recent year were awarded to contractors located outside of Massachusetts. Among the \$800 million received by in-state contractors,

\$688 million (84 percent) was awarded to nonprofit entities. These included Lincoln Laboratories (\$498 million), MITRE (\$187 million) and Boston College (\$3 million).

MITRE officials have indicated that the extent of potential relocations is unknown. At the same time, it should be noted that MITRE, in late 2004, opened a 96,000 square foot, \$32.8 million office/lab building at its Bedford campus. More fundamentally, MITRE, like Lincoln Labs, originated as an affiliate of the Massachusetts Institute of Technology and continues to derive its intellectual capital not from ESC, but rather from the Boston metropolitan area pool of high-skill, scientific/technological labor.

**Summary**

The following exhibit summarizes the foregoing employment outlooks. While this document does not forecast base reuse scenarios, this summary simply shows the general extent and character of job losses that would likely occur over time, under a range of scenarios.

## **B. FISCAL IMPACTS**

This section describes projected fiscal impacts of a potential base closure on each of the individual Hanscom-area towns. The section begins with a description of the basic methodology used, and then summarizes impacts for each of the individual towns.

### **Methodology & Key Assumptions**

In projecting fiscal impacts, the analysis rests on the following key assumptions:

#### *Housing Privatization*

Regardless of BRAC outcomes, Hanscom's base housing could be transferred to a private entity for redevelopment and management. The possible agreement between the Air Force and a private developer, American Eagle, would involve 850 dwelling units. In the assumed event of a base closure, the base's redeveloped housing will be available for sale (or lease) on the private real estate market.

#### *Municipal Benefits & Burdens*

Municipal benefits and burdens will be allocated in accordance with existing jurisdictional boundaries. Thus, upon closure of Hanscom AFB, the town boundaries will determine the political jurisdiction of each property on the base.

#### *Public Education & School Enrollment*

Since all of the Base housing is located within Town of Lincoln boundaries, consistent with the previous assumption, under this scenario Lincoln must provide public education for these households. Under current arrangements, base children in grades K-8 attend Lincoln-administered (and federally funded through a reimbursement agreement) public schools located on the base; base high school students attend Bedford High School. Under a base closure scenario, Lincoln would lose its federal reimbursements, and would assume responsibility for public education for high school as well as K-8 students, unless other arrangements could be made to mitigate some of these burdens.

### Reuse Scenarios

No reuse plans currently exist. The Defense Technology Initiative (DTI), the state’s public/private partnership, has created a development and expansion scenario based upon retention of the military at Hanscom, rather than closure. Absent knowledge and expectations regarding the future continued use, demolition, renovation, reconfiguration, and reuse of existing properties, this “baseline” scenario projects property values and revenues under each of two reuse scenarios. The first assumes no reuse of base property. Under this extreme scenario, real estate tax revenues are calculated based on the value of underlying land only. The second scenario assumes a “reasonable reuse” scenario, wherein existing buildings that satisfy thresholds for size and condition (see below for further discussion) are valued as office/lab buildings; revenues for other properties are calculated based on land values only.

**Table 5 - Estimated Real Estate Tax Revenues, “No Reuse” Scenario**

<b>RESIDENTIAL HOME VALUES</b>	<b>BEDFORD</b>	<b>LEXINGTON</b>	<b>LINCOLN</b>
Number of Units	0	0	850
Estimated Value Per Unit	\$0	\$0	\$600,000
<b>Total Residential Value</b>	<b>\$0</b>	<b>\$0</b>	<b>\$510,000,000</b>
Local Residential Tax/\$1,000 Assessed Value	\$11.18	\$11.34	\$9.09
<b>New Residential Revenue</b>	<b>\$0</b>	<b>\$0</b>	<b>\$4,635,900</b>
<b>COMMERCIAL/INDUSTRIAL LAND VALUE</b>	<b>BEDFORD</b>	<b>LEXINGTON</b>	<b>LINCOLN</b>
Land Acres	141	122	172
Land Square Footage	6,153,600	5,335,867	7,483,875
Estimated Land Value per Square Foot	\$7.05	\$7.05	\$7.05
Total Value of Commercial / Industrial Land	\$43,382,880	\$37,617,860	\$52,761,319
Local C/I Tax/\$1,000 Assessed Value	\$25.42	\$22.96	\$10.51
<b>New Commercial / Industrial Revenue Exclusive of Buildings</b>	<b>\$1,102,793</b>	<b>\$863,706</b>	<b>\$554,521</b>
<b>TOTAL NEW REVENUES</b>	<b>\$1,102,793</b>	<b>\$863,706</b>	<b>\$5,190,421</b>

### Concord Impacts

Concord land in Hanscom is 3.27 acres, or less than one percent of the land on the base. The single building on the base within Concord’s boundaries would not likely be retained for reuse under the “reasonable reuse” scenario. Therefore, Concord’s revenue impacts would be negligible. In regard to expenses, Concord would not assume responsibilities for any new public streets or households. While these considerations do not preclude significant impacts arising under potential reuse plan scenarios, the baseline analyses herein omit separate analyses of Concord, which would sustain negligible fiscal impacts.

**Table 6 - Estimated Real Estate Tax Revenues, "Reasonable Reuse" Scenario**

	<b>BEDFORD</b>	<b>LEXINGTON</b>	<b>LINCOLN</b>
Total New Revenues under "No Reuse" Scenario	\$1,102,793	\$863,706	\$5,190,421
Retained Commercial/Industrial Building Value			
Building Square Footage	561,780	450,339	761,748
Estimated Building Value per Square Foot	\$115	\$110	\$133
Total Value of Retained Commercial / Industrial Buildings	\$64,700,000	\$49,400,000	\$101,300,000
Local C/I Tax/\$1,000 Assessed Value	\$25.42	\$22.96	\$10.51
New Commercial / Industrial Revenue from Retained Buildings	\$1,644,674	\$1,134,224	\$1,064,663
<b>TOTAL NEW REVENUES UNDER "REASONABLE REUSE"</b>	<b>\$2,747,467</b>	<b>\$1,997,930</b>	<b>\$6,255,084</b>

## Revenues

### Real Estate Tax Revenues

In the event of a base closure, base property transferred to private ownership would provide new sources of real estate tax revenue to the local towns. Revenues would flow from residential as well as commercial/industrial property, although the net impact of these uses could vary significantly. This section presents estimates of each municipality's annual real estate tax revenues. The following assumptions and steps were applied in deriving these estimates:

- Estimated square footages of the base's existing buildings and land were derived from multiple data sources.
- Both a sales comparison approach as well as an income approach to valuation were applied in estimating real estate values.

- Residential real estate was valued based on a plan for 850 redeveloped private homes in the Town of Lincoln.
- Each building's suitability for reuse was analyzed considering minimum size thresholds as well as reports on property conditions contained in the Recommended Right-Sizing Plan: Hanscom AFB, Massachusetts (June 2002) report. Then, for buildings likely to be reused, values were assigned for the building as well as its underlying land; for buildings likely to be demolished only the land was valued.
- Each town's prevailing assessment policies and tax rates were then applied to each property.

As noted above, potential real estate tax revenue has been estimated for each of two reuse scenarios. The first assumes no reuse of base property. Under this ex-

treme (and unlikely) scenario, all existing commercial/industrial buildings are considered unusable; real estate tax revenues are derived from (1) commercial/industrial land and (2) 850 private homes (all located in Lincoln). Projected real estate values and tax revenues under this "no reuse" scenario are summarized below.

