A STUDY TO EXAMINE COMMUNITY INVOLVEMENT IN MAJOR U.S. MILITARY BASE CLOSURES AND REALIGNMENTS FROM 1988 TO 2001

A Dissertation

by

NANCY STILES YAHN

Submitted to the Office of Graduate Studies of
Texas A&M University
in partial fulfillment of the requirements for the degree of

DOCTOR OF PHILOSOPHY

August 2005

Major Subject: Urban and Regional Science

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ABSTRACT

A Study to Examine Community Involvement in Major U.S. Military Base Closures and Realignments from 1988 to 2001. (August 2005)

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This study examines community involvement in major U.S. military base closures and realignments from 1988 to 2001. There were four waves of base closures during this time. They were in 1988, 1991, 1993, and 1995. Community involvement became an important criterion in the reuse decisions for the closed bases.

The methods used in this study are the literature review, a questionnaire with analysis and three case studies. The literature review looks at the subject of community involvement in general and community involvement in connection with closed military bases.

The questionnaire was sent to 107 closed bases with fifty one base representatives responding. The contents of the completed questionnaires were analyzed for community involvement both during the base closure phase and the reuse phase. There are three analyses based on community involvement plus a description of the involvement techniques used. The first analysis uses the Community Involvement Analysis. The results of this analysis were as follows. Community satisfaction depended upon the community elements. In the next analysis, the Representation Analysis,

community satisfaction depended upon the amount of representation and time of representation. The regression analysis also showed that amount of representation and time of representation to be optimum. The third analysis, the Involvement Analysis uses the type and amount of community involvement, the amount of representation and the time for representation for the analysis. The results were that the best model was the type and amount of community involvement and amount of representation.

In addition, participation methods employed by the base redevelopment agencies were described. Strategic planning was the overall method of community involvement used and multiple involvement methods were used in that framework.

Finally, three bases were identified in the questionnaire as candidates for further study and discussed in the study. They were Naval Air Station Cecil Field in Jacksonville, Florida, Glenview Naval Air Station in Glenview, Illinois and Bayonne Military Ocean Terminal in Bayonne, New Jersey. The study of these bases provided more information on the base closure process.

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I thank the respondents to the Questionnaire for filling it out and making this study possible.

TABLE OF CONTENTS

CHAPTER Page

CHAPTER Page

LIST OF FIGURES

LIST OF TABLES

TABLE Page

CHAPTER I

INTRODUCTION

The American Founding Fathers designed a governmental system that relied on participation by citizens in decisions made by their government. That tradition started in town hall meetings in colonial Massachusetts and has carried over the centuries. Community involvement, or the flow of information and ideas back and forth between officials and citizens is an American right that has become part of the way government does its business.

That uncomplicated exchange of ideas in a Massachusetts town hall pales in comparison to the problem of exchanging ideas in populous 21st century America. So how do we satisfy this need for involvement by modern Americans in the governmental decisions that affect them? Slowly over time a system of approaches or methods is evolving that helps to involve citizens in government decisions. The body of knowledge goes by several names: citizen involvement, community involvement and citizen participation and the names are code for a set of evolving procedures or actions that can be used to involve citizens. Much of the thought and writings about community involvement come from academia and not much has been written from the perspective of

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This dissertation follows the style of the *Journal of the American Planning Association.*

base closures.

The military base closure process produces significant opportunities for the use of citizen involvement. When it is proposed that a certain base might close, numerous stakeholders are directly affected: military personnel, civilian workers on the base, businesses in the area, people receiving medical care on the base, and suppliers to the base to name a few. When the base closure decision process has advanced to the point of closure, a new group of stakeholders emerges that has a vital interest in affecting the reuse. There is enormous demand by citizens to be involved in the process. Also, the citizens have important information that needs to be in the possession of the base closing officials to optimize a smooth process. So base closure is an area where community involvement is needed.

Importance of Community Involvement in Base Closings

Base closures are mandated by Congress and closings have considerable economic impact on the community. Property values, jobs and community image are all at stake so citizens have interest and the demand to be involved can be substantial. Because there have been many base closings, there are numerous instances of the use of citizen involvement in this area. Perhaps the investigation of community involvement in military base closures can lead to the discovery of new techniques that are being used in base closures and add to the body of knowledge concerning community involvement in general.

Objectives of the Study

Base closings are occuring in large numbers across the United States. Bases are different in size and geography but they are similar in that the closure has been mandated, many people are affected and it is a very public process. The use of community involvement techniques can be studied and analyzed.

This study has three objectives. The first objective is to gather knowledge from the literature about community involvement in base closings. The second objective is to analyze community involvement as it relates to base closings. The third objective is to gather more information on chosen bases to learn more about the process.

Three Hypotheses and an Observation

Three hypotheses are tested in this study. In addition, an observation is noted. The first hypothesis is: the more community elements that contribute to the amount of community involvement, and the more types of community involvement there are, and the more effects of community involvement there are, then the more community satisfaction there is with the base closing process. The second hypothesis is: the more the public is involved and the more time the public spends on the reuse process, the greater is their satisfaction with the reuse. The third hypothesis is: the more types and amount of community involvement there are, the more representation and the greater the time of representation, the greater the satisfaction with the process.

The observation is that multiple methods of community involvement are used during the closure process under the framework of strategic planning. The data leading to these observations are shown in the Data Analysis chapter.

History of Current Base Closures

The rapid World War II buildup of military bases in the United States was followed by a relatively stable period as military bases remained open to accommodate the Cold War. As the Cold War wound down and due to budgetary constraints, there was political pressure to lower the level of investment in the U.S. military. This resulted in base closures.

There were four waves of military base closures during the period between 1988 to 2001. The first was in 1988 when Defense Secretary Carlucci chartered the Defense Secretary's Commission of Base Realignment and Closure. The Commission was charged with studying the domestic military base structure and recommending closures and realignments (Defense Base Closure and Realignment Commission, 1991). The 1988 Commission was established by "Public Law 100-526, the Defense Authorization Amendments and Base Closure and Realignment Act" (Defense Base Closure and Realignment Commission, 1991, pp.1-1 – 1-2). The final list of major base closure and realignment recommendations included: "16 closures and 11 realignments". (Defense Base Closure and Realignment Commission, 1995, p. 4-2).

Since that time there have been three additional waves of base closures. They were in 1991, 1993, and 1995. The 1991 Defense Base Closure and Realignment Commission recommended 38 base closures and 27 realignments (Defense Base Closure and Realignment Commission, 1991, iii). "The final list of major base closures and realignments in 1991, included 26 closures and 19 realignments". (Defense Base Closure and Realignment Commission, 1995, pp. 4-4 – 4-5).

The third wave of base closures was instituted in 1993. Secretary of Defense Les Aspin submitted to Congress a list of "31 base closures, 12 base realignments, and 122 smaller reductions" (Mayer and Lockwood, 1993, p. CRS-11).

The fourth wave of military base closures came in 1995. The Commission recommended the closure or realignment of 132 military installations in the United States (Defense Base Closure and Realignment Commission, 1995). Twenty-eight major base closures and 25 major realignments were recommended by the Commission (Defense Base Closure and Realignment Commission, 1995, xii).

Study Components

This study is limited to military base closures and base reuse from 1988 to 2001. It has three components: review of the literature, analysis of the data received, and development of case studies. The three components complement each other and in their entirety provide a better understanding of the process of community involvement in base closings, the base reuse determination process, and land redevelopment.

Literature Review

The literature review is divided into two parts: review of community involvement literature and review of the literature on military base closures and their reuse. The literature review for community involvement starts during the 1930s with farmer's cooperatives. In the 1950s there was increased community organizing for the improvement the community. In the 1970's citizen involvement became an important means of communicating on environmental issues. By the 1990s mediation had become a method of dealing with conflict. Today, communicative planning emphasizes involvement and communication. Cases that describe government involvement programs are included.

The second part of the literature review describes the process beginning with the decision to close the base and ending with reuse. Some small cases are included in this section.

Data Analysis

The data for analysis comes from a multipart questionnaire sent to officials charged with the responsibility for military base redevelopment. The questionnaire was designed to determine the characteristics of the local communities, to find out which public involvement techniques were used in closure and realignment of the bases, and to determine the community's satisfaction with the closure and reuse process. The questionnaire was divided into multiple sections asking respondents to describe

community characteristics, the types of public involvement, the amount of public involvement in each category, and the satisfaction with the process. At the end, there was a referral section which asked the respondent to suggest other recipients for a questionnaire.

Analysis of the data was accomplished using three methods. Correlation and regression analysis were used for three of the four analyses. The first analysis uses the Community Involvement Analysis as a basis for analysis. Community elements, types and amount of community involvement, and effects of community involvement are compared to satisfaction. The second analysis, the Representation Analysis is a comparison of amount of representation and time for representation with community satisfaction. The third analysis, the Involvement Analysis uses types and amount of community involvement, amount of representation and time of representation for the analysis. The fourth method is an observation of community involvement methods used by the local redevelopment authorities.

Case Studies

The final component consists of site visits, interviews and detailed study of three bases. The bases visited were Bayonne Military Ocean Terminal, Naval Air Station, Cecil Field and Glenview Naval Air Station. The cases were studied from the perspective of closure and reuse of the bases as they related to community involvement. In each case, the base redevelopment agent was interviewed. Each of the bases was

faced with mandated closing. The administrators all used community involvement and the methods they used were remarkably similar.

Organization of the Study

Chapter II, the literature review, reviews community involvement in general and in general and in base closings specifically. Chapter III discusses the methodology used in the study. Chapter IV presents the analysis of the questionnaire data. Chapter V reviews the three case studies. Chapter VI is the concluding chapter.

CHAPTER II

LITERATURE REVIEW

A prerequisite to a study of citizen involvement in the base closing process is to study the subject of citizen involvement in general. Following a discussion of the existing range of literature concerning citizen involvement, this chapter reviews the literature that specifically addresses citizen involvement as it relates to base closures.

Community Involvement Literature Review

Community Involvement

A community is composed of citizens who live in a specific geographic area. Community involvement has been defined as "a process in which individuals take part in decision making in the institutions, programs and environments that affect them..." (Florin & Wandersman, 1990, p. 43). This takes a variety of forms such as citizen participation on boards and committees, membership in neighborhood councils, and involvement in local community organizations. Citizen involvement has numerous benefits at the national, community, interpersonal and individual levels. It is part of our democratic heritage, often proclaimed as a means to perfect the democratic process. (Florin & Wandersman, 1990; Burke, 1968). Citizen involvement is initiated by the government and mandated from the top down (Perlman, 1978). Citizen participation and political participation are synonymous. However, citizen participation stresses the person rather than the state (Langton, 1978). The concept of citizen participation versus

citizen involvement varies in that citizen participation occurs in all forms of organizations and citizen involvement occurs in government sponsored organizations (Perlman, 1978) The techniques used by government sponsored groups are generally the same as in other organizations.

Participants in decision making are largely specialized in certain issue areas. In a wide range of community situations, participation in decision making is limited to relatively few members of the community (Polsby, 1963). The apathy and disinterest of the majority plays a valuable role in maintaining the stability of the system as a whole (Pateman, 1970).

Burke identifies five involvement strategies: education therapy, behavior change, staff supplement, cooptation and community power. With education therapy, the act of participation is held to be a form of citizen training, in which citizens work together to solve community problems, learn how democracy works and also learn to value and appreciate cooperation as a problem solving method. Participation can be used therapeutically as a means factor for developing individual self confidence, and, indeed self reliance (Burke, 1968).

Burke's next involvement strategy is the behavior change strategy wherein it is found to be easier to change the behavior of individuals when they are members of a group than it is to change any of them separately. Individuals and groups are resistant to decisions that are imposed upon them (Burke, 1968).

In Burke's staff supplement, a planning group is augmented by a citizen who knows the subject. In cooptation citizens are included in the planning group to

prevent their opposition (Burke, 1968).

In Burke's concept of community power, the organization involves citizens as participants in the organizations to achieve organizational objectives. Change can occur with the power of numbers (Burke, 1968).

Objectives of Community Involvement

Conflicts emerging in public participation efforts often are between means/ends differences in expectations. The public official tends to see an instrumental role for public participation, as a means to accomplish particular ends. It is important to start a public participation program early. If not, choices will already be made and the regulators are committed (Kasperson, 1986). The risk communicator must be trusted and the people must have confidence that "the agent will use due process in arriving at decisions" (Kasperson, 1986, p. 278). "Indigenous resources" should be used to enhance the comfort level of the public (Kasperson, 1986, p. 278). There are different levels of involvement in different areas. There are many participation techniques each having its own application (Kasperson, 1986).

Community planning, is once again gaining importance. First, where such planning is participatory, it favors stakeholder involvement. Second, community planning is the method to revitalize low-income urban neighborhoods (Briggs, 1998).

"There are two schools of thought regarding the purpose of citizen participation, one adopting the citizen perspective and the other the administrative perspective" (Glass, 1979, p.181). The citizen perspective gives the citizen an actual role in determining

policy. From the administrative point of view the citizen is an instrument for the determination of goals (Glass, 1979). "Five general objectives of citizen participation may be identified: information exchange, education, support building, decision-making supplement and representational input" (Glass, 1979, p. 182). Information exchange brings people together to share ideas. Education provides information about a project. Support building provides a favorable atmosphere. The decision-making supplement allows people to take part in the planning process. Representative input uses the views of the entire community. There is no single technique that is able to satisfy all five objectives and there is no participatory technique that emerges as the most desirable (Glass, 1979).

"Technical, formal or scientifically validated information is only a small part of the information that participants use to argue, persuade, determine the nature of the problem, or to decide what strategies might work" (Innes, 1998, p. 58). A second and important kind of information is the participant's own experience. A third kind of information comes from the stories participants tell (Innes, 1998).

Evolution of Community Involvement

Early Community Involvement. Citizen involvement reaches back to the beginning of the city and regional planning process, particularly in the United States. Efforts toward environmental improvement began with voluntary citizen groups – interest ranged from the 'city beautiful' to the 'battle against the slum'. (Williams, 1976, p. 349).

"The first instances in the United States of citizen participation directly in executive branch decisions took place in the 1930's most prominently in the farmer-run local soil bank conservation committees" (Milbrath, 1981, p. 478). Following World War II, came the suburbanization of America. Many people were leaving the city and their departure left the city neglected. What remained were many small plots of land which could not be easily developed. "Title I of the Housing Act of 1949 attempted to address these redevelopment problems and create a national policy for urban renewal" (Hardy, 1996, p. 9). "Rehabilitation required a high degree of participation by the citizenry" (Hardy, 1996, p. 9). Saul Alinski was a prominent figure during this time. He was a community organizer who believed that people should be rallied in defense of their interests. He emphasized citizen action especially at the neighborhood level (Sanoff, 2000).

The 1960s. "Citizen participation (CP) began to take a greater role in governance in the mid to late 60s and has become a regular feature of decision making in the executive branch in the 1970s "(Milbrath, 1981, p. 478). Citizen participation in urban renewal was a contentious issue with the post war policies for housing. Governments and development agencies had carried out many public works and urban renewal projects in the 1950s and 1960s without input or consent of residents in the targeted areas (Hardy, 1996). "The 1962 U.S. Housing and Home Finance Agency (HHFA) report entitled a *Workable Program for Community Development,* included a section on

citizen participation that emphasized the importance of minority resident involvement…" (Hardy, 1996, p. 5).

In the mid 1960's Paul Davidoff, a planner, proposed an advocacy model of planning which viewed advocacy as a way of encouraging low income groups. Community design centers became a place for design professionals to help these groups (Sanoff, 2000). "The community design centers looked to organizers, neighborhood planning groups, low income clients and non-profit boards of directors for leadership in building committees" (Sanoff, 2000, p. 5).

The 1960's will be remembered as the decade of riots and experimentation. The mass struggle for black equality in the second half of the twentieth century began during and just after World War II and continued into the 1960s. Student radicals noticed the widespread poverty and social disorder. (Fisher, 1984).

With President Kennedy's death Lyndon Johnson took over the antipoverty program. The following spring Johnson described the outlines of his "war on poverty" to Congress. "Five months later the Economic Opportunity Act sailed through both the House and Senate, and the President signed it into law" (Fisher, 1984, p. 111).

"Until the mid-1960's, the Administrative Procedures Act (APA; 5 U.S.C. 551) defined the standards for public involvement in federal administrative processes" (Rosenbaum, 1976, p. 356). It required that agencies provide public notice and opportunity for public comment during rule-making, and opportunities for public hearings. "The Freedom of Information Act (5 U.S.C. 552), required additionally that

government agencies provide the public upon request with papers, opinions, policy statements, and staff manuals not deemed highly sensitive" (Rosenbaum, 1976, p. 356).

A change came from the traditional APA procedures through a variety of federal programs during the mid-1960's. The first one was the Economic Opportunity Act (1964) where participation was encouraged among the poor in Community Action Programs (Rosenbaum, 1976). Federal programs in the 1960s, such as the Community Action Program emphasized resident participation in improvement programs, however, outside professionals were making key decisions and controlling the budgets. (Sanoff, 2000). The Demonstration Cities Program (1966), identified populations for involvement, and required their participation at many stages in policy planning and administration (Rosenbaum, 1976).

The National Environmental Policy Act of 1969 mandated that any project using federal funds or personnel must prepare an Environmental Impact Statement (EIS). This is for public review, the project's impacts, alternatives and any recommendations by those reviewing the plans (Parks, 1991).

The 1970s. During the 1970s, a number of Federal laws required agencies of the Federal government to actively help members of the public to participate in the formulation of programs and see that they were carried out (Rosenbaum, 1976). "The citizen participation movement of the sixties and seventies has had many objectives, but surely one major goal was the forging at all levels, a more accountable, a more

responsive, more democratic government, especially in administrative and bureaucratic activities" (Cole & Caputo, 1984, p. 414).

The Coastal Zone Management Act of 1972 incorporates both municipal and local expertise into the procedures. This act requires the regional body to coordinate planning of the coastal zone. States must rely on local expertise (Parks, 1991).

In the late 1970's, Janice Perlman stated that: "The contemporary grassroots movement is new, growing, diverse, and effective. Its lineage can be traced back to the social movements of the 1960's, the early Alinsky organizations of the 1950's, and the union struggles of the 1940s…" (Perlman, 1978, p. 65). "Whereas the issue of the 1960s was social justice and the rhetoric was revolutionary, the issue of the 1970's was economic justice and the rhetoric was reformist" (Perlman, 1978, p. 66).

The number of neighborhood-based organizations was about 8,000 according to the National Commission on Neighborhoods. HUDs "Office on Neighborhoods, Voluntary Associations and Consumer Affairs" had as many as 4,000 groups (Perlman, 1978, p. 67). As grass-root organizations mature they evolve from a single issue to multi-issue involvement and from protest to program. The characteristics of grass-root groups are: "full time paid staff, fund raising capacity, sophisticated operation, growth from neighborhood to nation, support of technical assistants, research projects, training schools and expanding coalition building" (Perlman, 1978, p. 71). There was a new level of sophistication and professionalism. There was a surprising increase in coalitions among the groups. The achievements of the groups ranged from "legislative victories to

neighborhood revitalization, to rural development and self-help technology" (Perlman, 1978, p. 75)

The 1980s. The 1980s brought public participation in hazardous waste location decisions, state water planning, social impact assessments, and environmental decision making. Negotiation and mediation strategies were used in land use regulation. The relevance of public participation in risk communication became important.

Public opposition to new waste facilities took two tacks. First was the informal mode with unorganized and organized actions. The second mode was institutional, those organized or representative activities which were organized by community groups or public interest groups. Alternative roles for public participation are often built into the project review process in an institutional format. Some of these are: establishing state siting boards, local committees and other organized groups (Anderson, 1986).

Environmentalists thought that the current provisions for public participation in government decision making was unsatisfactory. Formal hearings were seen as a form of tokenism. For the mediator the problem was that there was no established or approved procedure for incorporating public opinion into environmental decisions (Miller & Cuff, 1986).

Mediation is voluntary. The job of the nonpartisan facilitator is to ensure common understanding of the technical points and suggesting courses of action. The techniques used are "information sharing, joint fact finding, and collaborative model building" (Ozawa and Susskind, 1985, p. 33).

Three factors contributed heavily to the movement toward consensual approaches in resolving environmental disputes: the cost of the environmental conflict, dissatisfaction with traditional approaches to dispute resolution, and the success of some preliminary efforts using consensual methods (Susskind & Weinstein, 1981). Alternative Dispute Resolution (ADR) serves two purposes. First, it acknowledges differences. Second, it finds 'trades' that can serve the needs of clashing interests (Kartez, 1989, p. 450).

During the 1980s participatory planning was also taking place. The central activity of participatory planning is the process of exchange between government and participants. In the area of information exchange, planners provide information to the participants, the program and alternatives and the participants give planners information about their values and concerns (Godschalk and Stiftel, 1981).

"A public participation program effectively asks whether people like a proposed action; a social impact assessment asks what the action is likely to do to them" (Freudenberg and Olsen, 1983, p. 67). Social and Environmental Impact Assessments are supposed to provide the decision maker with a balanced assessment of the probable results of a proposed action. However, people with "high incomes status and substantial political power" can often use public participation programs to ensure that objectionable facilities be built near someone else (Freudenberg and Olsen, 1983, p. 74).

How do planners cope with the imbalance of power? Forester shows how planners can simultaneously play negotiation and mediation roles in local land use conflicts. There was a shift from adversarial to collaborative problem solving, including

agreements on voluntary controls, improved city, developer and neighborhood relations which allows for early reviews of projects, and greater neighborhood voice (Forester, 1987).