The second scenario assumes "reasonable reuse," wherein existing buildings that satisfy requirements for size and condition are valued as office/lab buildings with continuing operations. As such, in addition to the residential real estate and commercial/industrial land mentioned above, the reasonable reuse scenario includes a third source of real estate tax revenue associated with retained commercial/industrial buildings. The definition for estimating economic impacts should not be construed to represent the three reuse scenarios.

**Table 7 - Personal Property Tax Revenues**

Number of Housing Units	850
Number of Cars per Unit	2
Average Value of Each Car for Tax Purposes	\$7,000
Total Value of Personal Property	\$11,900,000
Local Excise Tax / \$1,000 Value	\$25.00
New Personal Property Revenue	\$297,500

The base currently contains approximately 2.3 million square feet of commercial and industrial buildings. Of this total, roughly 1.7 million square feet, or 78 percent, are reusable, under a broad assumption that these structures might reasonably have market value in terms of their spatial configuration and condition. Under the reasonable reuse scenario it is assumed that these buildings would generate further tax revenues. Projected real estate values and tax revenues under the reasonable reuse scenario are summarized below.

**Personal Property Tax Revenues**

In addition to real estate tax revenues, the addition of 850 taxpaying households would also generate personal property taxes. These are derived from the Town of Lincoln’s automobile excise tax. Calculations are based on assumptions of 2 vehicles per residence at an average assessed

**Table 8 - Summary of Total Real Estate and Personal Property Tax Revenues**

“NO REUSE” SCENARIO	BEDFORD	LEXINGTON	LINCOLN
New Real Estate Revenues	\$1,102,793	\$863,706	\$5,190,421
New Personal Property Revenue	\$0	\$0	\$297,500
Aggregate Tax Revenues	\$1,102,793	\$863,706	\$5,487,921
“REASONABLE REUSE” SCENARIO			
New Real Estate Revenues	\$2,747,467	\$1,997,930	\$6,255,084
New Personal Property Revenue	\$0	\$0	\$297,500
Aggregate Tax Revenues	\$2,747,467	\$1,997,930	\$6,552,584

value (for tax purposes) of \$7,000. For residential uses in Lincoln, the estimated annual personal property tax revenue is \$297,500.

**Aggregate Tax Revenues**

Aggregating the various revenues discussed above, the combined real estate and personal property tax revenues for each town are shown as follows.

**Expenses**

As an initial matter, the exhibit below presents a general understanding of some of the basic changes that would incur new expenses in each of the Hanscom-area towns. As discussed previously, Concord would gain no new households and no new public roads, but would gain 3.27 acres of former military land area. Therefore, this analysis does not include further detailed evaluations of fiscal impacts on Concord.

Among the other towns, Lincoln would experience by far the greatest physical impact. Lincoln alone would have to absorb—and service—a gain of nearly 44 percent in households. Also, Lincoln would assume new responsibilities for 6.4 additional road miles—a 10.6 percent increase over its existing mileage—and 384 additional acres—a 4.2 percent over existing acreage. In comparison, Bedford and Lexington would absorb relatively small increases in road mileage (4.4 percent and 2.3 percent, respectively) and land area (2.1 and 1.6 percent).

In projecting new expenses, the analysis begins with an understanding of the current municipal budget(s). In reviewing recent budgets, this analysis focuses on general fund expenditures, excluding costs incurred by enterprise funds and other such insulated accounts. In general, Bedford, Lexington and Lincoln maintain

roughly comparable expense/household ratios, ranging from \$10,800 to \$11,600 per household. In all cases, public education costs comprise the largest budget category, accounting for roughly half – 46 to 56 percent – of the total budget. Other substantial categories include public safety (7 to 11 percent), community services/public works (5 to 17 percent) and debt service (7 to 11.5 percent) and miscellaneous (7 to 14.5 percent).

In projecting approximate impacts of base closure on these budgets, the analytical steps included:

- Identification of expense categories in which costs are likely to vary;
- Identification and analysis of the factors driving new (or reduced) expenses; and
- Application of change factors to baseline expenses.

### Net Fiscal Impacts

Summarizing the preceding findings regarding revenue and expense impacts, Table 11 compares these impacts and presents a summary of net fiscal impacts for the Hanscom-area towns, separately and collectively.

It is important to understand that any projections of net revenue burdens from closure are discussed purely for general planning purposes, in order to illustrate relative revenue needs by town under one set of assumptions. As such, the figures should be read as broad indicators of comparative fiscal impacts in each of the four towns, rather than as detailed and exact redevelopment scenarios.

As shown, the collective towns would sustain a net fiscal expense increase of \$3.5 million, but Lincoln by itself would carry a burden of \$6.6 million in net new expenses. In contrast, both Bedford and Lexington would derive positive, but relatively minor, net revenue increases.

**Table 9 - Changes Resulting from Hanscom Closure**

HOUSEHOLDS	BEDFORD	CONCORD	LEXINGTON	LINCOLN
Existing (2000, excl. Hanscom)	4,621	5,948	11,110	1,940
Closure Impact	0	0	0	850
Sub Total	4,621	5,948	11,110	2,790
Increase	0%	0%	0%	43.8%

ROAD MILES				
Existing	65.5	104	139	60
Closure Impact	2.9	0.0	3.2	6.4
Sub Total	68.4	104	142.2	66.4
Increase	4.4%	0%	2.3%	10.6%

LAND AREA				
Existing (excl. Hanscom)	8,632	16,507	10,481	9,216
Closure Impact	182	3	169	385
Sub Total	8,814	16,510	10,650	9,601
Increase	2.1%	0%	1.6%	4.2%

**Table 10** - Summary of General Fund Expenditures: Bedford, Lexington, Lincoln (Fiscal Year 2005)

CATEGORY	BEDFORD		LEXINGTON		LINCOLN	
General Government	\$2,664,676	5.0%	\$3,083,820	2.6%	\$1,982,488	9.0%
Public Safety	\$4,259,337	7.9%	\$8,274,067	6.9%	\$2,406,721	10.9%
Education	\$24,716,013	46.0%	\$67,285,942	56.0%	\$10,511,875	47.8%
Community Services / Public Works	\$8,242,272	15.4%	\$20,213,177	16.8%	\$1,105,954	5.0%
Human/Social Services	\$754,198	1.4%	\$397,682	0.3%	\$131,226	0.6%
Culture and Recreation	\$1,199,425	2.2%	\$3,094,527	2.6%	\$1,065,686	4.8%
Debt Service	\$6,147,507	11.5%	\$9,662,267	8.0%	\$1,608,945	7.3%
Miscellaneous	\$5,694,850	10.6%	\$8,241,561	6.9%	\$3,179,163	14.5%
<b>TOTAL (OPERATING)</b>	<b>\$53,678,278</b>	<b>100%</b>	<b>\$120,253,043</b>	<b>100%</b>	<b>\$21,992,058</b>	<b>100%</b>
<b>PER HOUSEHOLD</b>	<b>\$11,616</b>		<b>\$10,824</b>		<b>\$11,336.11</b>	

**Table 11** - Summary of Net Revenue (Expense) Impacts for Hanscom-Area Towns

	BEDFORD	LEXINGTON	LINCOLN	COLLECTIVE
Current Gen. Fun Expense	\$53.7	\$120.3	\$22.0	\$195.90
Expense Increase	\$0.6	\$0.8	\$13.8	\$15.2
percent	1.1%	0.6%	62.8%	7.8%
Revenue Increase	\$0.9	\$0.8	\$6.2	\$7.9
Net Revenue Loss (No Reuse)	\$0.3	\$0.1	(\$7.6)	(\$7.3)
Additional Revenues (retained C/I bldgs.)	\$1.6	\$1.1	\$1.1	\$3.8
New Revenue Gain (Loss)	\$2.0	\$1.1	(\$6.6)	(\$3.5)



**Figure 17.**  
Mix of Existing and Potential Uses

# 4 REUSE PRINCIPLES & REUSE CONCEPTS

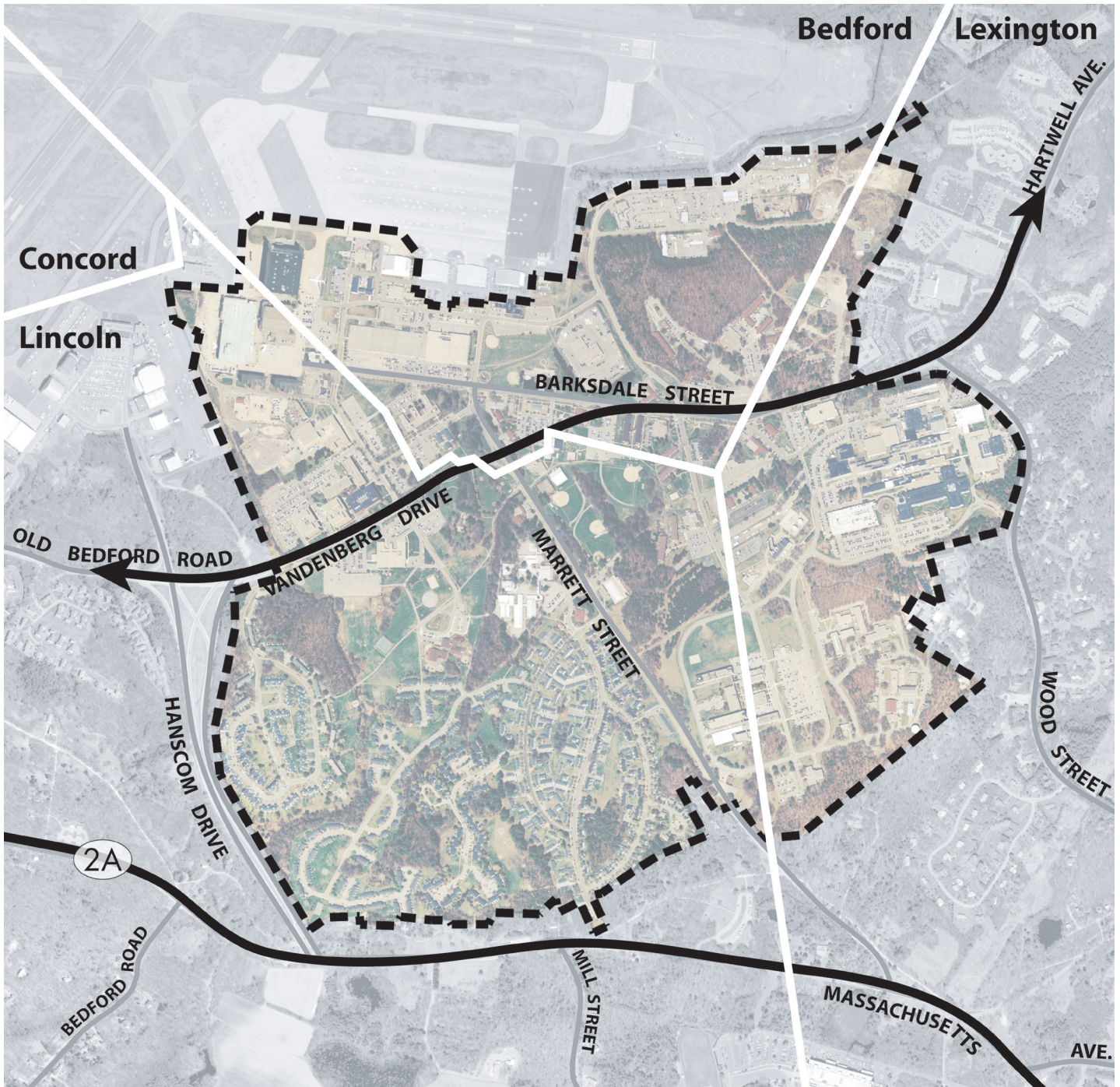
The adaptation of Hanscom Air Force Base into a mixed-use community forges the base's existing assets and uses into a cohesive community for living, working, and innovating.

During the three public worksessions, a series of reuse principles were identified. These principles reflect broad redevelopment ideas and land use guidelines to support a future detailed reuse planning process. Once identified, the reuse principles were coupled with existing assets on the base as important first steps in forming the reuse concepts.

The planning ideas also are an extension of previous efforts, including the Hanscom Area Towns (HATS) Charrette in 1999 and supporting planning documents, the 2000 Environmental Status and Planning Report, the Hanscom General Plan in 1998, the Defense Technology Initiative in 2004, the MAGIC regional transportation study, and other landmark planning documents as listed in the Appendix.



**Figure 18.** Example of Mixed-Use Center (Mashpee Commons)



**Figure 19.**  
Realigned Road through Hanscom

**Figure 20.**  
Example of Green Connector Idea  
(Drumlin Farm)



Spanning four towns, Hanscom's networks of roads and open space are tied into larger patterns. Enhancing these patterns creates an opportunity to strengthen the connections between the base and the surrounding area. Preserving and creating these linkages is the first level of definition for the restructured base.