The 1990s. The 1990s brought a continuation of the NIMBY (not in my backyard) syndrome. Radioactive waste was at issue as was regional water allocation and land use policies. There was Federal policy and community involvement as well as environmentalism and political participation. Mediation and negotiation grew.

There are two kinds of responses to NYMBY, one critical and one positive. Critics point out that essential projects have been difficult if not impossible to site and as a result are costly to society. The public's position on siting may be rational and politically legitimate (Kraft and Clary, 1991).

Land use policies "drafted by citizens and implemented by the initiative process can be expected to be more restrictive and regulatory than those emerging from an environment where the city council is more influential in forming policy" (Donovan & Neiman, 1992, p. 665). Limits on population growth, or limits on building permits issued annually, should show a stronger association with citizen initiatives (Donovan and Neiman, 1992).

Citizen participation can be enhanced by the citizen panel. The panel provides a workable alternative to other more traditional citizen participation techniques. The design of the panel brings together a more representative cross section of the community than citizen advisory committees or the public hearing (Kathlene and Martin, 1991).

Missing are opportunities for meaningful citizen participation in decisions that effect their lives. The American public seems to be yearning for a sense of community. One way to accomplish this is through collaboration and partnership (Pisano, 1995).

Into the 2000s. With the twenty-first century came collaborative methods of discourse to planning. The hope is that the public will be involved directly with planners that will allow real learning to take place on all sides. These methods exist informally in ad hoc groups at the edges of formal groups and government. Despite the obstacles, collaborative forms of participation are rapidly increasing through people's skills. Some of the collaborative efforts involve organized interest groups, some involve citizens, some involve government agencies and some involve a mix. Search conferences, community workshops and visioning efforts are used. They engage dozens, sometimes hundreds of citizens in developing long range plans (Innes and Booher, 1999). There is encouragement for the new wave of community involvement.

Principles of Participatory Democracy

Rationale for public involvement is that specific procedures are utilized, and also activities are carried out according to the spirit of public involvement. "Typically a variety of techniques are used as part of the process, including individual interviews, workshops, advisory committees, informational brochures, surveys and public hearings" (Creighton, 1981, p. 3).

The theory of participatory democracy has two characteristics, "the individual rather than the organized group or community is the fundamental actor; and most people can act rationally" (Olsen, 1982, pp. 23-24). "Participatory democracy seeks to maximize both the opportunities for and the outcomes of citizen involvement in collective decision making" (Olsen, 1982, p. 24). In collective decision making all individuals learn participatory skills. (Olsen, 1982). In practice, citizen participation programs have taken many forms such as public meetings, workshops, citizen advisory councils and citizen control boards (Olsen, 1982).

Levels of Involvement

Community involvement means different things to different people and different users participate in different ways. "Participation is contextual so participation varies in type, level of intensity, extent, and frequency (Sanoff, 2000, p. 8). "Community participation is thought of as what can be accomplished by it. Who should participate? What is it that the program accomplishes? Where does the participation lead? How should people be involved? When is the process needed?" (Sanoff, 2000, p. 9).

A more modest definition includes information exchange, conflict resolution and supplementation of planning and design. "With participation, residents are actively involved in the development process" (Sanoff, 2000, p. 9).

According to Verba and Nie, there are four modes of participation: voting, campaign activity, cooperative activity, and citizen initiated contacts. Voting is high pressure and low information. Campaign activity is high pressure and low to high

information. Cooperative activity is low to high pressure and high information. Citizen initiated contacts are low pressure and high information (Verba and Nie, 1972).

There are six types of citizens who concentrate on the different modes. They are the inactives, the voting specialists, the parochial participants, the communalists, the campaign activists and the complete activists. The inactives are involved in no political activity. The voting specialists limit themselves to activities that require little initiative. The parochial participants limit themselves to a relatively high level of initiative required for their activity. The communalists are much less extreme in their issues and positions than any other group. The campaign activists are more likely than the average citizen to have strong partisan affiliation. The complete activists are high in all orientations (Verba and Nie, 1972)

According to a 1969 article by Sherry Arnstein, there are eight layers or degrees of citizen participation. This is called the "ladder of participation" and is ordered from the lowest level of participation to the highest form of participation. The rungs are: "manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control" (Arnstein, 1969, p. 217). Manipulation and therapy describe levels of non-participation. With informing and consultation, citizens may hear and be heard. Placation is a higher level of tokenism and allows the have-nots to advise but not to decide. Partnership enables them to negotiate and engage in trade-offs. With delegated power and citizen control the have-not citizens obtain the majority of decision making seats. (Arnstein, 1969).

Today, there is still marginal public involvement in rural areas. The likelihood of changes that would allow community residents to participate in local planning as fully empowered agents is slim. The system is disproportionately advantaged to the more powerful interests in rural industrial development (Tauxe, 1995).

Participation may be seen as direct public involvement in decision making processes. Citizens share in decisions that determine the quality and direction of their lives (Sanoff, 2000). There are five principles of participation:

> 1) There is no best solution to a design problem;
> 2) expert decisions are not necessarily better than "lay" decisions;
> 3) a design or planning task can be made transparent;
> 4) all individuals and interest groups should come together in an open forum;
> 5) the process is continuous and ever changing.
> (Sanoff, 2000, pp. 13-14)

Each problem has a number of solutions. Users can examine the available alternatives and choose among them. People can express their opinions and make their own decisions. It must be "managed, reevaluated and adapted to changing needs" (Sanoff, 2000, p. 14).

Susskind and Elliott define the levels of cooperation between private citizens and government as co-production. It epitomizes power sharing. There are five strategies for co-production. The local government can use more effective opportunities for residents and consumers to participate in the design and delivery of services. Consumer groups may be able to participate and discuss policy questions on services. Referenda can be used to provide public involvement in city-wide policy decisions. Public officials should encourage resident and consumer groups to do research and prepare counter plans.

Citizen action groups and public officials should seek better financing (Susskind & Elliott, 1981).

Now regional economic strategies and regional planning are produced with a strong emphasis on involving local stakeholders. The hope of interpretive-communicative planning theory is that a richer, more broadly based understanding and awareness of local relations and conflicts can develop, through which collective approaches to resolving conflicts may emerge (Healy, 1999). Consensus building and communicative rationality occur together. Consensus building is a method of group deliberation that brings together a range of people chosen because they represent those with different stakes in a problem (Innes, 1996). Participants come to the table representing stakeholders with different interests but can also shift into other roles during the discussions. Participants also "bring to the table personal roles as parents, commuters, suburbanites, bicyclists or people who care about the environment" (Innes and Booher, 1999, p. 16).

This is a political culture that emphasizes participatory activism, as well as citizen participation through U.S. governmental structures in the United States. It has become a forum for the representation of all popular interests. Public participation in decision making does not necessarily mean that there is public influence, it may be ignored by decision makers (Day, 1997). "On the other hand, if public administrators are conscious of the need for public participation and are committed to working toward it, they may be able to do much within existing frameworks" (Stivers, 1990, p. 96).

An important area of empirical research involving participation in the planning process has been the so-called community power structure studies. These studies analyzed who participates in the political process and the level of success (Catanese, 1984). In the early 50s, Hunter discovered a power elite in Atlanta which directly affected planning and development decisions by local government. In the 1960s, Robert A. Dahl found a complex set of participants affecting urban development in New Haven. (Catanese, 1984).

"There seem to be two different conceptions of why citizen participations may, ironically, be unrepresentative" (Day, 1997, p. 427). The first concept is that because not enough participate, the groups and individuals who do, will skew the process. The second argument is that when too many individuals or groups participate, it is hard to identify the overall principles (Day, 1997).

Planners and politicians who speak critically of participation maintain that most citizens have little interest in voting and even less desire for active involvement. Others hold views similar to the elite theorists. They question the ability of the average citizen to comprehend the complexities of public affairs (Day, 1997).

Types of Community Involvement

Three decades of experimentation have generated a wide variety of choices that continues to grow with advances in technology (Thomas, 1995). There are two techniques for community involvement used: "1) only to obtain information or 2) to

obtain public acceptance while offering information in exchange" (Thomas, 1995, p. 93). The techniques that meet these two criteria are "1) key contacts, 2) citizen initiated contacts with agencies, 3) citizen surveys, and 4) new communication technologies." (Thomas, 1995, p. 93).

The types of public involvement are many and varied. They range from small, six to ten people, to a potentially large number on interactive TV. Judy Rosener produced a list of thirty-nine participation techniques. Some of them are: the citizen advisory committee, public hearings, citizen surveys of attitudes and opinions, neighborhood meetings, and task forces. (Rosener, 1975).

Citizen advisory committee is "a generic term of several techniques in which citizens are called together to represent the ideas and attitudes of various groups and/or communities" (Rosener, 1975, p. 18). The citizen committee is appointed by the public officials themselves. They usually include only a small portion of the public (Milbrath, 1981). "Critical to citizen advisory committees (CAC's) are composition, timing of intervention and the politics of administration" (Cohen, 1995, p.131). If members are connected to advocacy groups with significant clout or resources the citizen advisory committee will be strengthened. Second, if the committee merely reacts to proposals the city has already formalized, the CAC is less likely to change the city's plans than if their advice comes before the decision (Cohen, 1995).

The public hearing is "characterized by procedural formalities, an official transcript of the meeting, and its being open to participation by an individual or representative of a group" (Rosener, 1975, p. 19). A citizen survey of attitudes and

opinions is the only technique that is "statistically representative of all citizens" (Rosener, 1975, p.18).

Glass chooses four methods of participation: neighborhood meetings, advisory committee, nominal group process and citizen surveys. The neighborhood meeting is a popular way to obtain citizen participation. The city is divided into neighborhoods, a meeting is called, and the planner has a meeting with the neighborhood. Meetings should create an opportunity to exchange information. With the lack of control as to who and how many may attend, little can be accomplished in the way of education or support building (Glass, 1979).

Citizen panels are modeled after the jury system. Six criteria are suggested for this method. The participants should represent the broader public. The proceedings should promote open decision making. They should be fair, cost effective and flexible. There should be a likelihood that the recommendations will be adopted (Crosby, Kelly & Schaefer, 1986).

The Nominal Group Process is a technique used for conducting structured meetings. It is a series of steps with questions and a result (Glass, 1979). And each participant's purpose is to achieve a high degree of innovation and creativity in the identification of strategic problems. There are seven steps:

1) Identification of the problem/question;
2) each participation lists his responses to the questions;
3) each participant is required to nominate his ideas in sequence;
4) debate, questioning and advocacy of ideas;
5) each participant orders his ideas;
6) further discussion;
7) ranking of ideas.

(Fagence, 1977, pp. 298-299)

The result is obtained by written answers and group discussion to each response. The final response is the consensus of the group. The advantage of the Nominal Group Process is that everyone participates (Glass, 1979).

Citizen surveys are the only technique that is statistically representative of all citizens (Rosener, 1975). Citizen surveys are applications of sample surveys. They are intended to gather citizen attitudes. The objective is to provide a representative sample (Glass, 1979; Milbrath, 1981).

The Delphi method provides for anonymity, for controlled feedback and for scored or statistical response. Anonymity is achieved by the use of questionnaires with the response being recorded separately (Fagence, 1977). "Controlled feedback is achieved by conducting several rounds in which opinions are recorded for one round, summarized, and communicated back to the panel for use in the following round" (Fagence, 1977, p. 293). In the final round, the final list is ranked. The Delphi technique is particularly useful in identifying problems, needs, and setting goals and priorities (Fagence, 1977).

The task force is used to probe complex matters and to produce a report or series of recommendations for actions. One of two methods is usually adopted. First, is the form of 'little city hall', which becomes a part of the decision making process in cities (Fagence, 1977, p. 317). Second, is a trouble shooting committee promoted initially by the city authorities, but established to provide a meaningful structure for grassroots activities (Fagence, 1977).

Gaming simulation replicates the complexity of the planning situation. It is designed to facilitate experimentation with a variety of policies and proposals to assess their impact. Each game requires ordering by rules and procedures. It may enhance citizen participation by one of two ways. First, representatives and interest groups playing their own roles, experience the inter-group interaction and witnesses the interaction of their own performance. Second, individuals acting out their own roles gain insight into the decision making process (Fangence, 1977).

The Charette is a planning process and an educational process. The process "involves citizens, institutional planners, community representatives and politicians working together in an informal atmosphere" (Fagence, 1977, p. 301). There are four parts: problems to be solved cooperatively, citizens willing to cooperate, professional experts to assist with technical aspects, and a commitment from the government to put the plan into effect. The phases are: the preparatory phase, the discovery phase, consolidation into working groups each concentrating on a particular problem, and finally, proposal development (Fagence, 1977).

Strategic planning is a method of developing strategies and action plans to identify issues. The development of a strategic plan requires the creation of a vision statement (Sanoff, 2000). John Bryson has developed the ten step process to the process of strategic planning. The steps are:

1) Initiate and agree upon the strategic planning process;
2) identify organizational mandates;
3) clarify organizational missions and values;
4) assess the organization's external and internal environments to identify strengths, weaknesses, opportunity and threats;
5) identify the strategic issues facing the organization;

6) formulate strategies to manage these issues;
7) review and adopt the strategic plan or plans;
8) establish an effective organizational vision;
9) develop an effective implementation process;
10) reassess strategies and the strategic planning process.
(Bryson, 1995, p. 23)

Visioning can be done separately or as a part of the strategic planning process. With visioning, participants are asked to think about how the community should be, identify ways to strengthen it, and work toward a community vision. Community visioning projects are often conducted by citizens, often called stakeholders. The stakeholders represent the community's diversity. They set goals and develop an action plan. Although specialists may carry out specific policies and recommendations, citizens remain responsible for the framework within which the decisions are made. The shared vision belongs to the group, not the individuals (Sanoff, 2000).

Community Action Planning empowers communities to design, implement and manage their own programs. It is "participatory, community based, problem driven, and fast" (Sanoff, 2000, p. 55). It uses a series of phases and techniques. Some are "direct observation, interviews, measuring environmental conditions, surveying resources, prioritizing, brainstorming, mapping and modeling how people feel" (Sanoff, 2000, p. 56).

There seems to be a relationship between the size of the city and the amount of participation. This might be explained by city attempts to correct for the alienated environment of larger cities. This correction in these cities might be offering more avenues of participation. Second this positive relationship with larger cities lies in the resources to encourage citizen participation (Scavo, 1993). "With participation,

residents are actively involved in the development process; there will be a better maintained physical environment, greater public spirit, more user satisfaction, and significant financial savings" (Sanoff, 2000, p. 9).

The multitude of participation options gives communities many possibilities to take part in government programs. Representation can vary from under 25 people as in task forces to over 100 people as in public hearings.

Limitations to Effective Community Involvement

There are limitations to participation methods. Milbrath discusses three methods, the citizen committee, the public hearing, and the draft report. The citizen committee is appointed by public officials. This is only a tiny fraction of the public and is used implicitly or explicitly to co-opt the public. It is less common for a hearing to be held at the time of policy formulation. Most people attending are from special interest groups. With draft reports and regulations, only a small proportion of the population submits comments (Milbrath, 1981)

The major differences of traditional citizen involvement methods are that they are easily manipulated by public officials. They are highly unrepresentative. The uninterested but affected public does not participate. If thousands of responses are received, they are likely to be coded and the meaning of the information lost (Milbrath, 1981)

Administrative agencies often use participation as an instrument to achieve their own ends. Participation is intended to satisfy minimal legal requirements or to provide a

public relations activity in order to build support plans. It may diffuse antagonism or reduce hostile confrontations with the public (Checkoway & VanTil, 1978). Administrative agencies use safe methods such as public hearings, that keep participation under control. In government the administrative values of efficiency, economy and control are essential. They think that citizens lack information and professional expertise. They create problems for administrators. The public is expected to cause long delays, expand the conflict and increase the cost of operations (Checkoway & VanTil, 1978).

The design of citizen involvement programs has been given little guidance. "There is little consistency in the way participation is perceived, in the way programs are developed; in the way participation activities are carried out; and in the way participation evaluations are performed" (Rosener, 1975, p. 109). Therefore, it is difficult to know what works. When goals are not clear it is not possible to measure the effectiveness. Officials often find citizens to be a "professional hazard" (Rosener, 1978, p. 113). Citizen involvement is viewed as being time-consuming, irrational and not very productive. It takes a great deal of effort to set up a program. Planning requires analysis of the issue to be addressed, the groups involved and the goals and objectives of the required participation.

Examples of Communities Using Involvement Techniques

This first example is from the Sacramento, California Transit Alternatives Study. The Regional Transit undertook a public involvement program that was "multi-faceted,

multi-cultural and multi-lingual" (United States Department of Transportation, September,1997a, 1). The program's basic elements were: two advisory committees that met monthly, community meetings and presentations, a variety of ways to get information such as multilingual newsletters, ads at transit stops, fliers and displays. Innovative techniques were: project information sent home with student's report cards, interviews on ethnic radio stations, project information in ethnic grocery stores, attendance at ethnic events and festivals, and comment cards at all meetings. Traditional methods were also used such as: community advisory committees, meeting fliers, a hot line, fact sheets, comments cards and newsletters. The participants felt that the program was successful because the agency persevered and used a combination of new and traditional techniques. (United States Department of Transportation, September, 1997a).

In South Chatanooga, Tennessee, the task force's involvement and concern with South Chatanooga's contamination increased following the investigation of TVA's findings. Though community participation at some sessions was small, the community involvement project achieved a number of intended projects. The Community Safety Panel permitted small-group interactions among the different parties involved. Face-to-face meetings helped shape the foundations for development of trusting relationships. A significant outcome of the project was the formalization of a list of safety concerns (Ashford, Wilhauer and McLaughlin, March 1998).

In St. Louis, Missouri, contaminated sites caused community concerns. The Department of Energy's (DOE) community involvement efforts in the early 1980's were risk communication and public education. With the passage of Public Law 98-360 the

DOE initiated mechanisms to involve officials of local municipalities and others in the decision making process. Environmentalists sought to build public pressure for community involvement through public education and outreach. While the DOE sought to involve municipal leaders in the decisions about land transfer, the DOE's primary effort was through education and risk communication. In 1988, the DOE conducted interviews in the community to identify public issues in person and by telephone. In the 1990's the DOE created a formal mechanism to involve the public in decision making in the remediation of St. Louis' sites. The task forces that evolved had a dual role 1) to make recommendations to the DOE about interim actions and 2) to make recommendations to the DOE about the final cleanup of the St. Louis's sites (McLaughlin, Wilhauer and Ashford, 1997).

The Department of Energy's definition of public participation is "the process by which the views of the parties interested in DOE decisions are integrated into DOE's decision-making process (United States Department of Energy, Nov. 1991, p.2.2). Public participation means that public concerns, needs and values are identified prior to making decisions. One of the main objectives of public participation is enabling the public to directly influence DOE's decisions with both information and feedback. DOE establishes a two-way communication. Thus DOE better understands public needs and concerns, while the public becomes better educated. Such programs help control the delays and costs associated with political controversy. A public participation program provides information at regular intervals and give people time to absorb and understand the proposal (United States Department of Energy, November, 1991).

In the early years the Rocky Flats, Colorado nuclear facility gave the public no opportunity for public participation. Over time, a larger number of public participation mechanisms have developed. The sponsoring agencies and participants have made efforts to simplify and coordinate the public participation activities. Some of the DOE's first mechanisms for public involvement were advisory committees initiated at the national level. In 1987, Governor Roy Romer and Congressman David E. Scaggs established the Rocky Flats Environmental Monitoring Council (RFEMC) by executive order as a voluntary citizen advisory committee responsible for providing a communication link between the general public, the DOE, the Rocky Flats plant coordinator, and the regulatory agencies associated with the plant operation. In 1989, the Health Advisory Panel (HAP) was implemented to strengthen communication between the public and the agencies responsible for protecting the public's health and welfare. During the period from 1991 to 1993, the types of public involvement were a working group, an advisory board and a focus group (Wilhauer, Chapa, McLaughlin and Ashford, 1997).

The Little Rock Metropolitan Planning Organization (MPO) for central Arkansas is known as Metro 2020. The public involvement process has been recognized as the catalyst to address development issues at the regional level. Participants included elected leaders, agency professionals and members of the community. The visioning process helped define goals and objectives. Numerous efforts were used to solicit participation, including workshops to assist jurisdictions.

First, the long range planning process was initiated with a set of public meetings and presentations to introduce the newly recognized Metroplan to the community. Second, visioning sought to identify the types of infrastructure that were the most attractive and appropriate for different parts of the region. In all, over 900 people participated in the process in one or more of the 30 sessions held throughout the region. The results were presented to the public in an insert in the Sunday newspaper. Workshops were set up to address the long range plan. The completed draft was subjected to public comment. (United States Department of Transportation, September, 1997b)

In a working paper produced by the U.S Army Corps of Engineers, strategic goals and objectives were outlined. The strategic goals were as follows. To build credibility with those who are affected, those who pay and those who will use the project. To identify public concerns and values in a form that is open and straightforward. To develop a consensus among impacted parties. To keep the public informed. To produce better decisions. To enhance democratic practice. The objectives are as follows. Programs should facilitate shared ownerships of solutions, alternatives and recommendations so that alternatives may be implemented. Public involvement programs should attempt to create an environment where the clash of alternative viewpoints synergize into creative solutions. (United States Army Corps of Engineers, May, 1996).

Summary

The evolution of community involvement has grown from no public participation on public affairs to collaborative methods such as search conferences, community workshops and visioning. The level of involvement varies in type, level of intensity, extent and frequency.

The types of community involvement are many. They range from small groups, from 6 to 10 people to potentially a large number such as in public hearings. Citizen advisory committees are appointed by public officials and are small in number. A public hearing follows a procedure and is open to the public. A citizen survey of attitudes and opinions is the only technique that is statistically representative. Strategic planning is a method to develop strategies and action plans to identify issues. The multitude of participation options gives communities many possibilities to take part in government programs.

The next section describes the base closure process, which is the closure and reuse of a base. Described are sample cases which show public involvement in the process.

The Base Closure Process

The Closure and Reuse Process

The current Base Realignment and Closing (BRAC) rounds began in 1988 and continued through 1991, 1993 and 1995. The earliest rounds did not offer the same opportunities as the later ones because of the transfer of base properties to Federal agencies and the conversion of a number of air bases to municipal airports (Reimer,

1998). Many of the most recently announced closures were in the heart of urban areas. The reuse of these bases will provide an opportunity for addressing a number of economic problems. The physical infrastructure on the bases makes it possible to transform the bases into international trade facilities (Guhathakurta & Blakely, 1995).

In 1993, the Base Closure Community Assistance Act, P.L. 103-160 further emphasized the base reuse process by allowing the property transfer to Local Reuse Authorities (LRAs) at below appraised values (Reimer, 1998). "In 1995 the *Base Implementation Manual* was designed to standardize the BRAC procedure and guide property transfers as economic development conveyances (EDCs) authorized under the Pryor Amendment" (Reimer, 1998, p. 43).

BRAC's recommendations for base closures and realignments are as follows:

1) Federal screening for potential reuse of the sites (federal agencies have first dibs);
2) Defense Department recognition of the local redevelopment authority (LRA) established by the state or local government and responsible for developing and implementing the reuse plan, with the input of the community;
3) LRA outreach showing what's available on the site;
4) completion of the redevelopment plan and subsequent public hearing;
5) Department of Housing and Urban Development review;
6) disposal of buildings and property.

(Bronstien, 1997, p. 32)

"The catch-all vehicle for disposing of all federal property is the Federal Property Administrative Services Act of 1949, P.L. 152. The law is not very useful to communities seeking to acquire military property" (Vranicar, 2000, p. 18). "When the property is no longer needed, it is declared 'excess' and other federal agencies can bid

for it. If there are no buyers, the properties are declared 'surplus', and the General Services Administration then sells them at public auction" (Vranicar, 2000, p. 18).

"There are priorities set among potential takers. Examples are: state and local governments and organizations benefiting the homeless. When the land is conveyed for less than market value, it comes with strings attached such as limitations on reuse and conditions on reconveyance" (Vranicar, 2000, p. 18).

Another law that can be used if the community wants to buy land for the military reserves is a land exchange. The transaction may be as simple as a land swap. If, however, there is a building on the land, the local government must build a replacement building either on another federal site or on a site the community owns or acquires. Under another existing law, the DoD may also lease property that it doesn't need for immediate military use. Another way to acquire DoD property is to obtain special enabling legislation. (Vranicar, 2000). The legislation falls into three categories: "1). Legislation enabling or mandating the conveyance of property to local government or other public interest group at no cost. 2). Legislation enabling the conveyance of property for cash. 3). Legislation enabling land exchange" (Vranicar, 2000, p.19). The following steps are typical for land exchange:

1) Informal negotiations with DoD leading to the signing of a nonbinding letter of intent;
2) an appraisal of the property, and when new construction is part of the relocation, an engineering and cost study;
3) negotiation of a binding purchase agreement or lease;
4) environmental impact review;
5) congressional notification of the proposed transaction;
6) investigation and remediation of environmental hazards.

(Vranicar, 2000, p. 19)

It can take one to two years to reach a binding agreement, and another six months to two years to get from agreement to transfer by deed or lease. The Department of Defense requires the local government to pay for the costs of the transaction including the NEPA review, appraisal and engineering studies (Vranicar, 2000).

The cycle cleanup, reuse planning, infrastructure upgrading and property transfer usually extends for ten years after the BRAC list is published. Nominally, a six year cleanup cycle from the announcement of the closure to full implementation or completion of remediation is the DoD target (Reimer, 1996).

The task of planning the conversion of bases to civilian use is the responsibility of the Department of Defense (DoD) but the most successful is where the private sector is substantially involved (Pollock, 1996). The Department of Defense requires that the Local Reuse Authority (LRA) approve a reuse plan before it will review the conveyance application. The Department of Defense also needs to complete its environmental impact documentation before transferring the military property (Pollock, 1996).

The economic development conveyance (EDC) was authorized by the Base Closure Community Assistance Act, P.L. 103-160 in 1993. The EDC allows the LRA to defer payments to the military, gain control with no money down, and sell or lease the property (Pollock, 1996). The LRA can offer uninflated lease or sales terms, offer lease/purchase options, allocate more funds to infrastructure upgrades, and enable tenants to spend more on improvements (Pollock, 1996).

The federal agencies may gain control of the desirable parts of the base first.

The rest of the property is then available for public conveyance (PBC) applications or McKinney Act, P.L. 100-77, applications from homeless care providers. These requests may inhibit the marketability of the property. Security or image conscious private users may find the uses unacceptable, and McKinney Act tenants may not be able to pay the public area maintenance fees. Regulations now give the LRA influence over the PBC and the McKinney Act requests (Pollock, 1996).

Developers have become increasingly wary because of numerous variables, unreliable land acquisition terms and unknown liabilities. The McKinney Act, P.L. 100-77, has prolonged land use negotiations and dissuaded investors. The several remedial decisions by the Department of Defense have streamlined the process (Pollock, 1996).

The Base Closure Community Assistance Act, P.L. 103-160, allows the purchase of military base property "at or below fair market value" (Chaffin, 1996, p. 96). The most recent article of this act has adopted a "brownfields redevelopment approach" which allows developers to use cleanup procedures and credit the expense toward land acquisition. Reuse authorities can be site specific in the land to be cleaned (Chaffin, 1996, p. 96).

The McKinney Act, P.L. 100-77, was modified in 1994 by the Base Closure Community Development and Homeless Assistance Act, which now provides private entities and community organizations equal opportunities to negotiate with the reuse authorities a master plan which identifies the best use of the land (Chaffin, 1996).

Private sector reuse can be started at the closing of the base by means of lease or negotiated sale of a particular facility – a golf course, housing or warehouse/industrial buildings for example. The military services prefer a single negotiation process that moves all the land to the LRA at one time. The LRA must then sell to or enter into partnership agreements with private developers to complete the reuse cycle (Reimer, 1996). America's excess military bases continue to be transformed into both conventional and unconventional uses. The redevelopment potential of a base depends on its location. The property generally goes to first to the local government and then to private users. Many bases have thousands of square feet of hangars. Many are being used for special uses like movie production. At some bases, the military has reduced the price of the land for each job created. For many installations the purpose is to have short-term users while they are negotiating with longer term tenants (Grogan, 1997).

Community Involvement in Base Closings

The community involvement process in the overall process of the base closure phase is not well documented. However, more has been written about the reuse phase through small case studies. The United States House of Representatives has held hearings concerning base closings, many dealing with the conflict of closing versus keeping the bases open. Several hearings investigated the economic impact and adjustment issues. The United States House of Representatives report, *Closure and Realignment of Military Installations – Part I* (United States House of Representatives, 1988) describes the implementation of base closings in the 1988 round of closings.

Topics include: economic adjustment, community planning assistance and management and disposal of property.

The community amendment would provide for economic adjustment assistance (including job retraining grants) and community planning assistance to communities located near installations impacted by such closures or realignments, if assistance is not available from other sources (United States House of Representatives, 1988).

The United States House of Representatives report *Base Closures* (United States House of Representatives, 1991) is a discussion of the Department of Defense's work on both the 1988 base closure process and the 1991 process. The 1991 base closure process is quite different and more open than the 1988 closure process (United States House of Representatives, 1991). The process is in four parts. First, the Secretary of Defense develops a list of recommended closures. Second, the General Accounting Office monitors the DoD and services activities in selected bases for closure and realignment. (United States House of Representatives, 1991). Third, the law requires the President to consult with the Congress in selecting individuals for nomination and requires Senate confirmation of the Presidential nominations. Fourth, the Commission's deliberations are open to the public (United States House of Representatives, 1991).

Community Involvement in the Base Reuse Phase

In 1995, the Department of Defense, Office of Economic Adjustment, published a booklet, *Community Guide to Base Reuse*, which describes the reuse process. It is basically the strategic planning process. In it are some small case studies in connection

with the more successful base closures. Some of them are shown in the examples section. In addition, it describes the Defense Department's roles in base reuse: the community leaders, the state officials, federal officials, and other resources (Office of Economic Adjustment, 1995).

The process of base reuse involves the Local Redevelopment Authority and the Military Department. There are a series of steps in the total process. They are: conducting outreach to homeless providers, property inventory, preparation and adoption of the Redevelopment Plan, identification of contaminated parcels, submission of the plan to the Department of Defense and HUD and Implementation of the Plan (Office of Economic Adjustment, 1995).

Most of the closing bases have initiated property disposal even when the military occupant will leave several years into the future. Once the reuse authority gains control of the site, it can sublease selected buildings on an interim basis, even though title conveyance will not occur until later (Smith-Heimer, 1994, December).

"There are two keys to success in redeveloping a military base: the first is to listen to the site, the market and the community" (Thomas, Spillane and Kaye, 1999, May, p. 51). The second is creating a flexible development plan. "Community involvement is the starting and the ending point of the entire redevelopment process" (Thomas, Spillane and Kaye, 1999, May, p. 52). Typically, the local government creates a reuse planning committee ranging from 25 to 30 people. The key to consensus is understanding. The reuse planner broadens committee members' understanding of all issues in which they have little experience. Another way of achieving and keeping

consensus is by encouraging broad public involvement. One way to involve everyone from the beginning is to conduct extensive one-on-one interviews (Thomas, Spillane and Kaye, 1999, May).

Examples of Community Involvement in Base Closings

Rubenson and Anderson describe policy innovations used at California bases. The Department of Defense (DoD) developed Restoration Advisory Boards (RAB's) to ensure a consistent level of community involvement and partnership with DoD personnel. The boards were jointly chaired by the DoD installation representative and a community leader elected by the community members and board (Rubenson and Anderson, 1995)

The U.S. Department of Defense (DoD) standardization of base transfer and valuation procedures for all branches of the military has led to greater consistency and has encouraged developer's interest. Also, certain investor groups as potential financial backers for developers who take up the challenge of base reuse have emerged (Reimer, 1998, May).

Kevin Murphy in "Making the Most of Base Closings" discusses what makes base conversions a success. In his opinion, the single most important factor is early community involvement (Murphy, 1993).

The Urban Land Institute in its studies of Chanute Air Force Base (Urban Land Institute, 1990), and Mare Island Naval Shipyard (Urban Land Institute, 1994), describe

panel studies of the bases. Extensively used were interviews with members of the community and futures work groups within the community.

Chanute Air Force Base, Rantoul, Illinois is a 2,132 acre base that was on the 1988 closure list. The actual date of closure was September 1993 (United States General Accounting Office, 1995, August 10). A panel study highlighted their opportunities from April 1 through 6, 1990. The panel emphasized that there were potential gains of 100 to 200 jobs per year in the 1990s, the housing market should allow for future growth and that a piecemeal approach on the base would not be appropriate to capture a major buyer or a group of smaller buyers. The panel recommended the development of a Community Base Reuse Plan and an Airport Master Plan to identify the land to be used for public purposes, and the land to be used for private purposes. The Federal Property and Administrative Services Act of 1949, P.L. 152, permits a community to receive surplus federal property without cost for public purposes. Equipment can also go with the land if the federal government doesn't need it. The panel performed a service to the community by passing on regulatory information which helped their future plans (Urban Land Institute, 1990). Five years later a reuse plan was completed. It contained a civilian airport and related businesses. A 1,181 acre no-cost public benefit transfer was planned and 147 acres were transferred to the local community for park and recreation use and 62 acres to the University of Illinois for a research facility . The remaining 734 acres, was to be sold once cleanup was completed. (United States General Accounting Office, 1995, August 10, p. 36).

Mare Island Naval Shipyard, Vallejo, California, was in the 1993 round of base closures. The reuse planning process began in August of 1993 when the Mare Island Futures Work Group was formed. The Conceptual Reuse Plan was completed in November, 1993 and was approved unanimously by the City of Vallejo, California. The Urban Land Institute panel convened on January 16-21, 1994 at the request of the City. The results were a series of conclusions. They identified that the transition from military to civilian uses would take approximately 25 years. They identified the following four tasks for the City: to do an Education Building Study, a Maintenance Cost Study, a High Intensity Marketing Plan, and investigate the possibility of a Gray Water treatment facility. Over the long term, the panel believed that the conversion would be positive and that the city was being handed a valuable asset (Urban Land Institute, 1994). Public involvement techniques used were task forces, public hearings, town meetings, public information programs and strategic planning (See Appendix B).

George Air Force Base, California is located on 5,068 acres between the towns of Adelanto and Victorville. The reuse plan included 900 acres for a federal prison, 2,300 acres for an airport, 63 acres for schools, 34 acres for homeless assistance and the remaining acreage for housing and a golf course. The reuse of the base was delayed for two years due to a jurisdictional dispute between neighboring towns. Delay was also caused by the difference in the communities' plans. "The Air Force recognized the Victor Valley authority as the airport authority…" "Adelanto is receiving some public benefit transfers for schools. Lawsuits between Adelanto and the authority were settled

in February 1995…" (United States General Accounting Office, 1995, August 10, pp. 58-60).

Fort Ord has 27,725 acres on the Monterey Peninsula near Seaside and Marina, California. Approximately 20,000 acres are undeveloped. The date of the closure recommendation was 1991 and the date of military mission termination was September 1993 (United States General Accounting Office, 1995, August 10). Early in the process a comprehensive community task force was established with seven advisory groups. Three political jurisdictions abutted the site that were interested in the property (Kirshenbaum & Marsh, 1993, December). The plan called for 760 acres to go to the DoD, 15,009 acres to go to the Bureau of Land Management, 2,605 acres for parks and recreation and 2,681 for university and research facilities. The city of Marina was be given the airport, 84 acres for the homeless, and 404 acres to the army for the golf courses. The remaining acreage has not yet been determined (United States General Accounting Office, 1995, August 10).

Treasure Island, California, is located in the middle of the San Francisco Bay. It contains 403 acres, was constructed on dredged sand and silt, and was used as a troop transfer point during World War II. The scheduled closure was 1997. A sustainable communities workshop convened on September 11, 1993. A panel discussion included a discussion of community participation which should include interaction between citizens, designers and "political officialdom" (Blakeley, 1993, November, p. 10). Five design alternatives were presented by students from the Advanced Urban Design Studio at UC Berkeley. At the visioning workshops the students discussed land use,

transportation and circulation, open space and recreation, infrastructure and utilities and implementation. The conclusions were that the plan should be "oriented to the public and region", "with the major land uses centered on entities serving the public interest", "balance of work and housing" and an "identifiable pattern of land use with a focal point" (Blakeley, 1993, November, p. 16).

England Air Force Base, in Alexandria, Louisiana, is located on 2,282 acres (United States General Accounting Office, 1995, August 10). The community turned adversity into advantage, first through "England 2000" and second through the transition survival plan (Grafton and Funderburk, 1993). The plan called for the entire site to be an airport public benefit transfer to the local England Authority. A long-term lease to the England Authority for the base property was signed in 1995. Companies that have been attracted include: a company that refurbishes aircraft, a driver training school, an operator for the golf course, the local school district and a university conducting classes on the base (United States General Accounting Office, 1995, August 10).

The former Lowery Air Force Base, in Denver, Colorado, is a role model for base redevelopment. The Lowery reuse plan calls for a master planned community in the middle of metropolitan Denver (Meadows, 1997, March). The intergovernmental planning project included an executive committee, a citizen advisory group, and 300 public meetings (Meadows, 1997, March). Effective intergovernmental cooperation was the key to successful reuse planning at Lowery (Meadows, 1997, March). The community organized early, had a representation of stakeholders, and delivered plan to the Air Force a year before closure (Meadows, 1997, March). The plan calls for mixed-

use urban development with business, training, education, recreation and residential uses. The Air Reserve Personnel Center and the 21st Space Command Squadron are located on the site. There are Parks and Recreation public benefit transfers of 175 acres. The golf course is under an interim lease with the City of Denver (United States General Accounting Office, 1995, August 10).

In Austin, Texas, a 1991 study concluded that converting Bergstrom Air Force Base to a municipal airport was both technically and economically feasible. (Rosenberg & Young, 1998, May). The city presented its plan at a public hearing and used the opportunity to generate public and community support. One of the biggest problems the team faced was site contamination (Rosenberg & Young, 1998, May). The city assumed a leadership role in the cleanup process. As a part of the program, more than 250 single-family and duplex military houses were relocated off base and sold to low income families through a low interest program (Rosenberg & Young, 1998, May). The conveyance to the city is the golf course and other property that can be leased to help the operation of the airport (United States General Accounting Office, 1995, August 10). Other cities are looking at Bergstrom as the first total conversion of an Air Force base to full civilian use under the recent Base Realignment and Closure Program (Rosenberg & Young, 1998, May). Public involvement methods used were: task forces, short conferences, public hearings, town meetings, public information programs and strategic planning (See Appendix B).

Fort Devens, Ayer, Massachusetts is located on 9,311 acres. It was in the 1991 round of base closures and the military mission ended in 1995 (United States General

Accounting Office, 1995, August 10). The Devens Enterprise Commission was created in 1994. It required that the towns of Ayer, Shirley and Harvard approve the base reuse plan at separate town meetings. The twelve member commission was responsible for reviewing the plans and permitting (Office of Economic Adjustment, 1995). About 68% of the base will be retained by federal agencies: 5,177 acres to the army, 890 acres to the Fish and Wildlife Service, 245 acres for the bureau of prisons, and 20 acres for job training. The community approved the reuse plan in December of 1994 (United States General Accounting Office, 1995, August 10).

NAS Chase Field, Beeville, Texas, was able to sell 285 acres to the Texas Department of Criminal Justice for housing complexes and administrative headquarters. This created 1200 new jobs. The Redevelopment Council created an economic development corporation to purchase the base housing within the city limits and to oversee the development at the air facilities (Office of Economic Adjustment, 1995). Public involvement techniques used were: task forces, short conferences, public hearings, town meetings, public information programs and strategic planning (See Appendix B).

Castle Air Force Base is located near Atwater, California, 125 miles southeast of San Francisco. It was in the 1991 round of closures. There was considerable local anger and the local congressman spoke out against the closing. One of the most significant economic impacts was the ending of a construction program. Several hundred construction workers were laid off. The existing housing market was hurt by the closure. The base closure resulted in the privatization of the base health care facilities

and the base hospital. It was estimated that at least 25% of the hospital workload was in-and-out patient services for retirees. About 1,000 civilian employees lost their jobs on the base but unemployment was mitigated because civilians were frequently successful at finding jobs in other areas. The reality seems to be that the base closure process actually stimulates the strengthening of the community's organizational base. Most significantly, the efforts by cities and counties worked where they have not before (Bradshaw, 1999).

Philadelphia, Pennsylvania was hit by every round of base closures. The list includes the closure of the Philadelphia Naval Hospital, 300,000 square feet of buildings on a 50 acre site and the Philadelphia Naval Base and Shipyard on 1,100 acres, with more than 600 buildings containing 9 million square feet of space. This translates into the loss of 11,188 direct jobs and 8,498 indirect jobs (Hankowsky, 1995, October). In 1992, the Mayor of Philadelphia, Edward G. Rendell created the Mayor's Commission on Defense Conversion and appointed representatives from Pennsylvania, New Jersey and Delaware. They were community, business and government leaders who were to oversee the comprehensive plan. Rendell also founded the Office of Defense Conversion as a single point of contact (Hankowsky, 1995, October).

The Philadelphia Industrial Development Corporation (PIDC) was the city's economic agency. In September of 1994 the Reuse Plan for the Naval Complex was completed. The site became known as the Philadelphia Naval Business Center (PNBC). Three community colleges have implemented a job training program on the site. (Hankowsky, 1995, October).

A combination on the part of Philadelphia Industrial Development Corporation (PIDC), the city's development agency and Army's commitment to move swiftly, has helped bring about one of Philadelphia's largest real estate transactions in the past decade. It involves the lease and sale of two industrial buildings totaling more than 1.2 million square feet (Flynn, 1997, November). The buildings will be transferred using "air rights" deeds so that the purchasers will avoid problems from the contaminated land (Flynn, 1997, November, p. 15). Once the petroleum plume has been mitigated the land deed will transfer to PIDC and then to the purchaser. The remaining assets are 350,000 square feet of industrial space, several offices and a 55 acre site for new construction (Flynn, 1997, November, pp. 15-16).

Hamilton Army Airfield in the County of Marin, California was closed in October of 1996. It has a total of 1,605 acres. The Federal Office of Economic Adjustment required a reuse plan covering the entire base. The plan was completed by a multi-agency board that included representatives of the City of Navato, the County of Marin and a California based environmental and engineering firm. The plan had a primary goal of preserving and enhancing the environmental quality of the base. The accomplishments were restoring wetlands and creating over 700 acres of open space. In addition, low-income and homeless sustaining housing opportunities are being incorporated into the residential areas. Above all, community liaison and public participation efforts have continued to focus on environmental and community goals (Burke & Eljenholm, 1996, July).