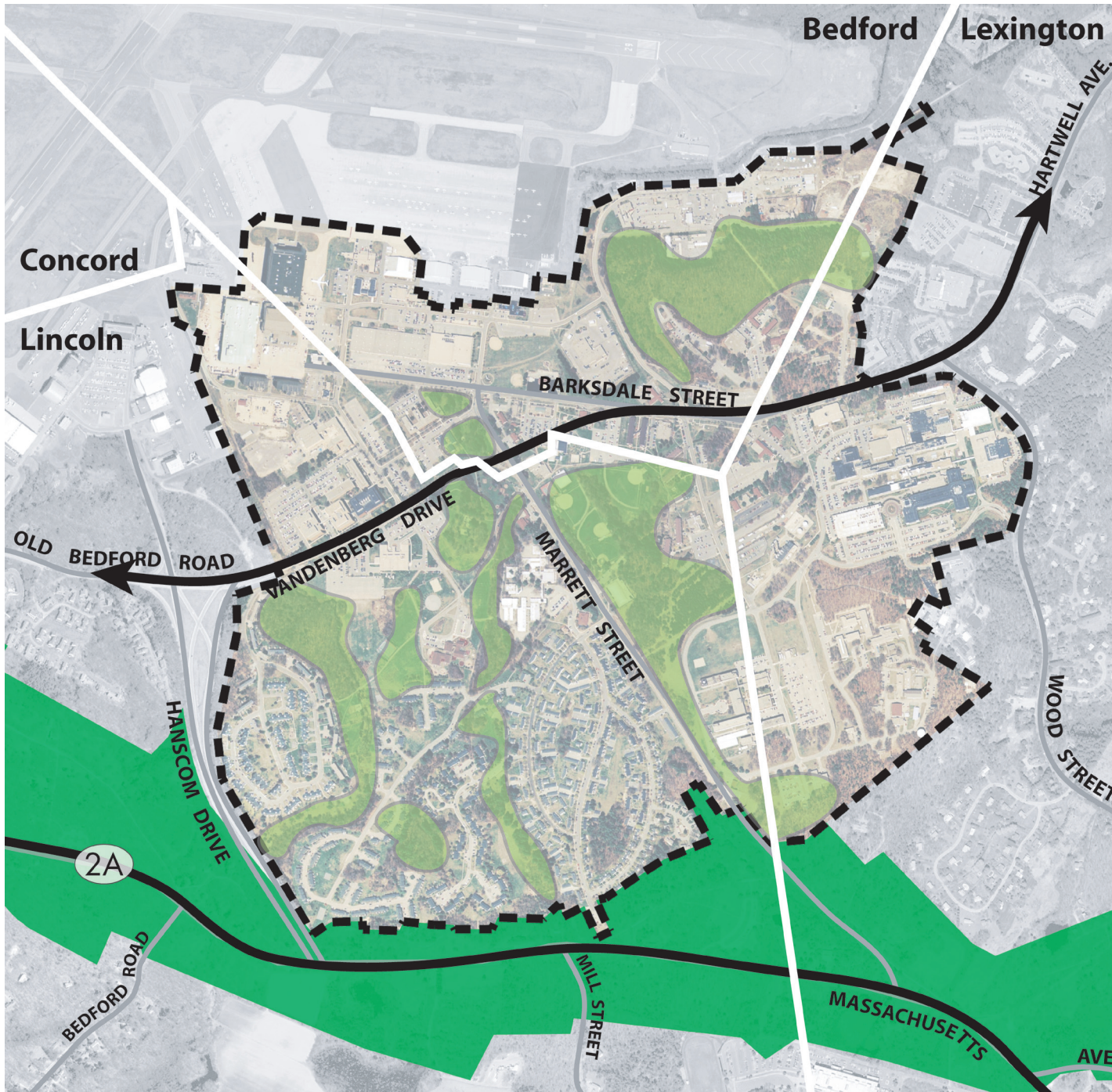
With Hanscom better linked to its surroundings, turning inward to define a "main street" and village center is an essential step toward building a vibrant com-

munity that offers a variety of jobs as well as housing. Hanscom's many buildings in "excellent" and "fair" condition provide the backbone for future infill development along the "main street."

Currently, Hanscom has no clearly defined "main street." The route from Vandenberg Drive to Barksdale Street is convoluted, and does not help people orient themselves at Hanscom. Realigning the east-west road gives Hanscom the opportunity to define its identity along a main street,

as Lexington does with Massachusetts Avenue.

Hanscom is structured by its natural orientations as well as its transportation connections. Green spaces throughout Hanscom include wooded areas, open fields, and recreation facilities like sports fields. If existing open spaces were connected with 25-35 more acres of open space, 34 percent of Hanscom would be designated to remain open. These existing spaces, when connected, create a system of greenways