The private development industry is an observer in the base reuse process since base property is a military-to-public agency move. The private sector wants to deal with a well-defined property and salable land (Reimer, 1996, July). Efforts by communities have enhanced the work of the Local Reuse Authorities (LRA) so that there is community commitment to the project. Community members sit on task forces which are run by the LRAs, they are on citizen advisory committees, participate in public hearings, and they are members of panel discussions and design teams to start the process of the reuse plans

Summary

Citizen involvement in military base closings was evident in both the closure and the reuse phase. Citizens fought to keep the bases open. Once it was clear that the base would be closed and reused, citizens became interested in the new development coming to their community and wanted to take part in its establishment. Stakeholders participated on task forces, citizen advisory committees, one-on-one interviews short conferences, public information programs, town meetings and public hearings. All of these methods are important to a smooth transition from military base to a new community development.

Conclusion

Over time the use of citizen participation has been embraced by government so that it is now standard procedure to use it. It should come as no surprise that standards,

methods and tools vary and evolve constantly. Different fields produce different methods and approaches to involving citizens.

A major trend is the general progress toward the use of multiple methods and multiple transactions. Because of the obvious growth in the use of multiple methods and multiple transactions, practitioners are finding out there is greater involvement by the public. The more repetitions of the same techniques that occur, the more the total involvement.

But the study of the community involvement literature as applied to base closures is a different picture. Base closings are a new phenomenon and not a great deal has been written about their community involvement mechanisms. Much of what has been written about them is in the *Community Guide to Base Reuse* and various small case studies. Under the strategic planning umbrella touted in the community guide come individual community involvement techniques. They can be chosen at random as in Rosener's cafeteria.

CHAPTER III

METHODOLOGY

The study methodology involves a literature review, an analysis of survey data, and case studies. The literature review generates background information in connection with community involvement and the base closure process. The questionnaire provides data used in developing indices for the analyses in the study. The interviews and case studies produce further in depth information about the process of base closures and community involvement.

Literature Review

The literature review is a survey of the overall topic of community involvement in general. Also surveyed is the literature particular to community involvement in base closings. The first section of the literature review surveyed the literature concerning community involvement from the 1930's to the present and the second section reviewed efforts at keeping military bases open, the re-use phase and citizen involvement in the base reuse phase.

Questionnaire

A mail questionnaire was the vehicle for gathering primary data. Questionnaire recipients were identified in *Community Contacts on Major Base Closures and*

Realignments, prepared by the Office of Economic Adjustment in the Department of Defense (Office of Economic Adjustment, 2001, September 27).

The questionnaire was initially sent to two groups. The first group of individuals was charged with managing base closure or realignment. They were project managers from the Office of Economic Adjustment (OEA) in the Department of Defense. Unfortunately, none of the 107 questionnaires sent to each of the individual Defense Department project managers was filled out and returned.

The second group of respondents consisted of project directors affiliated with the Local Redevelopment Authorities (LRA) and charged with the redevelopment of each base. Examples of other affiliates of the LRA's are: re-use planning committees, regional aviation authorities, task forces, city managers, redevelopment agencies, economic development authorities, community focus groups, township administrators, development departments for cities and towns, and steering committees. Of the 107 questionnaires sent to these individuals, 51 were completed and returned. The response rate of the 107 bases responding was 47.67%.

Some questionnaire respondents provided names of a third group of potential respondents who were involved with either the base closure process or the reuse process, or were interested parties. Questionnaires were mailed to this group as well and nine completed questionnaires were returned. The data were added to the data for the applicable base and the result was averaged.

The questionnaire included both closed-ended and open-ended questions. A closed-ended question is one which is coded in ordinal measures (Babbie, 1990, p. 125;

Zeisel, 1981, p. 166). The closed-ended question is supplied with a specific set of answers for selection by the respondent. Open-ended questions do not have a specific set of predetermined answers but instead the respondent creates its own answer. One beneficial result from open ended questioning is the discovery of the names of new potential questionnaire respondents. This is referred to as "snowball" sampling (Sudman, 1976, pp. 210-211).

> This type of sampling relies on previously identified members of a group to identify other members of a population. As newly identified members name others, the sample snowballs. The technique is used when a population listing is unavailable or cannot be compiled (Fink, 1995, p. 19).

The Indices and Potential Bias

The indices were designed according to the categories in the questions. The categories were measures of population, uses and condition of the base and surrounding areas, measures of public participation, measures of community satisfaction and the unique features of the reuse determination phase. Each of the categories had its own indices, generally in a hierarchy.

The first example of this is the measure of public participation: [1] = task forces, [2] = short conferences, [3] = public hearings, [4] = town meetings, [5] = public information programs, and [6] = other. A second example is the measure of existing land uses [1] = agriculture, [2] = residential, [3] = health care, [4] = education, [5] = commercial, [6] = industrial, [7] = military, and [8] = other. A third example is questions about how many people participated in the reuse phase. The indices are [1] =

under 10, [2] = 10-24, [3] = [25-49, [4] = 50-99, [5] = 100 and over. The entire questionnaire is found in Appendix A.

The first example cited above shows a hierarchy of public participation methods which is arranged in order of magnitude of attendance. In this case, the "other" category might have less an attendance than the remaining categories and thereby tend to bias the results. The analysis for the results of public participation is shown in the Data Analysis chapter in a table that displays types of participation measures.

The second example is the measure of existing land uses. This is a straightforward example of low to high indices used in land use studies. There are eight categories with the highest in the "other" category. The "other" category was infrequently selected by the respondents so it is unlikely that the data was biased.

The third example refers to the amount of public participation. The data were generated in response to the questionnaire, therefore minimal risk of bias was apparent. Even though there is risk of unintended bias in the design of a questionnaire, there was none indicated in the answers. All questions in the questionnaire were answered clearly, so it is assumed that the questionnaire was clear and generally unbiased.

Organization of the Questionnaire

The questionnaire contained five parts. Part I called for general information such as base size, location and dates built, closed or realigned. Part II measured population, such as population on the base, civilian population, people in the closest community and population served by the base.

Part III measured the existing uses and condition of the base and the surrounding area, and the distance to the neighboring areas. Section A identified the land uses. Section B measured the conditions of the infrastructure on the base at the closure. Section C measured distances to the closest metropolitan areas.

Part IV measured public participation. Section A listed the types of public participation. Section B measured how many individuals participated in the base closure process in the different public participation methods. Section C measured how many people participated in the reuse phase in each of the public participation methods. Section D measured time elapsed between the closure and reuse phase, and litigation during the closure phase. Section E measured public participation during the closure and reuse phases as well as the mediation and strategic planning processes. Section F measured community satisfaction.

Part V section A described the unique features of the reuse determination process, and the amount of public involvement at that stage. Some of the questions were as follows. "Were committees created to determine future land uses for the base?" "Were community facilities used during the reuse phase?" " Were consultants hired to organize the base's reuse?" Finally, Part V section B and C provided a place for listing community and other contacts.

Data Analysis

There were four analyses of data received from the questionnaire. Each of the first three analyses employed correlation analysis, regression analysis and frequency

analysis as analytical tools. The first analysis is the Community Involvement Analysis. The hypothesis is: the more community elements that contribute to the amount of community involvement, and the more types of community involvement there are, and the more effects of community involvement there are, then the greater the community satisfaction with the base closing process. The independent variables are: community elements, types and amount of community involvement and effects of community involvement. The dependent variable is community satisfaction.

Data for the analyses of the statistical methods came from the questionnaire. Community elements were measured in the questionnaire, Part II and III. These were population, uses and condition of the base, and distance to the closest metropolitan area. Type and amount of community involvement were measured in Part IV, Section A, B and C and Part V, Section A. Part IV, Section A measures type of public participation. Section B is the number of people participating in the closure process. Part IV, Section C is the number of people participating in the reuse phase. Part V, Section A measured the unique features of the reuse determination process. The effects of community involvement consisted of how much time the closure took, the time it took for litigation during the closure phase, and the time it took for the public participation process. This is measured by Part IV, Section D and E. Community satisfaction is measured by the community satisfaction questions. They are found in Part IV, Section F. All of these variables were used in the first analysis.

The second analysis, the Representation Analysis, includes the amount and time for representation during the reuse phase. The hypothesis is: the more the public is

involved, and the more time the public spends on the reuse process, then the more the public satisfaction with the reuse. The independent variables are amount of representation and the time for representation. The dependent variable is community satisfaction. Amount of representation is in Part IV, C. Time for representation is in Part IV, Section E, items 36, 37 and 38. Time for representation is the highest of these three scores. Community satisfaction is in Part IV, Section F, items 39, 40, and 41. It is the average of three scores.

The third analysis is the Involvement Analysis. The hypothesis is: the more types and amount of community involvement, the more representation and the more time is spent for community involvement, the more satisfaction there will be. The data for types and amount of community involvement were found in Part IV, A, B and C, and Part V, A. Amount of representation is found in Part IV, C. Time spent in representation was in Part IV, E items 36, 37 and 38. The time used was the highest of these three items. Community satisfaction was in Part IV, Section F, items 39, 40, and 41. The number was an average of these three scores.

The fourth set of data analyzed is referred to as Community Involvement Methods Used by the Local Redevelopment Authorities. It is a tabulation of community involvement methods and was found in Part IV, Sections B, C and E in Appendix A. The data analyses for these three analyses and the tabulation are found in Chapter IV.

Case Studies

A high score on the questionnaire was used to select the first base studied. This base was NAS Glenview, near Chicago, Illinois, an urban base whose redevelopment was essentially complete. Criteria considered for the choice of the other two bases were base size, location, diversity and comments on the questionnaire. Ultimately selected for further detailed study was Bayonne MOT, New Jersey, a small base with premier land development potential, and NAS Cecil Field in Jacksonville, Florida, a large installation in the early stages of redevelopment.

"The case study is a comprehensive description and explanation of many components of a given social situation" (Babbie, 1990, p. 32). "Whereas most research aims directly at generalizing understanding, the case study aims initially at the comprehensive understanding of a single idiosyncratic case" (Babbie, 1990, p. 33).

"There are six sources of evidence which can be the focus of data collection for case studies: documentation, archival records, interviews, direct observations, participant-observation, and physical artifacts" (Yin, 1989, p. 85). "Because of their overall value, documents play an explicit role in any data collection in doing case studies" (Yin, 1989, p. 87). "Archival sources can produce both quantitative and qualitative information" (Yin, 1989, p. 88). "One of the most important elements of case study information is the interview" (Yin, 1989, p. 88). "Making a field visit to a case study 'site', an investigator is creating an opportunity for direct observations" (Yin, 1989, p. 91).

The case studies were composed of interviews with the project directors of the Local Redevelopment Authorities (LRA), studies of reports and project manuals, and either a site visit or a review of the aerial survey of the project. The interviews provided information on the closure and reuse process which could not have been as clear without a one on one conversation. Review of the project manuals gave information on the design process. Different sites were visited at different stages of development. Each site differred from the others due to the difference in size and type of uses proposed. One was almost complete because the base had been closed for seven years. The other two bases had been closed since 1999 and were in their final planning stage.

Limitations Created by the Methodology

Two major groups of potential respondents are particularly knowledgeable about the topic of closing a given base. They are the project managers from the Office of Economic Adjustment (OEA), an agency of the federal government, and the project directors from the Local Redevelopment Authorities (LRA). The non participation in this survey by the Office of Economic Adjustment, whose deputy directors returned uncompleted 107 surveys, may create some survey bias because the federal government's point of view is generally absent from this study. This absence could potentially magnify the importance of the responses made by the LRA project directors and certainly diminishes the view of the federal government.

Another limitation could be in the interviews with the project directors of the bases chosen as case studies. One might think that their presentations were overly positive. This was not the case. The presentations included all aspects of the base reuse.

Another potential source of bias is that the point of view of military personnel and civilians who worked at the various bases prior to closing is generally not reflected in this study. The bases surveyed had already closed at the time the analysis was done and base personnel had moved on to other careers.

CHAPTER IV

ANALYSIS OF THE QUESTIONNAIRE DATA

This chapter analyzes the data obtained from returned questionnaires. The questionnaires gathered information such as: base size, when the base was built, closed or realigned, population, uses and condition of the base, public participation, how much time each activity took, and community satisfaction. There are three analytical models and a discussion of the community involvement methods used. The first analytical model is the Community Involvement Analysis and second is Representation Analysis and the third is the Involvement Analysis. Finally, Involvement Methods are described.

Three Analytical Models

Analysis One – Community Involvement Analysis

The first analysis, Community Involvement Analysis, **Figure 1**, consists of one dependent variable and three independent variables. The dependent variable is community satisfaction. The three independent variables are: 1) community elements contributing to the amount of community involvement, 2) types and amount of community involvement, and 3) effects of community involvement.

All of the data is included in the different sections of the questionnaire. The Community Involvement Analysis follows. First are correlations. Second is a backward regression analysis with model summary, analysis of the variance, coefficients and excluded variables. Frequencies follow.

COMMUNITY INVOLVEMENT ANALYSIS

U.S. Military Base Closures and Realignments

From 1988 to 2001

Community Satisfaction	**=**	***B0***	**+**	***B1*** **Community Elements**	**+**	***B2*** **Types and Amount of Community Involvement**	**+**	***B3*** **Effects of Community Involvement**	**+ E**

FIGURE 1. Community Involvement Analysis.

Community satisfaction is the dependent variable. B0 is the intercept or constant. It is where the line intercept intercepts the vertical axis at 0. Community Elements, Types and Amount of Community Involvement and Effects of Community Involvement are the independent variables. B0, B1, B2 and B3 are coefficients. E are errors in the model.

The dependent variable, community satisfaction is measured by the data in the questionnaire about community satisfaction. Community satisfaction is measured by the following three questions. "What was the community satisfaction with expediting the reuse of the base?" "What was the community satisfaction with the use of public participation?" "What was the community satisfaction with the final land uses?"

The types of information gathered for the first independent variable, community elements, are as follows: the number of military personnel on the base, civilian personnel on the base, county population in 1990, the number of people in the community using the commissary, the number of people using the base medical facilities, the most prevalent economic activity of the region, the condition of the buildings on the base, the site conditions on the base, and the distance between the base and the closest cities of 10,000, 25,000 and 50,000 population. These elements give a picture of the base as it relates to the surrounding communities. These scores are additive.

The second independent variable, the types and amount of community involvement, is measured by: which community involvement methods were used during the closure or realignment phase, the methods used during the reuse phase, the number of people participating in the different methods during the closure or realignment phase, the number of people participating in the different methods during the reuse phase, the committees created to determine future land uses, the use of community leaders, the use of community facilities, the use of the chamber of commerce, the use of consultants, and the use of questionnaires in the community. These scores are additive.

The third independent variable, the effects of community involvement, was measured as follows: the time span from closure to reuse determination, the time span for litigation during the closure phase, the time span for public participation and conflict resolution during the reuse phase, the time used for mediation during the reuse phase, and the time used for strategic planning during the reuse phase. These scores are added to each other.

Table 1 indicates the correlation between type and amount of community involvement and effects of community involvement, and type and amount of community involvement and community elements. Correlation is significant with community elements and type and community satisfaction at .338 at the 0.05 level.

TABLE 1. Correlations, Analysis One.

		Community Satisfaction	Community Elements	Type and Amount of Community Involvement	Effects of Community Involvement
Pearson Correlation	Community Satisfaction	1.00	.338*	.265	.002
	Community Elements	.338*	1.00	.226	-056
	Type and Amount of Community Involvement	.265	.226	1.00	.133

TABLE 1. Continued

		Community Satisfaction	Community Elements	Type and Amount of Community Involvement	Effects of Community Involvement
	Effects of Community Involvement	.002	-.056	.133	1.00
Significance (2-tailed)	Community Satisfaction	-	.015	.060	.990
	Community Elements	.015	-	.111	.695
	Type and Amount of Community Involvement	.060	.111	-	.352
	Effects of Community Involvement	.990	.695	.352	-

TABLE 1. Continued

		Community Satisfaction	Community Elements	Type and Amount of Community Involvement	Effects of Community Involvement
Number	Community Satisfaction	51	51	51	51
	Community Elements	51	51	51	51
	Type and Amount of Community Involvement	51	51	51	51
	Effects of Community Involvement	51	51	51	51

Note: *Correlation is significant at the 0.05 level (2-tailed)

Table 2 indicates the model summary of regression analysis. The backward method to remove the independent variables was used. Model 1 includes the dependent

variable, the constant and the three independent variables. Model 2 includes the dependent variable, the constant and two independent variables, the community elements and the type and amount of community involvement. Model 3 includes the dependent variable, the constant and the independent variable, community elements.

The R in the first model is the best with .391. The second the R is .389 and the third it is .338. The R square for the first model is .153 and for the second it is .152. In the third model the R square is .114. R is the correlation between the observed and predicted values of the dependent variable.

TABLE 2. Model Summary, Analysis One.

Model	R	R Square	Adjusted R Square	Standard Error of the Estimate
1	.391a	.153	.099	.7370
2	.389b	.152	.116	.7298
3	.338c	.114	.096	.7381

Note.: a. Predictors: (constant), effects of community involvement, types and amount of community involvement and community elements.
b. Predictors: (constant), community elements, types and amount of community involvement.
c. Predictors: (constant), community elements.

Table 3 is the analysis of the variance or ANOVA. The dependent variable is community satisfaction. The predictors of the first model are the constant which is the intercept, and the independent variables which are: community elements, types and amount of community involvement and effects of community involvement. The predictors of the second model are the constant, community elements and type and amount of community involvement. The predictors of the third model are the constant and community elements. The third model has the highest mean square. This is the best model with the dependent variable, community satisfaction with the predictors the constant and community elements.

In **Table 4**, Model 1 t statistics show the importance of each independent variable. Model 1 has community elements, types and amount of community involvement and effects of community involvement. Model 2 has community elements and types and amount of community involvement. Model 3 has community elements alone.

The t value for community elements is 2.098. Model 2 drops the effects of community involvement. The t value for community elements is 2.147. Model 3 with community elements has a t value of 2.513. The best model is model 3 with community elements.

TABLE 3. ANOVA, Analysis One.

Model		Sum of Squares	Degrees of Freedom	Mean Square	F	Significance
1	Regression	4.603	3	1.534	2.825	.049a
	Residual	25.531	47	.543		
	Total	30.134	50			
2	Regression	4.571	2	2.285	4.291	.019b
	Residual	25.563	48	.533		
	Total	30.134	50			
3	Regression	3.441	1	3.441	6.318	.015c
	Residual	26.693	49	.545		
	Total	30.134	50			

Note:
a. Predictors (constant): type and amount of community involvement, effects of community involvement, community elements
b. Predictors (constant): type and amount of community involvement, community elements
c. Predictors (constant): community elements
d. Dependent Variable: community satisfaction

TABLE 4. Coefficients, Analysis One.

Model		Unstandardized Coefficients		Standardized Coefficients		
		B	Standard Error	Beta	t	Significance
1	(constant)	1.453	.511		2.844	.007
	community elements	6.219E-03	.003	-.290	2.098	.041
	types and amount of community involvement	7.992E-03	.005	.207	1.458	.152
	effects of community involvement	-6.86E-03	.028	.034	.244	.809
2	(constant)	1.388	.430	.290	3.224	.002
	community elements	6.280E-03	.003	.207	2.147	.037
	types and	7.666E-03	.005	-.034	1.456	.152

TABLE 4. Continued

Model		Unstandardized Coefficients B	Standard Error	Standardized Coefficients Beta	t	Significance
	amount of community involvement					
3	(constant)	1.816	.318		5.707	.000
	community elements	7.242E-03	.003	.338	2.513	.015

Note: a. dependent variable: community satisfaction

Table 5, Excluded Variables shows the collinearity statistics in terms of tolerance. When the value of the tolerance is small (close to 0), the variable is almost a linear combination of the independent variables, so the estimate regression coefficient is unstable, and the computations can lose accuracy. Tolerances close to 1.00 are thus stable. Model 3 is the best model with type and amount and effects excluded.

TABLE 5. Excluded Variables, Analysis One.

Model		Beta In	t	Significance	Partial Correlation	Collinearity Statistics Tolerance
2	Effects	-.034a	-.244	.809	-.036	.940
3	Type Amt.	.199b	1.456	.152	.206	.949
	Effects	.016b	.115.	.909	.017	.999

Note: a. Predictors in the Model: (constant), type and amount of community involvement, community elements
b. Predictors in the Model: (constant), community elements
c. Dependent Variable: community satisfaction

The frequencies of answers to the questionnaires are in the next section. The table is derived from Appendix B. This shows each total score answered in three elements of the questionnaire. They are community elements, type and amount of community involvement, and effects of community involvement. **Table 6** shows the frequencies per individual scores listed on the questionnaires.

Table 6. Frequencies for Community Involvement, Analysis One.

Variable	Frequency	1	2	3	4	5	7
Community Elements	Scores	31	10				
Types and Amount of Community Involvement		25	7	4			
Effects of Community Involvement		4	4	1	3	2	2

Community elements has 31 scores with only 1 frequency. There were 10 scores with 2 frequencies each. The mean score is 104.4314. There was a small cluster around this mean. Types and amount of community involvement had 25 scores with only 1 frequency. There were 7 scores with 2 frequencies each, and 4 scores with 3 frequencies each. The mean score is 68.9216. There is no significant cluster around this mean. Effects of community involvement had 4 scores of 1 frequency each, 4 scores with 2 frequencies each, 1 score with 3 frequencies, 3 scores with 4 frequencies, 2 scores with 5

frequencies each, and 2 scores with 7 frequencies. The mean of the scores is 11.8039. There is no significant cluster around this mean.

Analysis Two – Representation Analysis

The second analysis, the Representation Analysis, **Figure 2**, includes community satisfaction, the dependent variable, and amount of representation, and time for representation the independent variables. The second model, Representation Analysis follows. Community satisfaction is the dependent variable. B0 is the intercept or constant. It is where the line intercepts the vertical axis at 0. Amount of representation and time for representation are the independent variables. B0, B1 and B2 are coefficients. E are the errors in the model.

There are six tables in this analysis. The first table is the correlation table. It examines the correlations between all variables, both dependent and independent. These are: amount of representation, time of representation and community satisfaction. The second set of tables are a backward regression analysis with: the model summary, the analysis of the variance, coefficients, and excluded variables. The third type of analysis is the frequencies table. The amount of representation uses the actual scores tabulated on the questionnaire, and the time of representation uses the indices on the questionnaire.

REPRESENTATION ANALYSIS

U.S. Military Base Closures and Realignments

From 1988 to 2001

Community Satisfaction = *B0* + *B1* Amount of Representation + *B2* Time for Representation + E

FIGURE 2. Representation Analysis.

TABLE 7. Correlations, Analysis Two.

		community satisfaction	amount of representation	time for representation
pearson correlation	community satisfaction	1.00	.236	-.119
	amount of representation	.236	1.00	.138
	time for representation	-.119	.138	1.00

TABLE 7. Continued

		community satisfaction	amount of representation	time of representation
	time for representation	-.119	.138	1.00
significance (2-tailed)	community satisfaction	-	.095	.404
	amount of representation	.095	-	.334
	time of representation	.404	.334	-
number	community satisfaction	51	51	51
	amount of representation	51	51	51
	time for representation	51	51	51

Table 7. Correlations includes community satisfaction, amount of representation, and time of representation. The correlation is not significant.

TABLE 8. Model Summary, Analysis Two.

model	R	R square	adjusted R square	standard error of the estimate
1	.281a	.079	.041	.7603
2	.236b	.056	.036	.7621

Note: a. Predictors: (constant), time of representation, amount of representation
b. Predictors: (constant), amount of representation

Table 8 shows the regression model summary. Model 1 has the highest R and R square at 0.281 and 0.079 respectively. The predictors are the constant, and the independent variables are amount of representation and time for representation. Model 2 drops the time of representation. The predictors are the constant and amount of representation the independent variable. The R is shown at 0.236 and the R square at 0.056. Model 1 is the best model.

Table 9 displays the Analysis of the Variance, ANOVA. F is large when the independent variables help to explain the variation in the dependent variable. The significance is the measure for the success of the model. The smallest number is the most significant. Model 1 has a significance of .138. Model 2 has the highest mean

square of 1.678. Model 2 is the best of the two models. It has a constant and an independent variable of amount of representation.

TABLE 9. ANOVA c, Analysis Two.

Model		sum of squares	degrees of freedom	mean square	F	significance
1	regression	2.387	2	1.194	2.065	.138a
	residual	27.747	48	.578		
	total	30.134	50			
2	regression	1.678	1	1.678	2.890	.095b
	residual	28.456	49	.581		
	total	30.134	50			

Note: a. Predictors: (constant), time for representation, amount of representation
b. Predictors: (constant), amount of representation
c. Dependent Variable: community satisfaction

TABLE 10. Coefficients a, Analysis Two.

Model		unstandardized coefficients		standardized coefficients		
		B	standard error	beta	t	significance
1	(constant)	2.553	.343		7.454	.000
	amount of representation	1.249E-03	.001	.257	1.840	.072
	time for representation	-.116	.105	-.155	-1.108	.274
2	(constant)	2.257	.214		10.546	.000
	amount of representation	1.146E-03	.001	.236	1.700	.095

Note: Dependent variable: community satisfaction

Table 10, **Coefficients**, shows two models. The first has independent variables: amount of representation and time of representation. The second model has an independent variable amount of representation. The t values for Model 1 are 1.840 and -1.108. The t value for Model 2 is 1.700. Model 1 with amount of representation and time of representation is the strongest.

Table 11, Excluded Variables shows the collinearity statistics. The predictors in Model 1 are the constant and time of representation. Amount of representation is the best variable. The collinearity statistic is close to 1 at .981.

TABLE 11. Excluded Variables, Analysis Two.

model		beta in	t	significance	partial correlation	collinearity statistics tolerance
1	time of representation	-.155a	-1.108	.274	-.158	.981

Note: a. Predictors in the model: (constant), amount of representation
b.Dependent variable: community satisfaction

Table 12 displays the frequencies for the amount and time of representation. For the amount of representation, the minimum number on the scores is zero and the maximum number on the table is 600. The mean is 275.1961. For the time of representation, the minimum score is 1 and the maximum number is 4. The mean is 2.7973.

TABLE 12. Frequencies for Amount and Time of Representation, Analysis Two.

variable	frequency	1	2	3	4	6	12	13	16
amount of representation	score	32	6	1	1				
time for representation		2	1			1	1	1	1

For the amount of representation there were 32 scores with frequencies of 1, 6 scores with frequencies of 2, 1 score with a frequency of 3 and 1 score with a frequency of 4. With time of representation there were 1 score each with frequencies of 2,6,12,13 and 16. There were two scores with a frequency of 1. The frequencies for the amount of representation form a flat pattern and do not cluster around the mean. With the time of representation the same pattern is evident. There is a slight clustering around the mean. Instead the flat pattern in the amount of representation means that there are differing amounts of public participation on the bases. Time for representation also varies from one to four years. The flat pattern means that there were differing amounts of time spent in public participation.

Analysis Three – Involvement Analysis

The third analysis takes three variables and combines them into one formula. This analysis, the Involvement Analysis, consists of one dependent variable and three independent variables. The dependent variable is community satisfaction and the independent variables are: 1) types and amount of community involvement, 2) amount of representation and 3) time for representation. **Figure 3** follows.

INVOLVEMENT ANALYSIS

U.S. Military Base Closures and Realignments

From 1988 to 2001

Community Satisfaction = ***B0*** + ***B1*** **Type and Amount of Involvement** + ***B2*** **Amount of Representation** + ***B3*** **Time of Representation** + **E**

FIGURE 3. Involvement Analysis.

In this model community satisfaction is the dependent variable. B0 is the intercept or constant. It is where the line intercepts the vertical axis at 0. Type and amount of involvement, amount of representation and time for representation are the independent variables. B0, B1, B2 and B3 are coefficients. E are errors in the model.

The data is included in the different sections of the questionnaire. The Involvement Analysis follows. First are correlations. Second is the backward regression analysis with: model summary, ANOVA, coefficients and excluded variables. Finally is the frequency table for type and amount of community involvement, amount or representation and time of representation.

The correlations are analyzed first. They are shown in **Table 13**.

TABLE 13. Correlations, Analysis Three.

		community satisfaction	type and amount of community involvement	amount of representation	time for representation
pearson correlation	community satisfaction	1.00	.265	.236	-.119
	type and amount of community involvement	.265	1.00	.838**	.096
	amount of representation	-.236	.838 **	1.00	.138

TABLE 13. Continued

		community satisfaction	type and amount of community involvement	amount of representation	time for representation
	time for representation	-.119	.096	.138	1.00
significance (2-tailed)	community satisfaction	-	.060	.095	.404
	type and amount of community involvement	.060	-	.000	.501
	amount of representation	.095	.000	-	.334
	time for representation	.404	.501	.334	-
number	community satisfaction	51	51	51	51

TABLE 13. Continued

		community satisfaction	type and amount of community involvement	amount of representation	time for representation
number	type and amount of community involvement	51	51	51	51
	amount of representation	51	51	51	51
	time for representation	51	51	51	51

Note: ** Correlation is significant at the 0.01 level (2-tailed)

The table indicates correlation between type and amount of community involvement and amount of representation, at the .01 level, 2-tailed.

Table 14 is the regression model summary. Model 1 has the highest R and R square at .305 and .093 respectively. The predictors are the constant, type and amount of community involvement, amount of representation and time of representation. Model 2

drops the amount of representation. The R is shown at .302 and the R square is .091. Model 3 has the constant and type and amount of community involvement. Model 1 is the best model.

TABLE 14. Model Summary, Analysis Three.

model	R	R square	adjusted R square	std. error of the estimate
1	.305a	.093	.035	.7625
2	.302b	.091	.054	.7553
3	.265c	.070	.051	.7562

Note: a. Predicors: (constant), type and amount of community involvement, amount of representation and time for representation
b. Predictors: (constant), type and amount of community involvement and time for representation
c. Predictors: (constant), type and amount of community involvement

Table 15 is the analysis of the variance, ANOVA. The significance is the measure for the success of the model. The smallest number is the most significant. Model 1 has a significance of .200. Model 2 has a significance of .100. Model 3 has a mean square of 2.115. Model 3 is the best of the models. It has an independent variable of type and amount of community involvement.

TABLE 15. ANOVA , Analysis Three.

model		sum of squares	degrees of freedom	mean squared	F	significance
1	regression	2.804	3	.935	1.608	.200a
	residual	27.330	47	.581		
	total	30.134	50			
2	regression	2.754	2	1.377	2.414	.100b
	residual	27.380	48	.570		
	total	30.134	50			
3	regression	2.115	1	2.115	3.699	.060c
	residual	28.019	49	.572		
	total	30.134	50			

Note: a. Predictors: (constant), type and amount of community involvement, amount of representation, time for representation

b. Predictors: (constant), type and amount of community involvement, time for representation

c. Predictors: (constant), type and amount of community involvement

d. Dependent variable: community satisfaction

Table 16, Coefficients, has three models The first has a constant and three independent variables: type and amount of community involvement, amount of representation, and time of representation. The second model has a constant and two independent variables: type and amount of community involvement, and amount of representation. The third model has type and amount of community involvement as the independent variable. The dependent variable is community satisfaction. The t statistic measures the strongest model. In this case the independent variable type and amount of community involvement in Model 2 has the largest t value of 2.019. Model 2 has the independent variables type and amount of community involvement and amount of representation.

The **coefficients** model follows. It shows the three models. They are first the unstandardized coefficients with the beta and standardized error. Second the standardized coefficients are beta, the t statistic, and the significance.

The dependent variable is community satisfaction. It depends upon the amount of community involvement and the amount of representation.

TABLE 16. Coefficients, Analysis Three.

Model		unstandardized coefficients		standardized coefficients		
		B	std. error	beta	t	significance
1	(constant)	2.213	.529		4.185	.000
	type and amount of community involvement	8.332E-03	.010	.216	.847	.401
	amount of representation	3.672E-04	.001	.076	.295	.769
	time for representation	-.113	.105	-.151	-1.073	.289
2	(constant)	2.137	.458		4.665	.000
	types and amount of community involvement	1.076E-02	.005	.279	2.019	.049

TABLE 16. Continued

		unstandardized coefficients		standardized coefficients		
		B	standard error	beta	t	significance
	amount of representation	-.110	.104	-.146	-1.058	.295
3	(constant)	1.868	.381		4.899	.000
	type and amount of community involvement	1.022E-02	.005	.265	1.923	.060

Note: Dependent variable: community satisfaction

Table 17 Excluded Variables, shows collinearity statistics. In Model 2, the independent variable, amount of community involvement has been removed. In Model 3, amount of community involvement and time of representaion have been removed. Model 3 has a tolerance of .297 for the amount of representation removed and .991 for time of representation removed. This is the best model. It shows the predictors as a constant and types and amount of community involvement.

TABLE 17. Excluded Variables, Analysis Three.

model		beta in	t	significance	partial correlation	collinearity statistics tolerance
2	amount of representation	.076a	.295	.769	.043	.294
3	amount of representation	.047b	.183	.856	.026	.297
	time for representation	-.146b	-1.058	.295	-.151	.991

Note: a.Model: (constant), type and amount of community involvement, time for representation
b.Model: (constant), type and amount of community involvement
c.Dependent variable: community satisfaction

TABLE 18. Frequencies for Involvement Analysis , Analysis Three.

variable	frequency	1	2	3	4	6	12	13	16
types and amount of community involvement	score	25	7	4					
amount of representation		32	6	1	1				
time for representation		2	1			1	1	1	1

Table 18 shows the frequencies for types and amount of community involvement, amount of representation, and time for representation. Types and amount of community involvement has a mean score of 68.9216. There is a small increase in the scores around the mean. In all, there were 25 scores with a frequency of 1. There were 7 scores with a frequency of 2. There were 4 scores with a frequency of 3. With amount of representation the mean was 275.1961. The frequencies did not cluster around the mean. In all, there were 32 scores with a frequency of 1, 6 scores with a frequency of 2, and 1 score with a frequency of 3 and 4. With time for representation,

the mean was 2.7973. There was a slight clustering around the mean. There were two scores with a frequency of 1. There was 1 score with a frequency of 2. There was 1 score with a frequency of 6. There were 1 score with a frequency of 13 and 1 score with the frequency of 16.

In general the frequency of the scores was fairly uniform with the exception of time for representation. Time for representation spanned over four years and the average was approximately two years. Types and amount of community involvement had a wide range of responses as did the amount of representation.

Description of the Community Involvement Methods Used

As described in **Table 19 Community Involvement Methods**, task forces, short conferences, public hearings, town meetings, public information programs and other methods of community involvement were used. Task forces, public hearings, town meetings and public information programs were used in over 80 percent of the closed bases. In the "other" category there were several community involvement methods used.

Mediation was used in 32 cases. Strategic planning was used in 48 cases. In addition, another involvement method, legislature, was used. The Literature Review has also concluded that multiple methods of community involvement have been used. This is especially true with government programs.

TABLE 19. Community Involvement Methods Used by the Local Redevelopment Authorities.

Method	Bases	Percent of Bases
Task Forces	44	86.27
Short Conferences	33	64.70
Public Hearings	47	92.15
Town Meetings	37	72.53
Public Information Programs	43	84.31
Other	50	98.04

Summary

The Community Involvement Analysis has a dependent variable of community satisfaction and independent variables of: community elements contributing to the amount of community involvement, types and amount of community involvement, and effects of community involvement. Correlations of the first model are shown. **Table 1** shows the significant correlations between community satisfaction and community elements.

The second set of tables are those in the regression analyses. **Table 2** displays three models, one with all of the independent variables, and the subsequent models with variables removed. The R's for all three models are almost the same. **Table 3** is the

analysis of the variance. It indicates the model with the independent variable, community elements to be the optimum. **Table 4** displays the coefficients. The best model is with the independent variable, community elements. **Table 5** shows the collinearity statistics. The best predictor is Model 3 with community satisfaction the dependent variable and type and amount of community involvement and effects of community involvement removed. The independent variable that remains is community elements. In **Table 6** the frequencies show that the scores on the questionnaire are predominantly mentioned only once.

The second analysis, the Representation Analysis, employs community satisfaction as the dependent variable and the amount of representation and time of representation as the independent variables. In **Table 7**, the correlations of community satisfaction and time of representation, and amount of representation and time of representation are the highest although not significant. **Table 8**, the Model Summary, shows that R is the strongest with the model using time for representation and amount of representation. **Table 9**, the ANOVA, shows that Model 2 is the strongest. It has amount of representation as the independent variable. T values in **Table 10,** the coefficients table, show that amount of representation has the largest t value. In **Table 11,** the table of excluded variables shows that the best model is community satisfaction as the dependent variable, and amount of representation the independent variable. In **Table 12** the frequencies of the amount of representation are predominantly mentioned only once. With the time for representation the frequencies are high because there were only five scores available.

The third analysis, the Involvement Analysis, compares type and amount of community involvement, amount of representation and time for representation. **Table 13** shows significant correlation between type and amount of community involvement and amount of representation. In **Table 14** the R and R squares are the highest with the three independent variables, type and amount of community involvement, amount of representation and time for representation. In **Table 15** the best model has the independent variable of type and amount of community involvement. In **Table 16** the best model has independent variables of type and amount of community involvement, and amount of representation. In **Table 17** the best model has independent variable of type and amount of community involvement. **Table 18** shows that the responses on the questionnaire for type and amount of community involvement and amount of representation are predominantly one score for each number. With the amount of representation and time of representation, the frequencies were higher for each score.

The description of community involvement methods used, shown in **Table 19**, is a tabulation of the community participation methods utilized by the bases. Five different participation methods are shown plus one other category. A majority of the bases used multiple public representation methods. In addition, 49 bases used strategic planning as the overall method.

Conclusion

Four analyses have been done to explain the results of the Questionnaire. They

are correlation analysis, regression analysis, frequency analysis and a description of the types of public participation methods used.

In the Community Involvement Analysis the correlations were community satisfaction and community elements. In the regression analysis the result was that community satisfaction and community elements predominated. The frequency analysis showed that the pattern of the scores was generally one frequency per score. This first analysis shows that the community is satisfied with the community elements.

In the Representation Analysis the correlations were community satisfaction and time of representation, and the time of representation and the amount of representation although not significant. In the regression analysis the best model was the dependent variable community satisfaction and the independent variable time for representation. The frequency analysis showed that in the time for representation category all responses fell within six scores. The result of Analysis Two is that the community was satisfied with the time for representation.

In the third analysis, Involvement Analysis, the correlations were type and amount of community involvement and amount of representation. With the regression analyses the dependent variables types and amount of community involvement, and amount of representation were the best combination. With the frequency analysis, types and amount of community involvement had a small cluster around the mean. With amount of representation the score generally had only one frequency. With time of representation there were multiple frequencies for each score. This illustrates that the scores were equally distributed. The conclusion for Analysis Three is that the

community is satisfied with the types and amount of community involvement and the amount of representation.

The Description of Community Involvement Methods shown in the final analysis uses the questionnaires to determine what participation methods were employed. The bases used strategic planning as the overall method, and within this framework multiple participation methods were used.

The three analyses showed that type and amount of community involvement, community elements, time of representation and the amount of representation all played a part in community satisfaction. The fourth analysis shows the multiple methods that were used.

CHAPTER V

BASE REUSE PROCESS AND CASE STUDIES

The following case studies analyze three bases that have undergone closure since 1988. Each one is different in size and complexity, but they all share the same requirements for closure and reuse. The first base, NAS Cecil Field, is in Jacksonville, Florida. It is a 17,000 acre tract with many acres in their natural state. The second base, Bayonne Military Ocean Terminal (MOTBY), is located on the New York Harbor south of Jersey City, NJ. It has 430 acres and is in an area of intensive land uses. The third base is Glenview Naval Air Station (GNAS). It has approximately 1,100 acres and is located in the Chicago area. Glenview is a multi-use development which is almost complete.

These bases were chosen using several criteria. First, Glenview Naval Air Station (GNAS) was chosen because it had a high score on the Questionnaire. NAS Cecil field was chosen because of its size, the large areas of undeveloped land and the presence of an air field. Bayonne Military Ocean Terminal (MOTBY) was chosen because of its enormous potential to become a premier urban development with its sweeping views of lower Manhattan and Staten Island.

Base Reuse Process

Under the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, a new community-based reuse planning process begins upon final selection

of the base for closure or realignment (Office of Economic Adjustment, 1995). The local reuse organization, or LRA, identifies local reuse needs and conceives a redevelopment plan for the Military Department to consider. Along with LRA activities, the Military Department also undertakes disposal planning, environmental cleanup, and other base closure activities (Office of Economic Adjustment, 1995).

Similarities Among the Three Bases

What is common to all three bases is the timetable set by the Department of Defense. During the first six months the Military Department determines which parts of the base are not needed by the Department of Defense (DoD) or another Federal agency. The LRA is structured and recognized by the Department of Defense and the Office of Economic Adjustment and begins comprehensive reuse planning for the base. This effort includes early and frequent coordination with the Base Realignment and Closure (BRAC) Cleanup Team (BCT) and with the Restoration Advisory Board (RAB) (Office of Economic Adjustment, 1995).

During the first six to twelve months the Local Reuse Authority (LRA) starts outreach to provide information on the installation to representatives of the homeless and other persons interested in assisting the homeless. During the first twelve to eighteen months, the LRA prepares a reuse or redevelopment plan. This incorporates environmental considerations such as clean-up activities, air emission credits, natural resources concerns such as endangered or threatened species, and habitat, cultural and historical requirements. The LRA and the community must ensure that the plan

adequately balances local community and economic development needs with those of the homeless (Office of Economic Adjustment, 1995).

Approximately eighteen to twenty four months from closure the LRA's redevelopment plan is submitted to the Military Department. At this time the Military Department also notifies sponsoring Federal agencies that the property is coming available through public benefit conveyances. The community's plan is also submitted to the Department of Housing and Urban Development (HUD) to help address the community's homeless needs. HUD reviews the application to determine whether the LRA has adequately balanced local community and economic development needs with those of the homeless (Office of Economic Adjustment, 1995).

In approximately twenty four months the Military Department will complete its environmental impact analysis. During this phase, final Military Department decisions resolve any competing requests for the property. When disposal decisions have been made, the Military Department initiates final disposal actions in accordance with its disposal plan (Office of Economic Adjustment, 1995).