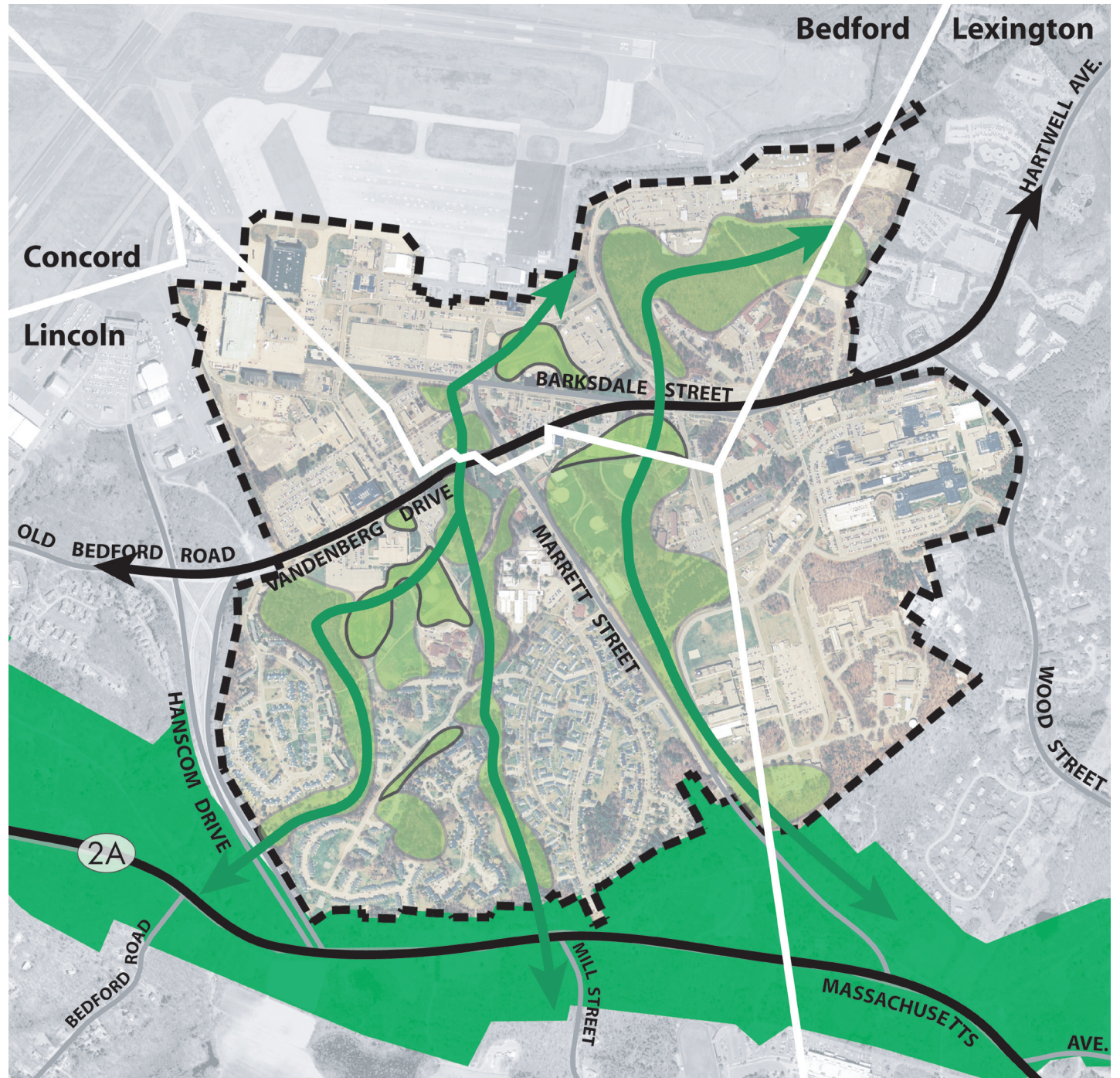


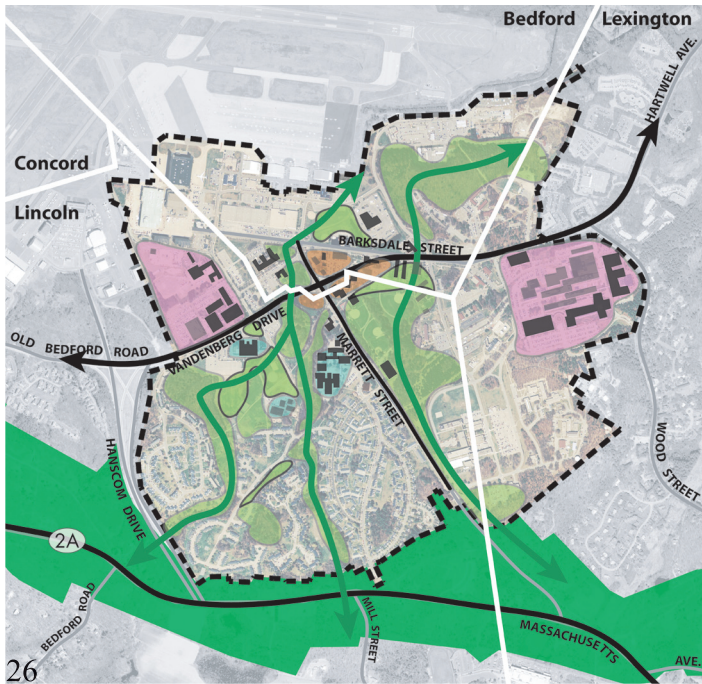
▲ **Figure 21 -23.**  
Examples of Green Connector Ideas

◀ **Figure 24.**  
Existing Green Space

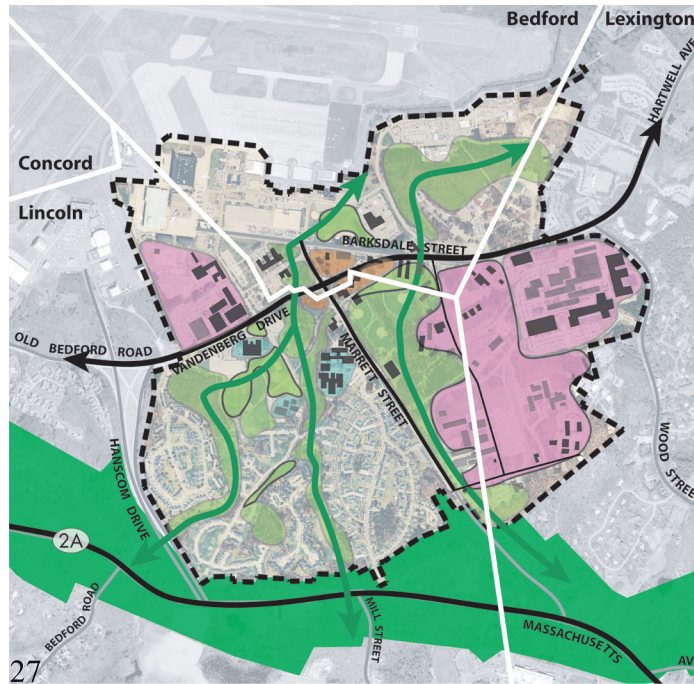


**Figure 25.**  
Green Connectors Formed by Potential Green  
Space Added to Existing Green Space

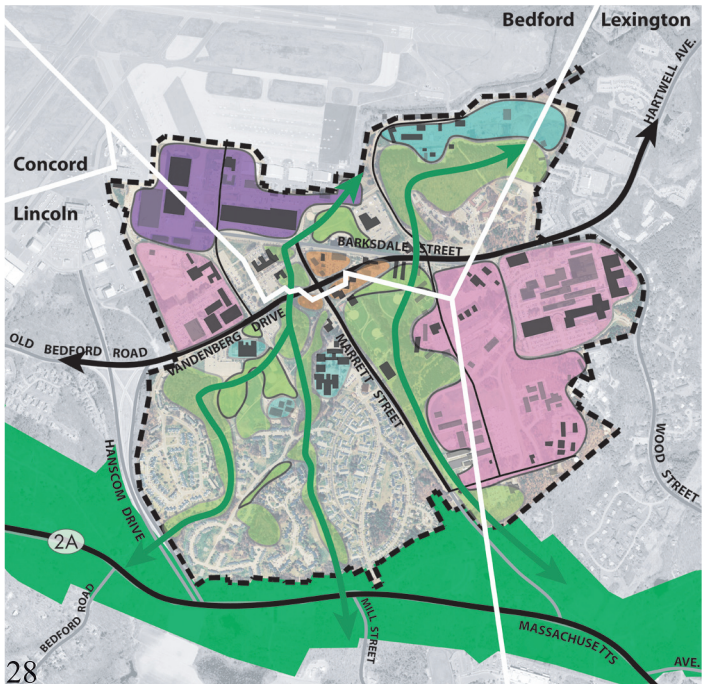




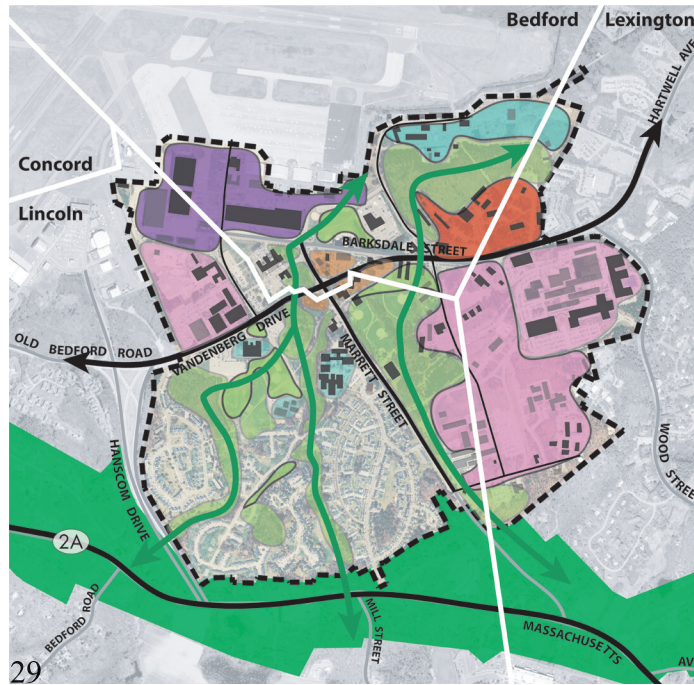
**Figure 26**  
Existing Employment Areas



**Figure 27**  
Potential Expanded Research and Development



**Figure 28**  
Potential Expanded Industrial and Municipal Uses



**Figure 29**  
Potential Live-Work





▲ **Figure 30 - 31.**  
Examples of Potential R&D Campuses  
(Metropolitan Corporate Center)  
(Campus, San Jose)

▶ **Figure 32.**  
Examples of Potential R&D Campuses  
(Piedmont Triad Research Campus)



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running north-south. The greenways link to the neighboring Minute Man National Historical Park. Connected open space, while essential for preserving the area's natural ecosystems and scenic beauty, also creates an opportunity to build walkways and bikeways. These not only get a community outside together, but allow greener commuting and transportation options.