After final disposal decisions are issued by the Military Department, the reuse process enters the implementation phase. There are a number of ways for a community to acquire surplus base property, 1) Public conveyances for such purposes as airports, education, health, historic monuments, ports, parks and recreation and wildlife conservation (Office of Economic Adjustment, 1995), 2) Homeless assistance conveyances, in accordance with HUD's approval of LRA's redevelopment plan to meet local homeless needs, 3) Negotiated sales to public bodies for public purposes at the

property's fair market value, 4) Advertised public sales to the party that submits the highest bid, provided that it is not less than the property's fair market value, 5) Economic development conveyances to an LRA for job creation purposes, if approved by the military department. Depending on the circumstances, these conveyances may be at a discounted price or fair market value (Office of Economic Adjustment, 1995).

The public involvement process was similar for all three bases. The public was involved at all stages of the planning process. At Cecil Field particularly, the Development Commission stressed public involvement. Individuals from the city and county government, the university system, state senators, consultants, contractors and attorneys were involved. In Bayonne, Bayonne 21 C was formed as a quasi public master planning committee. Reuse plans were developed with extensive public input. In Glenview, several groups participated in the planning process, a task force, a technical committee, the U.S. Navy and Glenview's consulting team.

Differences Among the Three Bases

Differences consisted of size, location, final land uses and particularly land conveyances. Cecil Field is a 17,000 acre tract. Bayonne Military Ocean Terminal (MOTBY) has 430 acres and Glenview Naval Air Station (GNAS) has approximately 1,100 acres. Cecil Field used the property conveyance mechanism for public benefit. Bayonne Military Ocean Terminal was found to be an area "in need of" redevelopment and was transferred to Bayonne as an economic development conveyance. At the

Glenview Naval Air Station the land was transferred to the Village of Glenview through an economic development conveyance. Following is a detailed discussion of the reuse process at the three bases.

NAS Cecil Field

NAS Cecil Field opened in 1942 and officially closed in 1999. It has a total of about 17,000 acres with major uses being aviation and open space. It is on the south-west side of Jacksonville, Florida. Surrounding are agricultural and commercial uses (Eckert, 2002). It has "479 buildings and structures, 4 runways, 8 hangars and 537,000 square yards of apron" (Cecil Field Development Commission, 1996, August 19, p. 1). There were between 5,000 and 9,999 military personnel on the base and less than 1,999 civilian personnel on the base (See Appendix A).

In 1994 the Mayor of Jacksonville formed a reuse commission. After many public hearings the base reuse plan was formulated in 1996. It was determined that the area should be an aviation/mixed use area (Eckert, 2002).

Property Transfer at Cecil Field

Property conveyance is an important part of Cecil Field's master plan. Federal law requires the transfer of land facilities to be used "for the benefit of the public" to be conveyed to the receiving agency at up to 100% fair market value discount (Cecil Field Development Commission, 1996, August 19, p.16). Cecil Field conveyances are shown in **Figure 4.**

AREA	RECEIVING ENTITY
Parks and Recreation Land	City of Jacksonville
Public Airport Property	Jacksonville Port Authority
Conservation Land in Clay County	Clay County

FIGURE 4. Public Benefit Conveyances from Cecil Field.
(*Source:* Cecil Field Development Commission, 1996)

"All other land at Cecil Field (land that will not be used for public benefit purposes), must be purchased from the federal government under a negotiated/sale/development agreement, or will be sold by the federal government to the highest bidder at a public sale" (Cecil Field Development Commission, 1996, August 19, p. 6).

Public Involvement

Cecil Field Development Commission stressed public involvement. The organization of the Cecil Field Development Commission is as follows. It is made up of the chair, commissioners, and ex-officio members. " There are 36 commissioners and 5 ex-officio members" (Cecil Field Development Commission, 1996, August 19, pp. 18-19). Some of the commissioners are individuals from the city and county government, the university system, state senators, consultants, contractors and attorneys. In addition,

there are 20 technical advisors supplied by various organizations. The technical advisors come from: the Jacksonville planning and development department, private industry council, state department of transportation, and the NAS Cecil Field Public Affairs Office (Cecil Field Development Commission, 1996, August 19).

The commission held at least 70 public hearings from November 1994 to February 1996. The result was the Base Reuse Plan (Eckert, 2002). Public hearings, task forces, short conferences, town meetings and public information programs were all used during the closure process. During the reuse determination phase, task forces, public hearings, town meetings and public information programs were used (Eckert, 2002).

The number of people participating in each specific form of public involvement was substantial. During the base closure process: 25-49 people participated in task forces, 50-99 people attended short conferences, and the attendance at each public hearing, town meeting and public information program was 100 and over. During the reuse phase, the attendance at task forces, short conferences, public hearings, town meetings and other public information programs all had attendance of 100 people or over (See Appendix A).

The Local Reuse Authority (LRA) practiced strategic planning for a period of one to two years. The community was satisfied with the expediting of the reuse of the base. They were very satisfied with the use of public participation and they were very satisfied with the final land uses (See Appendix A).

Future Land Uses

The future land uses for Cecil Field are as follows: Aviation-Related Public Buildings and Facilities, Parks Recreation and Open Space, Heavy Industrial, Light Industrial, Agricultural, Commercial and Conservation. All of the existing aviation assets and the undeveloped acreage located to the south and east of the runways will be developed into a civilian airport targeting commercial aviation uses. Over 2,500 acres have been designated for parks, recreation, and open space. This acreage is located on the western portion of Yellow Water, the tract on the north side of Normandy Boulevard to the west and south of the airport. A portion of the Main Base and a portion of Yellow Water have been designated for potential heavy industrial use. A large portion of land in Yellow Water has been designated for light industrial uses. Areas have been designated in both Yellow Water and the Main Base for agricultural use. Public buildings, Army National Guard, recreation and open space and heavy industrial uses are located directly north of the east-west runways and west of the north-south runways. North of the east-west runway and east of the north-south runway are public buildings and facilities, which are part of the forestry and management airport reserve (Cecil Field Development Commission, 1996, August 19). "To serve the future demand expected to be generated from the redevelopment of Cecil Field, an area along Normandy Boulevard has been designated for commercial use" (Cecil Field Development Commission, 1996, August 19, p. 3). Normandy Boulevard is a major east-west road which connects to Jacksonville. It will intersect with the Brannan Field-Chaffee Road extension which

runs north and south on the east side of Cecil Field (Cecil Field Development Commission, 1996, August 19).

Table 20 shows the land divisions.

TABLE 20. NAS Cecil Field Reuse Plan Land Allocation.
(*Source:* Cecil Field Development Commission, 1996)

Land Use	**Acres**
Light Industrial	3,455
Heavy Industrial	1,029
Public Facilities (aviation)	6,093
Agriculture	2,835
Recreation and Open Space	2,943
Commercial	206
Conservation (Clay County)	641
Retained by U.S. Navy (Family Housing)	252
Total	**17,454**

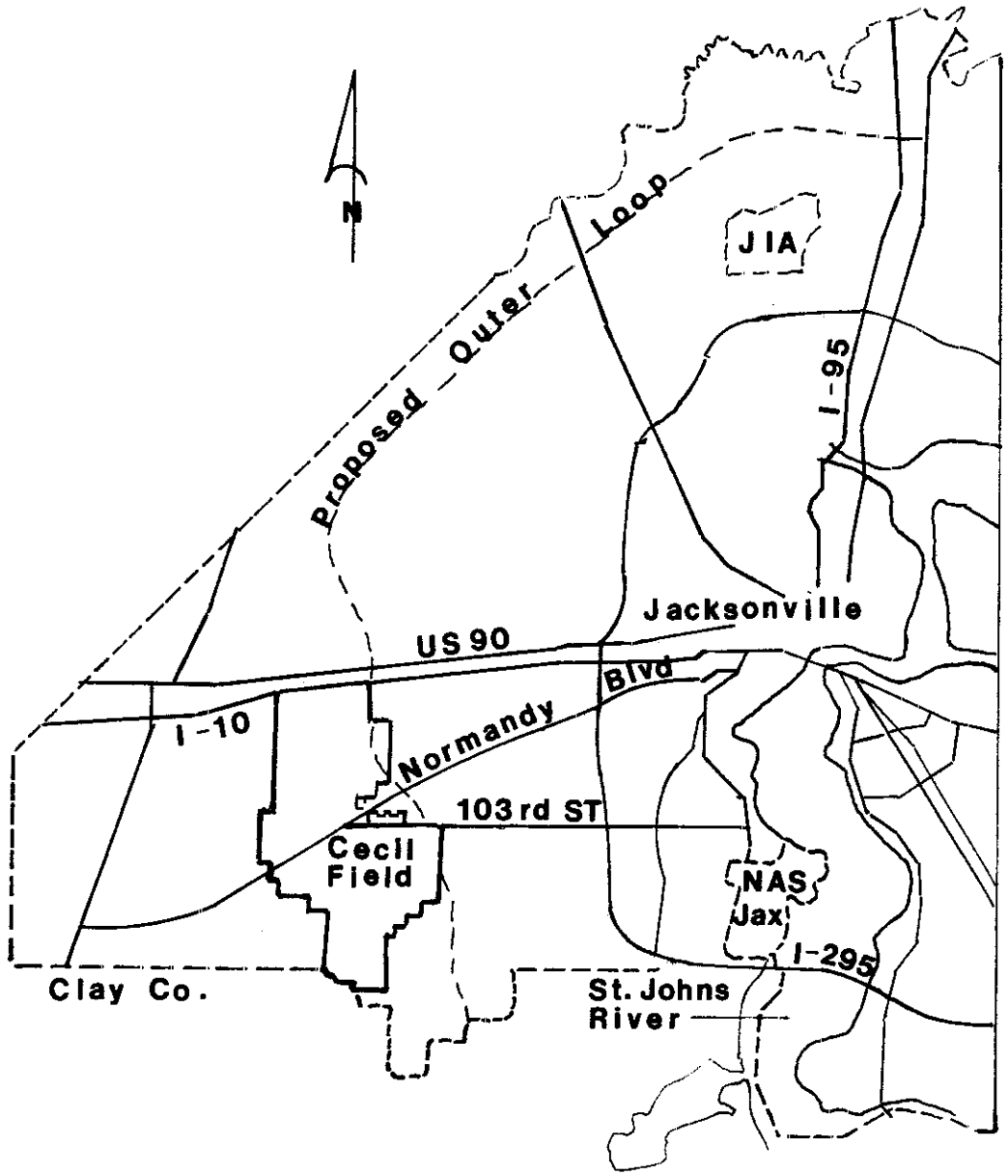

FIGURE 5. Cecil Field Redevelopment, Regional Map.
(Modified from Jacksonville Economic Development Commission, 2002)

Figure 5 shows the Cecil Field Redevelopment, Regional Map. On it are Cecil Field and the surrounding road patterns. The portion of Cecil Field that lies in Clay County, approximately 641 acres, is proposed for annexation into the surrounding State Forest/Water Management Systems for agricultural / conservation / mitigation purposes (Cecil Field Development Commission, 1996, August 19).

Summary

Cecil Field with 17,000 acres is one of the largest military bases to be closed from 1988 to 2001. Much of the land is undeveloped and can be held in reserve for future public use and conservation. The numerous public participation mechanisms that were utilized enabled the surrounding communities to have a voice in the final determination of the land and facilities.

Bayonne Military Ocean Terminal (MOTBY)

The Bayonne Military Ocean Terminal (MOTBY) is located east of Bayonne, and south of Jersey City, New Jersey on the upper bay of the New York Harbor. It is on the south side of Route 78 which connects to lower Manhattan. The site of the Bayonne Military Ocean Terminal (MOTBY) is a two mile long peninsula jutting out into New York harbor. The property is a man-mad peninsula created in the 1930's from hydraulic dredge material excavated from the New York Bay (Bayonne Local Redevelopment Authority, 2001, July 17).

Since it extends further into the harbor than any of the surrounding landforms,

> the MOTBY site itself offers impressive views. To the northeast, the Statue of Liberty is dwarfed by the Manhattan skyline; the Heights and working waterfront of Brooklyn lie to the east; the Verrazano Narrows Bridge is visible to the southeast, while the hills of Staten Island dominate the shorter range views to the south. (Community Investment Strategies Inc., 1997, May 22, p. 2).

The City of Bayonne has a unique opportunity to plan and implement a mixed-use waterfront development project (Bayonne Local Redevelopment Authority, 2001, July 17, p. 1). "This development opportunity is the result of the U.S. Army decision to decommission the Bayonne Military Ocean Terminal (MOTBY) and transfer the 430 acre site to the city" (Bayonne Local Redevelopment Authority, 2001, July 17, p. 1).

Site History

The Bayonne Port Terminal as in operation at the site between 1939 and 1941 and was used for a transfer point for shipping cargo to Europe. The site was transferred to the United States Navy in 1941 for use as a dry dock and supply base. In 1941 and 1942, the United States performed filling and construction operations which resulted in most of the facilities currently existing at the site (Community Investment Strategies, Inc., 1997, May 22, Section 4).

Upon redesignation of the site as a Naval Supply Center (NSC), Bayonne in September, 1959, the facilities continued to be used as a supply distribution point. On July 1, 1965, the Military Ocean Terminal Bayonne (MOTBY) was established with cargo input from the Military Ocean Terminal Brooklyn in late 1965 through the end of 1966. On July, 1967, the Naval supply center ceased operations and the army took over the operations of the MOTBY. In 1975, the MOTBY coordinated and implemented

cargo shipment for the Department of Defense. During Desert Storm in the early 1990's, MOTBY was utilized as a staging and distribution point for outgoing and returning materials. In 1995, the MOTBY was designated for closure under BRAC (Community Investment Strategies, Inc., 1997, May 22, Section 4). There were between 2,000 and 4,999 military personnel on the site and between 2,000 and 4,999 civilian personnel on the site (See Appendix A).

The Reuse Process at Bayonne

> Upon the approval of the base closure, a reuse commission chaired by the Mayor, was formed. This commission consisted of members from the City, County, State, Federal Government and the business sector. The main function was to develop a comprehensive redevelopment plan for the reuse of the property. When this was accomplished, a Local Redevelopment Agency was created through state statute. The law allows for the appointment of 7 commissioners who hire an executive director. It is the responsibility of the Commissioners and Executive Director to see that the approved plans are implemented for the use of the property. In addition the Local Redevelopment Agency can enter into binding contracts with the city, other public agencies, and private developers (Hammond, 2002, August 21).

As a part of the transfer of MOTBY from the U.S. Army to Bayonne Local Redevelopment Authority (LRA) the property was found to be "an area in need of redevelopment" (Bayonne Local Redevelopment Authority, 2001, July 17, p.1). "This action was confirmed by Resolution 99-11-23-078 and adopted by the Bayonne City Council on November 23, 1999" (Bayonne Local Redevelopment Authority, 2001, July 17, p.1.

Public Involvement

The Bayonne MOT was listed on the base closure program in 1995. At that time MOTBY was either the largest or second largest employer in Bayonne. There was a public rally to keep it open but the project went forward (Chiaravalloti, 2002).

Bayonne 21 C (century) was a quasi public master planning committee. In 1996-1997, reuse plans were developed with extensive input. In 1998 there was a municipal election and a resulting new administration. They reevaluated the reuse plan and discussed public concerns. In April 2000, there was a change in the redevelopment authority. In August 2001 a new redevelopment plan was released. There was a large turnout from the public, from 100 to 300 people. There were tours and town hall settings once a month (Chiaravalloti 2002).

Altogether in the process of closing MOTBY, many different forms of public involvement were used. They were: task forces, short conferences, public hearings, town meetings, strategic planning and public information programs. The same forms were used in the reuse phase. The community satisfaction with the expediting of the reuse plan was low. The community satisfaction with the use of public participation was medium. However, the community satisfaction was high with the finalized land uses (See Appendix A).

Planning Districts

As a part of the planning process, a site analysis was undertaken and different, though integrated land uses were assigned. As a result the MOTBY peninsula has been

divided into six districts (Bayonne Local Redevelopment Authority, 2001, July 27). The districts are as follows: "Harbor Station, Bayonne Village, The Landing, Loft District, Bayonne Point, and Maritime Industrial District" (Bayonne Local Redevelopment Authority, 2001, July 17, pp. 3-6). **Figure 6** illustrates the districts.

Harbor Station will develop a mix of uses including office functions, mid-rise housing, neighborhood retail, entertainment and civil facilities and structured parking. The concept for Bayonne Village is to build a low-rise townhouse district centered around a park that extends to the waterfront Bayonne Local Redevelopment Authority, 2001, July 17). The land use in the Landing District will be a mix of "mid-rise housing, ground floor retail and community facilities" (Bayonne Redevelopment Authority, 2001, July 17, p. 4). The Loft District will have "a mix of housing, office and retail uses" Bayonne Local Redevelopment Authority, 2001, July 17, p. 5).

"The views from the east end of the site looking out to lower Manhattan, the New York Harbor and the Verrazano Narrows Bridge are breathtaking" (Bayonne Local Redevelopment Authority, 2001, July 17, p. 5). "This location is potentially a World-class development site suitable for high-rise housing and office use" (Bayonne Local Redevelopment Authority, 2001, p. 5). The Maritime Industrial District borders the Port Jersey Channel. This "is the only location in all of New York Harbor which can, with reasonable effort, accommodate 50 foot draft container ships" (Bayonne Local Redevelopment Authority, 2001, July 27, p.5). The land areas listed illustrate that the Redevelopment Plan "anticipates that the 430 acre MOTBY site acquired by the Bayonne LRA from the Army will be expanded by approximately 19.02 acres (Bayonne

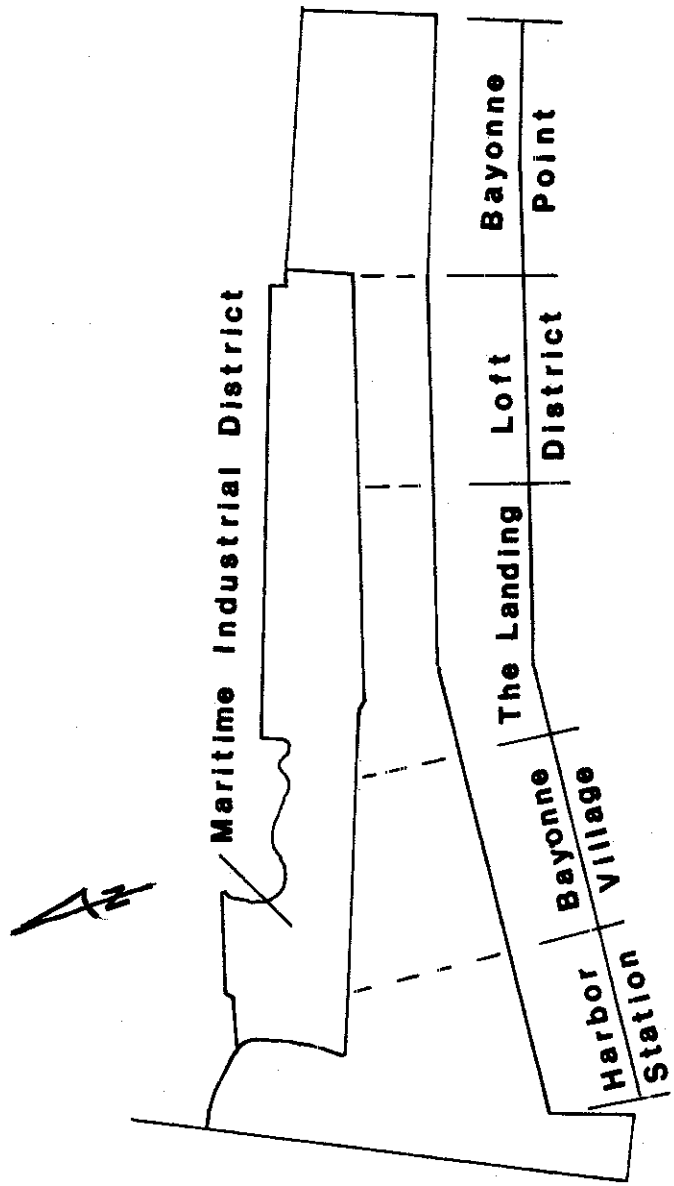

FIGURE 6. Bayonne Military Ocean Terminal, Districts.
(Modified from Clark, Caton, Hintz, Ehrenkranz, Ecksut & Kuhn, 2001)

Local Redevelopment Authority, 2001, July 17, p. 12). The additional acres come from moving the existing bulkhead 10-15 feet north into the Port Jersey Channel and the south bulkhead to be moved out 48 feet into the South Channel (Bayonne Local Redevelopment Authority, 2001, July 17, p. 12). **Table 21** shows the land use breakdown for the different districts.

TABLE 21. District Acreages, Bayonne.
(*Source:* Bayonne Local Redevelopment Authority, 2001, July 17, p. 12)

District	Land Area (in acres)
Harbor Station	43.21
Bayonne Village	22.53
The Landing	24.84
Loft District	19.33
Bayonne Point	31.96
Total Development Area	141.87
Maritime District	150.02
Open Space	53.36
Rights of Way	103.77
Grand Total	449.02

The differing land uses in the redevelopment plan makes this property a very desirable site. It has housing, office space, commercial development, maritime industry and open space. There is also a future golf course on the south side of the site (Chiaravalloti, 2002). It is also conceivable that an individual could live and work on the same site.

Summary

The Bayonne Military Ocean Terminal has the potential to become a thriving asset for the City of Bayonne. With its location south of New York City, the opportunities for employment and entertainment are numerous. The public has been brought into the process through a variety of public involvement mechanisms. Four hundred and forty-nine acres will be added to Bayonne's developable land.

Glenview Naval Air Station (GNAS)

The Glenview Naval Air Station (GNAS) is a 1,121 acre tract located in Glenview, Illinois, a community north of Chicago. At its 1995 closing there were less than 1,999 military personnel on the base and there were less than 1,999 civilians. The land uses around the base are mixed: residential, health care, education, commercial and industrial (See Appendix A). "At almost 1.5 square miles, it comprises approximately 15% of the landmass in Glenview" (Skidmore, 1998, p. 2.1). GNAS was selected for closure during the 1993 Base Realignment and Closure round of military base closures (Skidmore, 1998).

> On August 3, 1993, as a direct result of this action the Village of Glenview Board of Trustees, acting as the Local Redevelopment Authority for GNAS, organized adopted the GNAS Community Reuse Planning Group (CRPG) to develop a consensus-oriented reuse plan that would serve as a basis for all economic development activities. The CRPG consisted of six elements: the Village Board of Trustees, a multi-jurisdictional task force, a core jurisdictions group, a Technical Committee, Subcommittees (as needed), and a consultant team (Skidmore, 1998, p. 2.1).

The Trademark of the reuse planning process was public involvement. The Task Force allocated considerable time to identifying community goals for the reuse project (Skidmore, 1998) Goals and priorities have been incorporated into the Consensus Reuse Plan (Glenview Community Reuse Group, 1995, June). They were "…fulfillment of Federal Objectives, Waiver from 'Job Centered' Property Disposal, Market Responsive Planning, Incorporate All Stakeholders into the Planning Process, Open Planning Process, and Action Oriented Planning" (Glenview Community Reuse Planning Group, 1995, June, pp. i-ii).

Key Participants in the Planning Process

The following groups participated in the planning process: "the GNAS Reuse Plan Task Force, the GNAS Technical Committee, the Public, the U.S. Navy and the GNAS Consulting Team" (Glenview Community Reuse Planning Group, 1995, June, p. 5). The task force was created to be the primary policy setting and plan review body. A large component of its membership was comprised of the core Jurisdiction Group in recognition that six local government jurisdictions are uniquely impacted (Glenview Community Reuse Planning Group, 1995, June).

A technical committee was chaired by the village manager, and was made up of navy representatives including the Base Transition Coordinator and the Core Jurisdiction staff members. Public participants in the process included individual citizens as well as organized groups representing particular special interests. The U.S Navy, in addition to participating in the GNAS Reuse Plan Task Force and the Technical Committee, was recognized as having a continuing role in the process. The community selected a consultant team and approved the scope of services with the assistance of the Office of Adjustment (Glenview Reuse Planning Group, 1995, June).

Program Highlights for Community Relations

There were two major goals for the community relations program: 1) to strengthen the support of local officials and community leaders and 2) to educate area residents and local officials about the cleanup process (U.S. Department of the Navy, 1995, July). "Planned were briefings for community leaders and guided tours" (U.S. Department of the Navy, 1995, July, p. 13). "Once community leaders have been briefed, their communication with the public provides an excellent avenue for dissemination of information" (U.S. Department of the Navy, 1995, July, p. 13). Guided tours of the base were conducted for groups who had been active in the Glenview community, such as historical societies, homeowners associations, seniors groups, mothers groups, environmental groups, and volunteer groups (U.S. Department of the Navy, 1995, July).

"The second goal was to educate area residents and local officials about the cleanup process" (U.S. Department of the Navy, 1995, p. 13). The Restoration Advisory Board (RAB) meetings were not only to educate RAB members on environmental restoration issues, but also to provide a communication link to the community. Community interviews indicated that contact would be best made through direct mailings to area residents, a regular column in the *Village Report*, Glenview Announcements, and public affairs programming on public access Glenview Television (U.S. Department of the Navy, 1995, July). These two goals first strengthened the understanding of the community toward cleanup and second, the village newspaper kept the citizens apprised of the progress toward the reuse of the base.

The Public Involvement Process

The highest level of involvement was focused on the interaction with the task force (Glenview Community Reuse Planning Group, 1995, June). Broad based participation was facilitated by vehicles such as community newsletters and community advisory sessions that reached the entire community through cable broadcasts. The average number of people taking part in public participation mechanisms was 50. The largest meeting was 1,000 (Owen, 2002).

"The major forms of public involvement were newsletters, mailing lists, community advisory sessions and publicly held task force meetings. The community was kept informed through three special newsletters distributed to the Glenview residents" (Glenview Community Reuse Planning Group, 1995, June, p. 8). They were

distributed at key junctures in the process, helping to maintain public awareness of the reuse planning process, and identified important issues being considered (Glenview Community Reuse Planning Group, 1995, June).

The mailing list included local press offices, non-profit organizations, community groups, all affected units of government, the businesses and individuals who expressed an interest in tracking the progress of the Reuse Plan. Community advisory sessions were open meetings designed solely to inform the public about the status of the plan and obtain public input. Five meetings were held at key points in the process (Glenview Community Reuse Planning Group, 1995, June). "A total of fifteen Task Force meetings were held to review interim reports and memoranda and receive direction from the Task Force" (Glenview Community Reuse Planning Group, 1995, June, p. 8).

Recommended Property Conveyance Methods

"In order to adequately utilize GNAS property as an asset to create jobs and meet the needs of the local community, an Economic Development Conveyance (EDC) was pursued" (Glenview Community Reuse Planning Group, 1995, June, p. 52). "A team of village representatives participated in a 'walkthrough' of all base buildings to identify reusable property. Buildings with reuse potential were also identified" (Glenview Community Reuse Planning Group, 1995, June, p. 52).

The Land Use Plan

Table 22 shows the acreages of the land uses. The land uses are divided into commercial uses and noncommercial uses.

TABLE 22. Approved Land Uses, The Glen Redevelopment Project.
(Source: Glenview Community Reuse Planning Group, 2001, January)

Commercial Use	**703.7 acres**
Retail	57.6
Office, Warehouse & Light Industrial	112.5
Mixed-use Retail, Entertainment, Sports	45.6
Sports, Leisure & Entertainment	189.1
Single-family Residential	215.1
Multi-family Residential	83.8
Non-commercial Use	**417.6**
Public Open Space	110.8
Nine Hole Golf Course	39.3
Public Use	189.9
Road R.O.W. & Drainage	68.6

A two stage process was used to determine the range of viable ideas for the site reuse. The first stage involved the formulation of a series of "development scenarios" (Glenview Community Reuse Planning Group, 1995, June, p. 30). "In the second stage of the process, the four scenarios considered to have the most merit were taken to a much higher level of plan detail in the form of Sketch Plan Alternatives" (Glenview Community Reuse Planning Group, 1995, June, p. 30).

The seven scenarios were as follows: General Aviation Airport, Inherent Land Use Suitability, Core Area Prominence, Residential Neighborhood Focus, Commercial/Industrial Focus, Sports Complex and Comprehensive Plan (Glenview Community Reuse Planning Group, 1995, June).

"The four scenarios chosen for Sketch Plan development were: Land Use Suitability Sketch Plan, Open Space Sketch Plan, Major Institution Sketch Plan and Leisure Sketch Plan" (Glenview Community Reuse Planning Group, 1995, June, pp. 32-38). "Each of the Sketch Plan alternatives was subjected to a series of impact analyses…traffic, fiscal impact and market focus group" (Glenview Community Reuse Planning Group, 1995, June, pp. 38-40). "Alternative A – Land Use Suitability, received the highest overall score…" (Glenview Community Reuse Planning Group, 1995, June, p. 41). **Figure 7** shows the commercial and non-commercial land uses.

The Navy prepared an environmental plan after the reuse plan was approved. After public review and comment, the EIS (Environmental Impact Statement) was approved in November, 1995. The Record of Decision process was approved in May

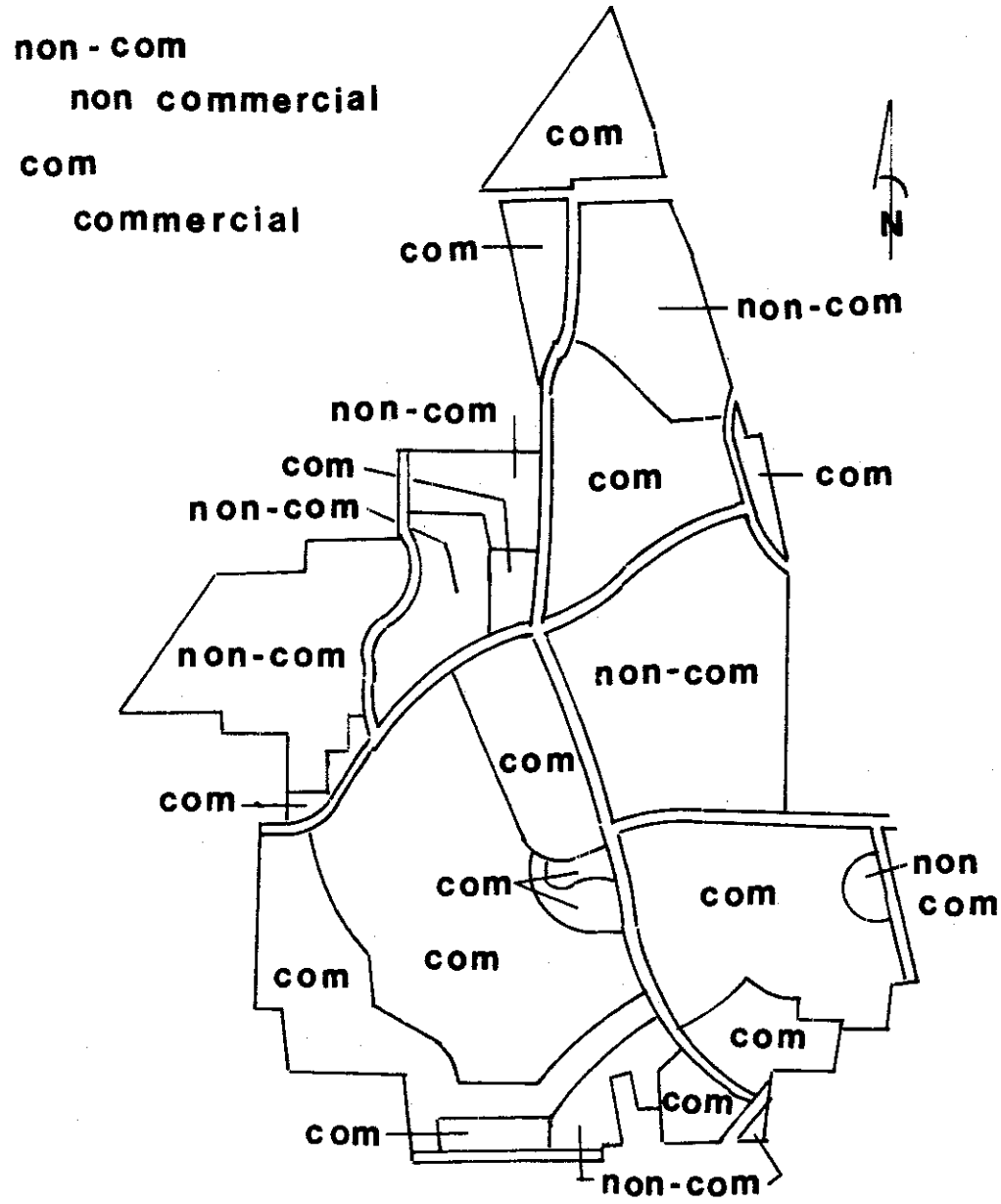

FIGURE 7. General Land Use Plan, The Glen Redevelopment Project.
(Modified from Glen Redevelopment Project, 2001)

of 1996. In 1997, there was a no cost transfer of property with the exception of the golf course which was transferred for $2,000,000 (Owen, 2002).

Summary

The Glenview Redevelopment Project came to a successful conclusion through a long and complicated process. The result was successful due to the cooperation of the Federal Government, the Village of Glenview governmental units, the Glen Redevelopment Project participants and the public. According to the Questionnaire, community satisfaction with the expediting of the reuse of the base was high. The community satisfaction with the use of public participation was high; and the community satisfaction with the final land uses was very high.

Conclusion

The three cases: Cecil Field, Bayonne Military Ocean Terminal, and the Glenview Naval Air Station, are different from each other in size, and the length of time that they have been in the closure process. Cecil Field was closed in 1999 (Office of Economic Adjustment, 2001). Bayonne Military Ocean Terminal was designated for closure in 1995 and in 1999 was closed (Office of Economic Adjustment, 2001). Glenview Naval Air Station was closed in 1995 (Office of Economic Adjustment, 2001). The redevelopment of Glenview is almost finished whereas the redevelopment of the other two bases is in process.

But what is common to the three bases is that the community was generally satisfied with the process and its outcome. It is no coincidence that the public was involved at all stages of the planning process. At Cecil Field the Development Commission stressed public involvement. Some of the people on the Commission were from the city and county government, the University system, state senators, consultants, contractors and attorneys. In Bayonne, Bayonne 21 C was formed as a quasi public master planning committee and reuse plans were developed with extensive public input. In Glenview several groups participated in the planning process. These were: a task force, a technical committee, the U.S. Navy, and the GNAS consulting team.

The types of public involvement during the closure phase ranged from 25-49 in task forces, 50-99 people in short conferences and over 100 people at public hearings at Cecil Field (See Appendix A). At Bayonne, over 100 people attended a rally when the redevelopment plan was released. There were many forms of public involvement at Bayonne: task forces, short conferences, public hearings, town meetings, and public information programs (See Appendix B). At Glenview the task force was the primary group which publicly held. In addition, newsletters kept the public informed. Community advisory sessions were held specifically to keep the public informed. In all three bases strategic planning was used. Bayonne practiced it for over 3 years (See Appendix A). Cecil Field used it for 1 to 2 years (See Appendix A). Glenview used it for 1 to 2 years (See Appendix A). In all three cases, the base closing was regarded by the public as being successful, and public involvement was the keystone to the planning

process. The public was made to feel that they were part of the process at each step.

CHAPTER VI

CONCLUSIONS

There were three objectives to the study. The first was to review the general literature on community involvement and then review the literature on community involvement as related to military base closures. The second objective was to analyze the data from a questionnaire specifically focused on base closure community involvement techniques and outcomes. The third objective was to investigate the closure and reuse process through in depth case studies including site visits and personal interviews of officials involved.

Literature Review

Standards, methods and tools of community involvement evolve constantly and different fields produce different methods and approaches to involving the public. The literature indicates that there is a long term trend toward the use of multiple participation techniques and that the use of multiple techniques produces more community involvement.

With respect to community involvement in base closures, multiple methods were also popular. Strategic planning was the umbrella under which multiple community involvement methods were used in the base closings. Within the strategic framework different participation methods were used in the two stages of base closure and reuse.

Data Analysis

The second objective of the study was to design a questionnaire that gathered data on the use of community involvement techniques and to analyze that data in different ways. There were three hypotheses. The first was: the more community elements that contribute to the amount of community involvement, the more types and amount of community involvement there are, and more effects of community involvement there are, then the more community satisfaction there is with the base closing. The second hypothesis is: the more the public is involved and the more time the public spends on the reuse process then the more public satisfaction with the reuse. The third hypothesis is: the more types and amount of community involvement, and the greater the amount and time the public spends on the reuse process then the more public satisfaction with the reuse.

Three data analyses were accomplished by correlation analysis, regression and frequency analysis. The first analysis is the Community Involvement Analysis. A significant correlation was community elements with community satisfaction. The regression determined that community satisfaction was dependent upon community elements. The frequencies for the total questionnaire are predominantly mentioned only once.

The correlation in the second analysis, the Representation Analysis, was that community satisfaction and time of representation, and amount of representation and time of representation had the highest correlations but not significant. The regression analysis determined that the amount of representation was predominant. The

frequencies for the amount of representation were predominantly mentioned only once. The frequencies for the time of representation are high because only five scores are available.

The third analysis, Involvement Analysis, included type and amount of community involvement, amount of representation and time of representation. The significant correlation was type and amount of community involvement and amount of representation. The regression analysis showed that community satisfaction, the dependent variable, and type and amount of community involvement, the independent variable, was the best model. With the frequency analysis there was only a little relationship between the scores except with amount of representation. The conclusion for this analysis is that the community is satisfied with the type and amount of community involvement.

Finally, there was a tabulation of the multiple methods used in the base closings and reuse. The observation indicated that strategic planning was the overall strategy used by the base closure officials. In addition, it showed that three other mechanisms, task forces, public hearings and public information programs were repeatedly used over 80% of the time.

The Cases

Three bases were studied in further depth, including a personal interview with the official in charge of the reuse process. The cases were taken from different parts of the country, and involved bases that were different in size, community type and length of

time in the process. The bases were NAS Cecil Field, in Jacksonville, Florida, Glenview Naval Air Station, in Chicago, Illinois, and Bayonne Military Ocean Terminal, in Bayonne, New Jersey. The reuse processes started at one base in 1995 and the other two in 1999.

Common to all was the general outline of the general reuse process prescribed by the federal government. All the bases used multiple community involvement techniques. All three used short conferences, public hearings, town meetings and public information programs, with one using surveys and task forces as well. All three used these techniques within the framework of strategic planning.

State of Community Involvement in Base Closings

Overall, the community involvement field is driven by the academic community and has evolved and changed as it responds to new needs and the creative application of new methods. However, the use of community involvement as related to base closings has not changed much. The same methods appear repeatedly at different base closings and this would indicate that for the specific requirements of the base closing, the base community has discovered the optimum set of methods that works for them.

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APPENDIX A

QUESTIONNAIRE
Community Involvement in Major U.S. Military Base Closures and Realignments: 1988 to 2001

I am conducting a survey of project managers and community contacts who were involved in the closure and realignment of U.S. military bases from 1988 to 2001. This questionnaire measures community characteristics on and around the closed military bases, and further measures public participation mechanisms used to bring the public into the closure and realignment process.

PART I: Please complete the following questions by filling in the information.
Name of base_____
Base size in acres_____
County_____ City_____ State_____
Date: Base built _____ Closed _____ Realigned_____ Reuse determined_____

PART II: This part measures population.

[1] = less than 1,999	[3] = 5,000 -- 9,999	[5] = 25,000 -- 49,999
[2] = 2,000 - 4,999	[4] = 10,000 -- 24,999	[6] = 50,000 and over
		(circle one)

1. How many military personnel were on the base at the time of the base closure or realignment? [1] [2] [3] [4] [5] [6]
2. How many civilian personnel were on the base at the time of the base closure or realignment? [1] [2] [3] [4] [5] [6]
3. How many people were living in the closest community to the base? [1] [2] [3] [4] [5] [6]
4. What was the county population in 1990? [1] [2] [3] [4] [5] [6]
5. How many people in the community were using the commissary at the time of the base closure or realignment? [1] [2] [3] [4] [5] [6]
6. How many people in the community were using the base medical facilities at the time of the base closure or realignment? [1] [2] [3] [4] [5] [6]

PART III: This part measures the uses and condition of the base and the surrounding area, and the distance to the neighboring urban areas.

A. Here is the list of land uses.

[1] = agricultural	[4] = education	[7] = military
[2] = residential	[5] = commercial	[8] = other (please specify)
[3] = health care	[6] = industrial	(circle all applicable)

FIGURE A-1. Questionnaire 2004

7. What is the most prevalent economic activity of the county? [1] [2] [3] [4] [5] [6] [7] [8]
8. What is the most prevalent activity of the region? [1] [2] [3] [4] [5] [6] [7] [8]
9. What are the land uses around the base? [1] [2] [3] [4] [5] [6] [7] [8]
10. What were the uses on the base before closing or realignment? [1] [2] [3] [4] [5] [6] [7] [8]
11. What were the building uses on the base before closing or realignment? [1] [2] [3] [4] [5] [6] [7] [8]
12. What were the finalized land uses in the reuse plan? [1] [2] [3] [4] [5] [6] [7] [8]
13. What were the finalized building uses in the reuse plan? [1] [2] [3] [4] [5] [6] [7] [8]

B. These questions measure the conditions of the infrastructure on the base at closure.
[1] = poor [3] = good (circle one)
[2] = fair [4] = excellent

14. What were the condition of buildings on the base? [1] [2] [3] [4]
15. What were the site conditions on the base? [1] [2] [3] [4]

C. These questions measure the distance to the closest metropolitan areas.
[4] = under 10 miles [2] = 25 – 49 miles (circle one)
[3] = 10-24 miles [1] = 50 miles and over

16. What is the distance of the base to the closest city over 10,000 population? [4] [3] [2] [1]
17. What is the distance of the base to the closest city over 25,000 population? [4] [3] [2] [1]
18. What is the distance of the base to the closest city over 50,000 Population? [4] [3] [2] [1]

PART IV: This part measures public participation.