Currently, jobs at Hanscom are located in the R&D and commercial areas along Vandenberg Drive, and to a lesser extent along Marrett Street. New R&D developments will be low-rise and campus-like, with a mix of surface and structure parking. Existing R&D will expand along Vandenberg Drive, while retail and smaller-scale commercial development cluster around the

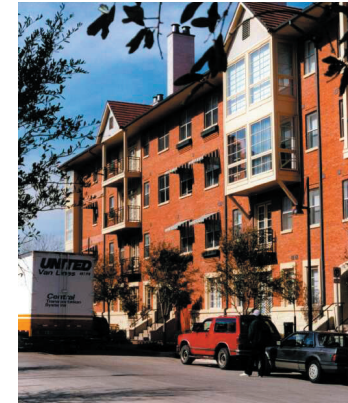
intersection of Vandenberg and Marrett, creating a village center at a scale in keeping with the towns surrounding Hanscom. The village center is strengthened by existing community buildings, like the church and the hospital. Expanded light industrial uses remain concentrated near the airfield, since they are less affected by noise.



**Figure 33.**  
Examples of Potential New Housing Types  
(Medick + Associates)

Hanscom has the potential to be a great place to live as well as work, with its location, its open space, and its employment opportunities attracting people to move to the community. There are 850 units of existing housing available, with neighborhoods concentrated in the southwest quarter of the base. With new residential construction, a greater variety of forms and sites could accommodate a broader

population. New loft-style flexible live-work space could be built in the northeast area of the base, or old buildings could be adapted for similar purposes. These could accommodate artists, or people who work from home. Other buildings could house assisted living facilities. The region also has an opportunity to add more affordable units.



**▲ Figure 34.**  
Examples of Potential New Housing Types  
(Medick + Associates)

**◀ Figure 32.**  
Examples of Potential New Housing Types  
(Addison Circle)

**Figure 35.**  
Existing Housing (Yellow)





**Figure 36 - 37.**  
Examples of Mixed-Use Centers

◀ (The Pinehills)

▼ (Mashpee Commons)

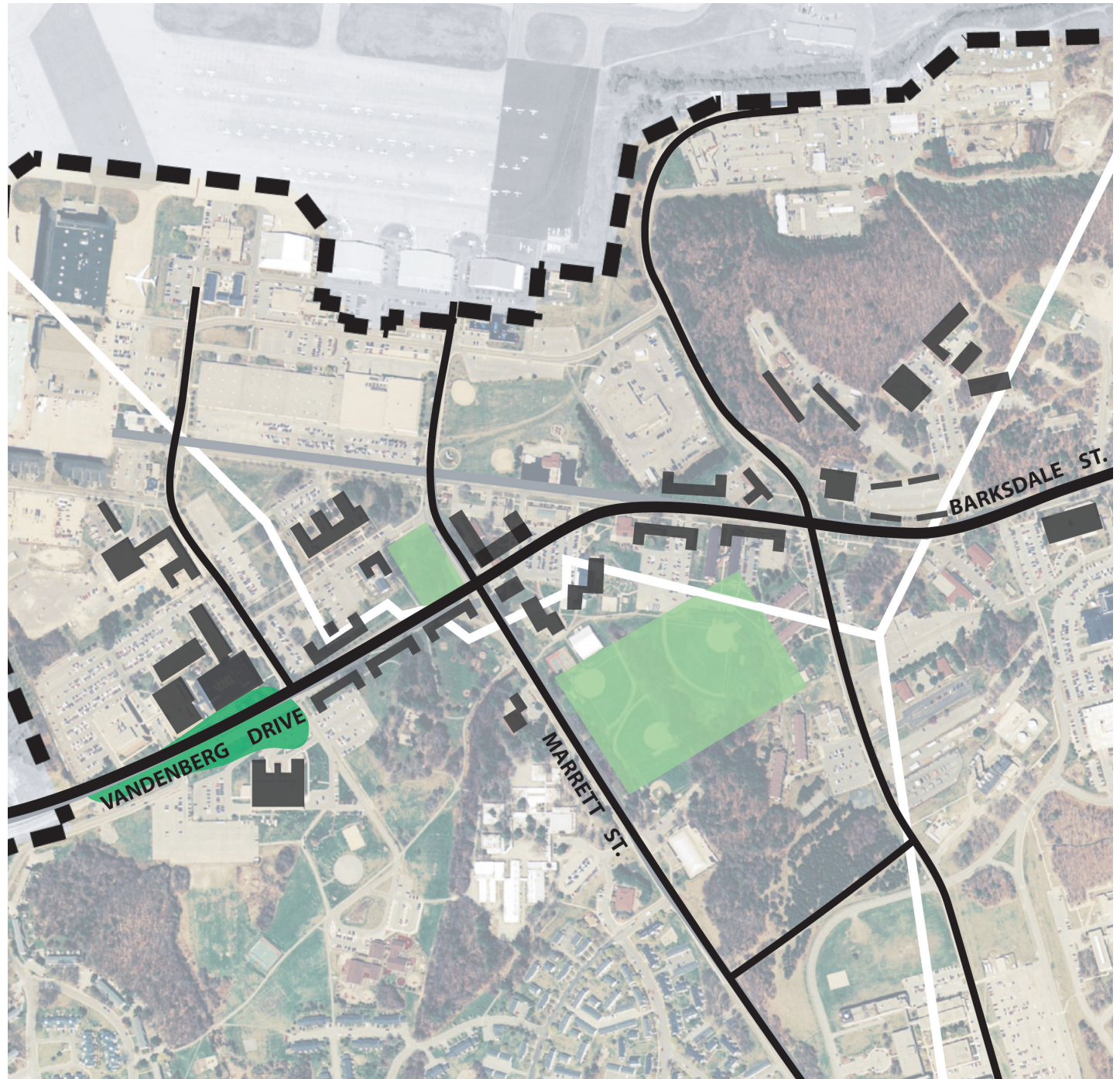
A community at Hanscom is created when people bike or walk along greenways to go to work at a new R&D facility; when a technology start-up outgrows its live-work space and moves to a nearby office park; when a resident working in Boston takes a shuttle to the Concord commuter rail; when children can play at the neighborhood baseball field; when someone can walk to the village center for a cup of coffee.





▲ **Figure 38.**  
Examples of Mixed-Use Centers  
(Princeton Forrestal Village)

► **Figure 39.**  
Center of Hanscom Community  
Existing buildings supplemented with  
infill buildings to form a main street.





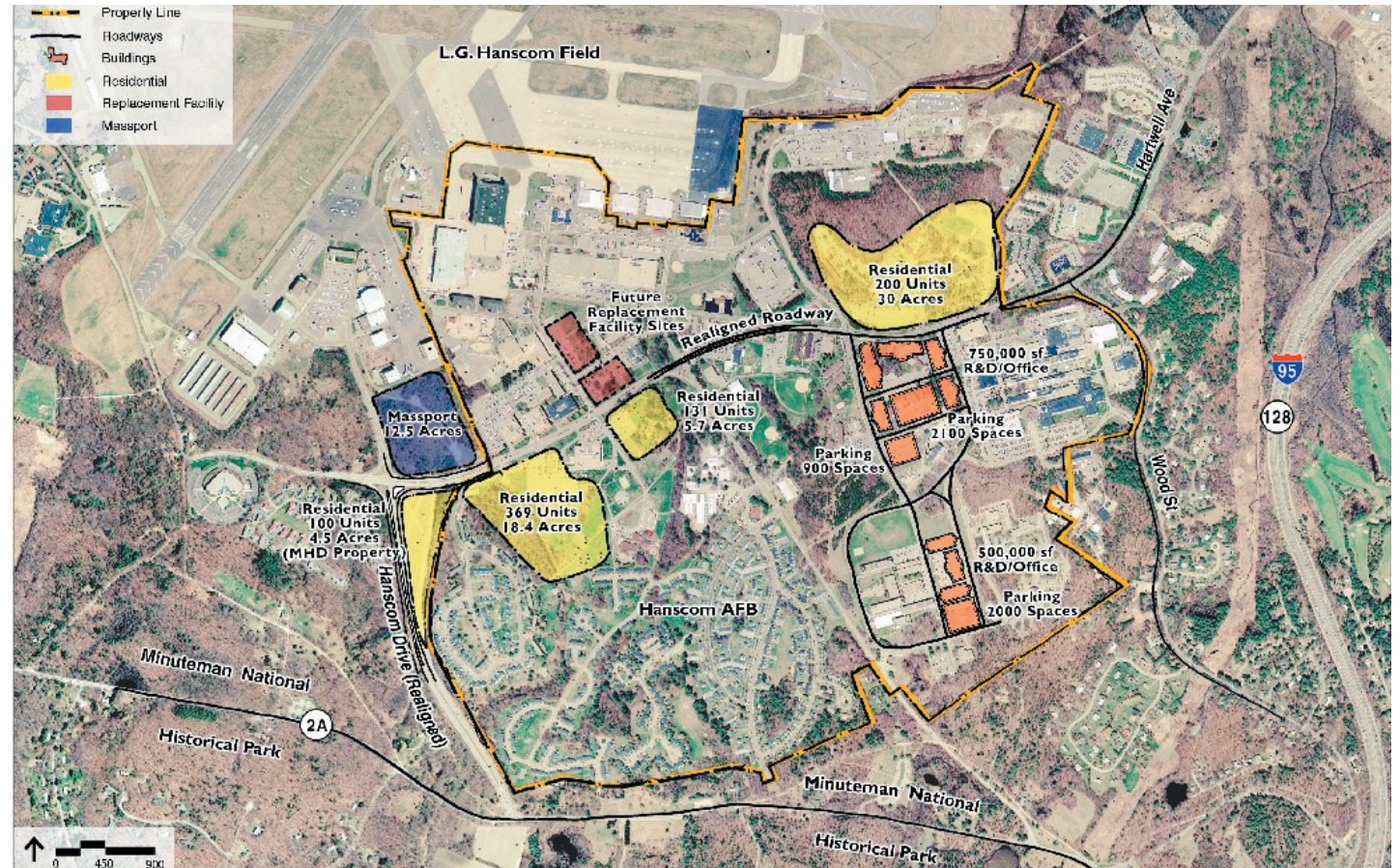
**Figure 40.**  
Example of Village Center  
(Tihonet Village Center)

### **Mixed-Use Community Concepts 1 & 2**

The two plans share a vision to create a mixed-use community at Hanscom that supports living and working. Both plans preserve 34 percent of Hanscom land as open space, put traffic management programs into effect, and reuse existing buildings when possible. They project the same amount of land for new commercial/R&D infill – approximately 4.9 million square feet – but differ in the amount of square foot-

age to be built on the land. Concept 1 proposes 600,000 – 1,000,000 square feet, while Concept 2 proposes less density: 300,000 – 500,000 square feet. The other difference between the two plans is that one uses only the existing housing units and locations (Concept 2) and the other proposes additional housing areas and a mix of new housing types (live/work, artists' lofts, assisted living, and affordable).

**Figure 41.**  
DTI Concept Plan



**DTI Plan**

The Defense Technology Initiative proposes a plan to expand Hanscom Air Force Base’s mission. Taking advantage of Hanscom’s strategic location near Boston’s innovative science and technology research in the public, institutional and private sectors, the plan expands Hanscom’s existing R&D developments by making their densities more concentrated. 1.25 mil-

lion square feet of additional mission-related space is accommodated in low-rise structures of three to five stories. These higher densities are achieved by replacing expanses of surface parking with parking structures, replacing views of cars with a more campus-like feeling. One benefit of a higher-density area is its walkability, key to a sustainable community. Rounding out

the development of a sustainable community are 800 additional housing units, located both south of Vandenberg Drive (adjacent to the existing housing) and north of the Hartwell gate area. To support the expansion of housing and employment areas, road and transit improvements will be implemented.



# 5 LOCAL REDEVELOPMENT AUTHORITY MODELS AND DISPOSITION PROCESS

Set forth below is a broad overview of the key legal and policy issues that the Hanscom Area Towns should be aware of in order to adequately prepare for the possibility of the closure or realignment of Hanscom Air Force Base. These issues should be taken into consideration with regard to three critical components of the base closure or BRAC process: (i) structuring of a Local Redevelopment Authority (LRA) under BRAC law and formation of the ultimate governance structure for Hanscom, (ii) property disposition negotiations with the Air Force, and (iii) preparation of the Reuse Plan for Hanscom.

## **DEPARTMENT OF DEFENSE DISPOSITION PRIORITIES & PRACTICES FOR BRAC '05**

The overall disposition strategy that will be followed by the Department of Defense (DOD) in the 2005 round of base closures can be summarized in two words: speed and value. The DOD is determined to expedite the disposition of property in this closure round, and to realize value for high

profile assets, such as Hanscom.

In order to implement this strategy, the DOD, acting through the Air Force, will very likely undertake the following actions following closure or realignment:

- Efforts will be made to expedite the “federal to federal” screening process (see explanation of “screening” below); and to instigate the expedited creation of local redevelopment authorities, so that the state, local, public benefit conveyance (PBC) and homeless provider screening is undertaken quickly.
- The performance of Environmental Baseline Surveys (EBSs) will be expedited, and the scope of EBSs will be limited.
- Environmental cleanups required under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) will be privatized to the greatest extent possible, through a variety of mechanisms (Environmental Services Cooperative Agreements or ESCAs, guaranteed fixed price contracts, etc.),

and the limited analysis required by BRAC law under the National Environmental Policy Act (NEPA) will be expedited.

- The preferred method of disposition will be public sale, with the role of the LRA being relegated to zoning the property. Although economic development conveyances (EDCs) and public benefit conveyances (PBCs) will be considered, the preference will be public sale (keeping in mind, however, that in the final analysis, speed is more important than value). This disposition preference is distinctly different from the case in the first three BRAC rounds, when transfer via “no-cost” EDCs for job creation was the predominant conveyancing mechanism utilized by all of the Military Departments. Recent experiences at El Toro in Irvine, California and Roosevelt Roads in the Commonwealth of Puerto Rico are testaments to this new approach. It is worth noting that the Navy is at the forefront of this new approach.

## II. ESTABLISHMENT OF THE LOCAL REDEVELOPMENT AUTHORITY (LRA)

Under current BRAC law and regulation, the LRA is the key local governance entity, and is charged with:

- Developing the Base Reuse Plan;
- Conducting the state, local, PBC and homeless provider property screening process; and
- Negotiating the disposition of the base with the Military Department.

LRAs must be instrumentalities or authorities of state or local government, and should have representatives on their governing boards from the political jurisdictions covered by the closing installation. In order to qualify as an LRA, designation must be received by the Office of Economic Adjustment (OEA) of the DOD. Although OEA has some discretion in this

regard, powers that local entities should have in order to receive LRA designation are bonding and zoning authority. One LRA is typically designated for each closing or realigning installation.

Hanscom falls within the municipal boundaries of four towns. Due to the multi-jurisdictional nature of the Base, the three most likely LRA models for Hanscom are: (i) a consortium of the four towns of Lincoln, Lexington, Bedford and Concord authorized by state legislation, (ii) a state agency or authority, or (iii) an instrumentality made up of a combination of the four towns and a suitably sanctioned and funded state authority, created either by special state legislation or by intergovernmental agreement. The preferred LRA model for Hanscom would be the third alternative above, as that model would possess zoning and permitting powers, and would likely have sufficient financial resources to successfully undertake the numerous responsibilities of an LRA.

LRAs clearly play a critical role in managing the master planning, environmental clean-up and disposition process for closing and realigning installations. It is essential, in this regard, that a well-constructed LRA be formed early in the closure process, especially in light of expedited disposition strategies that may be employed by the DOD in the 2005 round of base closures.

In order to maximize community influence over the property disposition process, the LRA must move early in the process to prepare a reuse and disposition plan that (i) promotes the expedited transfer of property, and (ii) where appropriate, incorporates public sales as one component of an overall disposition plan, and, where EDCs or PBCs are more appropriate to meet community needs, justifies the use of these transfer mechanisms in the context of expedited transfer of the installation. Components of the Reuse Plan are discussed in more detail in Sec-

tion IV below. The LRA must also develop a thorough understanding of environmental conditions on the installation and work closely with local/state regulators in order to negotiate aggressively with the Military Department for a fully funded and privatized environmental cleanup.

At Roosevelt Roads, an active and focused LRA and consulting team were able to (i) negotiate a hybrid disposition plan with the Navy, which includes a unique blend of public sales, EDCs, PBCs and conservation conveyances, and (ii) achieve agreement with EPA to replace the existing RCRA Part B regulatory regime with a consent order format, which will allow the privatization of the cleanup to be implemented and property transferred quickly.

### **III. PROPERTY SCREENING PROCESS**

Following closure, or realignment as the case may be, the disposition of real property is governed by the federal property screening process. The first level of screening is “federal to federal” screening, whereby the Military Department provides notice to other DOD components of the availability of “excess” property. Following DOD components, other federal departments are given the opportunity to request portions of the “excess” property. In past closure rounds, this process generally took a great deal of time, with little discipline applied by the Military Departments to often unreasonable requests from other DOD components or federal departments, in terms of the reuse impact of these requests (i.e. key developable portions of the base were requested by federal departments that could easily be located at less marketable portions of the base). More discipline and speed will be hallmarks of this phase of the screening process in this round of closures. It is criti-

cal, in any case, that the LRA coordinate with the Military Department during the federal screening phase, to be sure federal claimants are not allowed to take land critical for redevelopment. The land remaining following the federal screening process is designated as “surplus” property.

The second tier of screening is conducted by the LRA and involves providing notice of the availability of surplus property to homeless provider organizations, state and local governments and potential recipients of PBCs. PBCs are federal property disposition statutes authorizing the disposition of surplus property for specific uses, with the endorsement of selected federal agencies (i.e. FAA for airports), to qualified state, local or regional recipients (i.e., port authorities), often at no cost. Following the conclusion of this screening process, the LRA selects the uses and recipients that are compatible with the implementation of the Reuse Plan, and initiates disposition negotiations with the Military Department.

#### **IV. REUSE PLAN PREPARATION**

As referenced above, the LRA is responsible for the preparation of the Reuse Plan for the closing installation. Beyond a land use plan, the Reuse Plan must also serve as a property disposition plan. This being the case, it is critical that the Reuse Plan identify land uses, anticipate required infrastructure and utility requirements and costs, establish a template for phased acquisition and development of property, and identify the disposition method to be utilized for each parcel and/or reuse category (i.e., public sale, EDC, PBC, etc.). Completion or good progress on the Reuse Plan prior to the initiation of the second tier of screening is also critical, so that screening requests may be balanced against preferred uses in the Reuse Plan.

Following the completion of the Reuse Plan and the second tier of the screening process, the LRA is in an excellent position to proactively negotiate a property disposition plan with the Military Department.

Due to the premium on expedited property transfer for this round of base closures, it is very important that the LRA be in a position to at least come to conceptual agreement on disposition issues with the Military Department as early in the process as possible. Failure to move quickly in this regard may result in disposition decisions being made by the Military Department with only minimal input from the LRA. The Military Department is the ultimate decision-maker regarding methods of property disposal.

It should be noted that at the end of the second tier screening process, the Reuse Plan must be submitted to the U.S. Department of Housing and Urban Development (HUD) for approval. This approval focuses on one issue – whether or not the needs of homeless providers were taken into proper account. It should also be noted that actual transfers of property cannot occur until the NEPA process is completed; and in the Commonwealth, LRAs may not be authorized to receive property until the MEPA process is completed (the

NEPA and MEPA processes are typically run concurrently). Conceptual agreement between the Military Department and the LRA may be reached, however, prior to the conclusion of the NEPA and MEPA processes, and prior to the approval of the Reuse Plan by HUD.

At Roosevelt Roads, the reuse planning process was initiated in late 2003, the federal to federal screening process was completed in September of 2004, the Reuse Plan was completed in October of 2004, and conceptual agreement between the Navy and LRA on a disposition plan was reached in November of 2004. HUD approval of the Reuse Plan is expected in March of 2005 and the NEPA analysis is expected to be completed in July 2005, with the initial conveyances to take place by December of 2005.

## **V. HOUSING PRIVATIZATION AT HANSCOM**

A recent trend at active military bases throughout the country has been the privatization of the construction and renovation of military base housing. At Hanscom, Hanscom Family Housing, LLC (HFH), was awarded a contract in 2004 for the renovation and construction of approximately 800 units of housing at Hanscom.

Based on a review of draft lease documents between the Air Force and HFH, HFH was granted ownership of the housing units to be privatized, and a fifty-year lease on the land where these units are located and additional land where new units are to be developed. Furthermore, HFH was granted a right of first refusal to purchase all of the above-referenced land if Hanscom is closed or realigned.

A key question if Hanscom is closed or realigned is how the disposition of the above-referenced land will be handled by the Air Force. Current indications from the DOD are that the disposal of privatized housing

and related land will be done outside of the BRAC process pursuant to the contracts/leases that have been entered into by housing privatizers and the Military Departments. In the case of Hanscom, this would result in HFH having the unfettered ability to purchase the land encompassed by the housing privatization lease. It is doubtful the towns or an LRA formed to deal with Hanscom would have any ability or authority to change this result. Please note that there has been no opportunity to review the final contracts between HFH and the Air Force and this analysis is qualified in that regard.

See Appendix 1 hereof for an overview of the applicability of local zoning to federal enclaves and uses generally. A key determinate of the applicability of local zoning to the privatized housing at Hanscom is the continued use of the housing to support a federal mission. A detailed analysis of this issue, however, is beyond the scope of this assignment, and would be dependent on a review of the final privatization documents.