A. Here is a list of types of public participation.
[1] = task forces [3] = public hearings [5] = public information programs
[2] = short conferences [4] = town meetings [6] = other (please specify)
(circle all applicable forms)

19. Which ones were used during the closure or realignment phase? [1] [2] [3] [4] [5] [6]

FIGURE A-1. Continued

20. Which ones were used during the reuse phase? ..... [1] [2] [3] [4] [5] [6]

B. How many people participated in the base closure process in each of the forms of public participation listed in questions 21 to 26?
[1] = under 10 [3] = 25-49 [5] = 100 and over
[2] = 10-24 [4] = 50-99

21. Task forces ..... [1] [2] [3] [4] [5]
22. Short conferences ..... [1] [2] [3] [4] [5]
23. Public hearings ..... [1] [2] [3] [4] [5]
24. Town meetings ..... [1] [2] [3] [4] [5]
25. Public information programs ..... [1] [2] [3] [4] [5]
26. Other (please specify) ..... [1] [2] [3] [4] [5]

C. How many people participated in the reuse phase in each of the forms of public participation listed in questions 27 to 32?
[1] = under 10 [3] = 25-49 [5] = 100 and over
[2] = 10-24 [4] = 50-99 (circle all applicable forms)

27. Task forces ..... [1] [2] [3] [4] [5]
28. Short conferences ..... [1] [2] [3] [4] [5]
29. Public hearings ..... [1] [2] [3] [4] [5]
30. Town meetings ..... [1] [2] [3] [4] [5]
31. Public information programs ..... [1] [2] [3] [4] [5]
32. Other (please specify) ..... [1] [2] [3] [4] [5]

D. How much time did each activity take?
[4] = up to one year [2] = 2-3 years (circle one)
[3] = 1-2 years [1] = over three years

33. What was the time span from closure to reuse determination? ..... [4] [3] [2] [1]
34. What was the time span for litigation during the closure phase? ..... [4] [3] [2] [1]

E. How much time did it take for the public participation process?
[1] = up to one year [3] = 2-3 years (circle one)
[2] = 1-2 years [4] = over 3 years

35. How much time was used for public participation and conflict resolution techniques during the closure phase? ..... [1] [2] [3] [4]
36. How much time was used for public participation during the reuse phase? ..... [1] [2] [3] [4]
37. How much time was used for mediation during reuse phase? ..... [1] [2] [3] [4]

FIGURE A-1 Continued

38. How much time was used for the strategic planning process during the reuse phase? [1] [2] [3] [4]

F. These questions measure community satisfaction.
[1] = low [3] = high (circle one)
[2] = medium [4] = very high

39. What was the community satisfaction with the expediting of the reuse of the base? [1] [2] [3] [4]
40. What was the community satisfaction with the use of public participation? [1] [2] [3] [4]
41. What was the community satisfaction with the final land uses? [1] [2] [3] [4]

PART V: This part describes the unique features of the reuse determination process and provides a place for listing community and other contacts.

A. This section measures the unique features of the reuse determination process.
[1] = never [3] = often (circle one)
[2] = seldom [4] = constantly

42. Were committees created to determine future land uses for the base? [1] [2] [3] [4]
43. Were community leaders used on committees and other groups? [1] [2] [3] [4]
44. Were community facilities used during the reuse phase? [1] [2] [3] [4]
45. Was the Chamber of Commerce used to advertise base's potential? [1] [2] [3] [4]
46. Were consultants hired to organize base's reuse? [1] [2] [3] [4]
47. Were questionnaires used in the community during the reuse process? [1] [2] [3] [4]

These last two questions are very important for the study.

B. Please provide me with a list of the community contacts who were active in the reuse process.
(Please include addresses and telephone numbers).

FIGURE A-1. Continued

C Please provide me with a list of other contacts who would be helpful in explaining the reuse process.
(Please include addresses and telephone numbers).

Thank you for responding to the questionnaire.
If the envelope is missing please send the questionnaire to:

Nancy Yahn
1101 Crystal Creek Drive
Austin TX 78746

FIGURE A-1. Continued

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON
WASHINGTON, DC 20301-3000

JUL 19 2002

Nancy Yahn
1101 Crystal Creek Drive
Austin, TX 78746

Dear Ms Yahn:

Thank you for your interest in communities impacted by the closure or realignment of Department of Defense installations.

While our office works with communities to plan for the reuse of closed military bases, we cannot provide the information requested in your survey and recommend you contact affected communities directly for voluntary survey inputs.

Sincerely

David A. Larson
Deputy Director
Office of Economic Adjustment

Figure A-2. Letter from David A. Larson, Deputy Director, Office of Economic Adjustment, Washington, DC

OFFICE OF THE UNDER SECRETARY OF DEFENSE
3000 DEFENSE PENTAGON
WASHINGTON, DC 20301-3000

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

July 23, 2002

Ms. Nancy Yahn
1101 Crystal Creek Drive
Austin, TX 78746

Dear Ms. Yahn:

As stated by Mr. David Larson, Deputy Director, Office of Economic Adjustment, in his letter to you dated July 19, 2002, we appreciate your interest in communities impacted by the closure or realignment of Department of Defense installations

We cannot provide requested information and recommend you contact affected communities directly for inputs to your survey.

Sincerely,

Judith N. Prenez
Office of Economic Adjustment
Western Region

Figure A-3. Letter from Judith N. Prenez, Office of Economic Adjustment, Western Region

APPENDIX B

TABLE B-1

Community Involvement Analysis - Data
(Source: Questionnaire 2004)

Name of Base	Community Elements	Types and Amount of Community Involvement	Effects of Community Involvement
Ft. Greely, AK	62	48	3
Eaker AFB, AR	110	95	14
Williams AFB, AZ	104	65	12
Castle AFB, CA	82	65	16
Hamilton Army Airfield, CA	78	101	16
March AFB, CA	145	80	10
McClellan AFB, CA	196	69	14
MCAS Tustin, CA	113	95	15
NAS/NADEP, Alameda, CA	114	86	5
Norton AFB, CA	107	50	10
NCEL Port Hueneme, CA	120	49	13
NS/NSY/NH Long Beach, CA	139	31	10
NSY Mare Island, CA	118	96	11
Point Molate, CA	81	100	18

Table B-1

Continued

Name of Base	Community Elements	Types and Amount of Community Involvement	Effects of Community Involvement
Sierra Army Depot, CA	90	52	15
Fitzsimons AMC, CO	139	93	13
Lowery AFB, CO	143	93	9
NUWC Newport Div, CT	64	62	11
Stratford AEP, CT	109	76	16
NADEP Pensacola, FL	117	86	9
NAS Cecil Field, FL	103	98	12
Naval Air Station, Guam	109	48	8
Naval Ship Repair Facility, Guam	99	51	7
NAS Glenview, IL	156	95	11
Savanna AD, IL	68	67	10
Ft. Benjamin Harrison, IN	117	36	16
Grissom AFB, IN	95	38	10

Table B-1

Continued

Name of Base	Community Elements	Types and Amount of Community Involvement	Effects of Community Involvement
England AFB, LA	240	86	5
Army Materials Lab, MA	89	60	14
Ft. Ritchie, MD	75	56	14
NSWC Annapolis, MD	120	60	16
Loring AFB, ME	60	66	12
Pease AFB, NH	93	94	11
Bayonne MOT, NJ	116	68	13
Camp Evans, NJ	87	49	17
Bellmore Logistics Facility, NY	51	41	9
Griffiss AFB, NY	185	53	10
Roslyn Air Guard Station, NY	74	50	8
Seneca Army Depot, NY	118	70	16
Letterkeny AD, PA	60	40	6

Table B-1

Continued

Name of Base	Community Elements	Types and Amount of Community Involvement	Effects of Community Involvement
NAWC AD Warminster, PA	93	84	14
Philadelphia Naval Complex, PA	83	70	8
Defense Distribution Depot, TN	123	90	9
Bergstrom AFB, TX	114	66	16
Kelly AFB, TX	104	89	22
NAS Chase Field, TX	61	47	8
Red River Army Depot, TX	83	53	7
Reese AFB, TX	57	93	13
Toole Army Depot, UT	86	48	17
Camp Bonneville, WA	85	75	10
NS Puget Sound, WA	91	82	13

Table B-1

Continued

Name of Base	Community Satisfaction
Ft. Greely, AK	2
Eaker AFB, AR	2.33
Williams AFB, AZ	2.83
Castle AFB, CA	1.83
Hamilton Army Airfield, CA	3
March AFB, CA	4
McClellan AFB, CA	2.33
MCAS Tustin, CA	3.5
NAS/NADEP, Alameda, CA	2
Norton AFB, CA	2.67
NCEL Port Hueneme, CA	3
NS/NSY/NH Long Beach, CA	1.33
NSY Mare Island, CA	2.33
Point Molate, CA	1.33

Table B-1

Continued

Name of Base	Community Satisfaction
Sierra Army Depot, CA	1.5
Fizsimons AMC, CO	2.67
Lowery AFB, CO	3.33
NUWC Newport Div., CT	3
Stratford AEP, CT	1.67
NADEP Pensacola, FL	4
NAS Cecil Field, FL	3.67
Naval Air Station, Guam	2
Naval Ship Repair Facility, Guam	2.67
NAS Glenview, IL	3.67
Savanna AD, IL	2
Ft. Benjamin Harrison, IN	3
Grissom AFB, IN	2.33
England AFB, LA	4

Table B-1

Continued

Name of Base	Community Satisfaction
Army Materials Lab, MA	3.67
Ft. Ritchie, MD	1.67
NSWC Annapolis, MD	2.67
Loring AFB, ME	2.33
Pease AFB, NH	2
Bayonne MOT, NJ	2
Camp Evans, NJ	1.67
Bellmore Logistics Facility, NY	2.67
Griffiss AFB, NY	2.33
Roslyn Air Guard Station, NY	4
Seneca Army Depot, NY	2.67
Letterkeny AD, PA	2.67
NAWC AD Warminster, PA	3.33
Philadelphia Naval Complex, PA	1.67

Table B-1

Continued

Name of Base	Community Satisfaction
Defense Distribution Depot, TN	2.83
Bergstrom AFB, TX	3.33
Kelly AFB, TX	3
NAS Chase Field, TX	1
Red River Army Depot, TX	2
Reese AFB, TX	2
Toole Army Depot, UT	3
Camp Bonneville, WA	1.67
NS Puget Sound, WA	3

TABLE B-2

Frequency Table - Community Involvement Analysis -Data

Community Elements		Types and Amount		Effects	
Score	**Frequency**	**Score**	**Frequency**	**Score**	**Frequency**
51	1	31	1	3	1
57	1	36	1	5	2
60	2	38	1	6	1
61	1	40	1	7	2
62	1	41	1	8	4
64	1	47	1	9	4
68	1	48	3	10	7
74	1	49	2	11	4
75	1	50	2	12	3
78	1	51	1	13	5
81	1	52	1	14	5
83	2	53	2	15	2
85	1	56	1	16	7
86	1	60	2	17	2
87	1	62	1	18	1
89	1	65	2	22	1
90	1	66	2		
91	1	67	1	mean =	
93	2	68	1	11 8039	
95	1	69	69		
99	1	70	2		
103	1	75	1		
104	2	76	1		
107	1	80	1		
109	2	82	1		
110	1	84	1		

TABLE B-2

Continued

Community Elements		**Types and Amount**		**Satisfaction**	
Score	Frequency	Score	Frequency	Score	Frequency
113	1	86	3	1	1
114	2	89	1	1.33	2
116	1	90	1	1.5	1
117	2	93	3	1.67	5
118	2	94	1	1.83	1
120	2	95	3	2	8
123	1	96	1	2.33	6
139	2	98	1	2.67	7
143	1	100	1	2.83	2
145	1	101	1	3	7
156	1			3.33	3
185	1	mean =		3.5	1
196	1	68.9216		3.67	3
82	1			4	4
240	1				
				mean =	
mean=				2.572	
104.4314					

TABLE B-3

Representation Analysis - Data
(Source: Questionnaire 2004)

Name of Base	Amount of Representation	Time of Representation	Community Satisfaction
Ft Greely, AK	0	1	2
Eaker AFB, AR	297	3	2.33
Williams AFB, AZ	185	2.5	2 83
Castle AFB, CA	302	3	1.83
Hamilton Army Airfield, CA	600	3	3
March AFB, CA	400	3	4
McClellan AFB, CA	115	1.83	2.33
MCAS Tustin, CA	475	3 83	3.5
NAS/NADEP Alameda, CA	398	3	2
Norton AFB, CA	278	4	2.67
NCEL Port Hueneme, CA	147	4	3
NS/NSY/NH Long Beach, CA	232	4	1 33
MSY Mare Island, CA	600	1	2.33
Point Molate, CA	500	4	1 33
Sierra Army Depot, CA	125	4	1 5

Table B-3

Continued

Name of Base	Amount of Representation	Time of Representation	Community Satisfaction
Fitzsimons AMC, CO	398	4	2 67
Lowery AFB, CO	400	2	3 33
NUWC Newport Div , CT	124	3	3
Stratford AEP, CT	161	4	1 67
NADEP Pensacola, FL	373	2	4
NAS Cecil Field, FL	500	3	3 67
Naval Air Station, GU	146	2	2
Naval Ship Repair Facility,GU	96	1	2 67
NAS Glenview, IL	373	4	3 67
Savanna AD, IL	247	1	2
Ft Benjamin Harrison, IN	30	2 5	3
Grissom AFB, IN	48	2	2 33
England AFB, IN	408	1	4
Army Materials Lab, MA	257	2	3 67
Fort Ritchie, MD	199	4	1 67
NSWC Annapolis, MD	224	4	2 67

Table B-3

Continued

Name of Base	Amount of Representation	Time of Representation	Community Satisfaction
Loring AFB, ME	346	2	2.33
Pease AFB, NH	600	3	2
Bayonne MOT, NJ	206	3	2
Camp Evans, NJ	217	3	1.67
Bellmore Logistics Facility, NY	209	4	2.67
Griffiss AFB, NY	199	4	2.33
Rosyln Air Guard Station, NY	118	1	4
Seneca Army Depot, NY	220	3	2.67
Letterkeny AD, PA	148	2	2.67
NAWC AD Warminster, PA	370	3	3.33
Philadelphia Naval Complex, PA	149	2	1.67
Defense Distribution Depot, TN	449	2	2.83
Bergstrom AFB, TX	370	2	3.33
Kelly AFB, TX	500	4	3

Table B-3

Continued

Name of Bases	Amount of Representation	Time of Representation	Community Satisfaction
NAS Chase Field, TX	33	2	1
Red River Army Depot, TX	157	2	2
Reese AFB, TX	500	4	2
Toole Army Depot, UT	50	4	3
Camp Bonneville, WA	347	2	1.67
NS Puget Sound, WA	209	4	3

TABLE B-4

Frequency Table - Representation Analysis - Data

Amount of Representation		**Time of Representation**		**Community Satisfaction**	
Score	Frequency	Score	Frequency	Score	Frequency
0	1	1	6	1	1
30	1	1.83	1	1.33	2
33	1	2	13	1.5	1
48	1	2.5	2	1.67	5
50	1	3	12	1.83	1
96	1	3.83	1	2	8
115	1	4	16	2.33	6
118	1			2.67	7
124	1	mean=		2.83	2
125	1	2.7973		3	7
146	1			3.33	3
147	1			3.5	1
148	1			3.67	3
149	1			4	4
157	1				
161	1			mean=	
185	1			2.572	
199	2				
206	1				
209	2				
217	1				
220	1				
224	1				
232	1				
247	1				
257	1				
278	1				
297	1				
302	1				

TABLE B-4

Continued

Amount of Representation

Score	Frequency
346	1
347	1
370	2
373	2
398	2
400	2
408	1
449	1
475	1
500	4
600	3

mean=
275.1961

Table B-5

Involvement Analysis - Data
(Source: Questionnaire 2004)

Name of Base	Types and Amount Community Involved	Amount of Representation
Ft. Greely, AK	48	0
Eaker AFB, AR	95	297
Williams AFB, AZ	65	185
Castle AFB, CA	65	302
Hamilton Army Airfield, CA	101	600
March AFB, CA	80	400
McClellan AFB, CA	69	115
MCAS Tustin, CA	95	475
NAS/NADEP, Alameda, CA	86	398
Norton AFB, CA	50	278
NCEL Port Hueneme, CA	49	147
NS/NSY/NH Long Beach, CA	31	232
NSY Mare Island, CA	96	600
Point Molate, CA	100	500

TABLE B-5

Continued

Name of Base	Types and Amount Community Involved	Amount of Representation
Sierra Army Depot, CA	52	125
Fitzsimons AMC, CO	93	398
Lowery AFB, CO	93	400
NUWC Newport Div, CT	62	124
Sratford AEP, CT	76	161
NADEP Pensacola, FL	86	373
NAS Cecil Field, FL	98	500
Naval Air Station, GU	48	146
Naval Ship Repair Facility, GU	51	96
NAS Glenview, IL	95	373
Savanna AD, IL	67	247
Ft. Benjamin Harrison, IN	36	30
Grissom AFB, IN	38	48
England AFB, LA	86	408

TABLE B-5

Continued

Name of Base	Types and Amount Community Involvement	Amount of Representation
Army Materials Lab, MA	60	257
Ft Ritchie, MD	56	199
NSWC Annapolis, MD	60	224
Loring AFB, ME	66	346
Pease AFB, NH	94	600
Bayonne MOT, NJ	68	206
Camp Evans, NJ	49	217
Bellmore Logistics Facility, NY	41	209
Griffiss AFB, NY	53	199
Roslyn Air Guard Station, NY	50	118
Seneca Army Depot, NY	70	220
Letterkeny AD, PA	40	148
NAWC AD Warminster, PA	84	370

TABLE B-5

Continued

Name of Base	Types and Amount Community Involved	Amount of Representation
Philadelphia Naval Complex, PA	70	149
Defense Distribution Depot, TN	90	449
Bergstrom AFB, TX	66	370
Kelly AFB, TX	89	500
NAS Chase Field, TX	47	33
Red River Army Depot, TX	53	157
Reese AFB, TX	93	500
Toole Army Depot, UT	48	50
Camp Bonneville, WA	75	347
NS Puget Sound, WA	82	209

Table B-5

Continued

Name of Base	Time of Representation	Community Satisfaction
Ft Greely, AK	1	2
Eaker AFB, AR	3	2.33
Williams AFB, AZ	2.5	2.83
Castle AFB, CA	3	1.83
Hamilton Army Airfield, CA	3	3
March AFB, CA	3	4
McClellan AFB, CA	1.83	2.33
MCAS Tustin, CA	3.83	3.5
NAS/NADEP, Alameda, CA	3	2
Norton AFB, CA	4	2.67
NCEL Port Hueneme, CA	4	3
NS/NSY/NH Long Beach, CA	4	1.33
NSY Mare Island, CA	1	2.33
Point Molate, CA	4	1.33

Table B-5

Continued

Name of Base	Time of Representation	Community Satisfaction
Sierra Army Depot, CA	4	1.5
Fitzsimons AMC, CO	4	2.67
Lowery AFB, CO	2	3.33
NUWC Newport Div,, CT	3	3
Stratford AEP, CT	4	1.67
NADEP Pensacola, FL	2	4
NAS Cecil Field, FL	3	3.67
Naval Air Station, GU	2	2
Naval Ship Repair Facility, GU	1	2.67
NAS Glenview, IL	4	3.67
Savanna AD, IL	1	2
Ft Benjamin Harrison, IN	2.5	3
Grissom AFB, IN	2	2.33
England AFB, LA	1	4

Table B-5

Continued

Name of Base	Time of Representation	Community Satisfaction
Army Materials Lab, MA	2	3.67
Ft. Ritchie, MD	4	1.67
NSWC Annapolis, MD	4	2.67
Loring AFB, ME	2	2.33
Pease AFB, NH	3	2
Bayonne MOT, NJ	3	2
Camp Evans, NJ	3	1.67
Bellmore Logistics Facility, NY	4	2.67
Griffiss AFB, NY	4	2.33
Roslyn Air Guard Station, NY	1	4
Seneca Army Depot, NY	3	2.67
Letterkeny AD, PA	2	2.67
NAWC AD Warminster, PA	3	3.33
Philadelphia Naval Complex, PA	2	1.67

Table B-5

Continued

Name of Base	Time of Representation	Community Satisfaction
Defense Distribution Depot, TN	2	2 83
Bergstrom AFB, TX	2	3 33
Kelly AFB, TX	4	3
NAS Chase Field, TX	2	1
Red River Army Depot, TX	2	2
Reese AFB, TX	4	2
Toole Army Depot, UT	4	3
Camp Bonneville, WA	2	1 67
NS Puget Sound, WA	4	3

TABLE B-6

Frequencies for Involvement Analysis - Data

Types, Amount Involved		**Amount Representation**		**Time of Representation**		**Community Satisfaction**	
Score	Frequency	Score	Frequency	Score	Frequency	Score	Frequency
31	1	0	1	1	6	1	1
36	1	30	1	1.83	1	1.33	2
38	1	33	1	2	13	1.5	1
40	1	48	1	2.5	2	1.67	5
41	1	50	1	3	12	1.83	1
47	1	96	1	3.83	1	2	8
48	3	115	1	4	16	2.33	6
49	2	118	1			2.67	7
50	2	124	1	mean=		2.83	2
51	1	125	1	2.797		3	7
52	1	146	1			3.33	3
53	2	147	1			3.5	1
56	1	148	1			3.67	3
60	2	149	1			4	4
62	1	157	1				
65	2	161	1			mean=	
66	2	185	1			2.572	
67	1	199	2				
68	1	206	1				
69	1	209	2				
70	2	217	1				
75	1	220	1				
76	1	224	1				
80	1	232	1				

TABLE B-6

Continued

Types, Amount Involved		**Amount of Representation**	
Score	Frequency	Score	Frequency
82	1	247	1
84	1	257	1
86	3	278	1
89	1	297	1
90	1	302	1
93	3	346	1
94	1	347	1
95	3	370	2
96	1	373	2
98	1	398	2
100	1	400	2
101	1	408	1
		449	1
mean=	68.9216	475	1
		500	4
		600	3
		mean=	275.1961

TABLE B-7

Community Involvement in Base Reuse
(Source: Questionnaire 2004)

Name of Base	Task Forces	Short Conferences	Public Hearings
Ft Greely, AK			
Eaker AFB, AR	x	x	x
Williams AFB, AZ	x	x	x
Castle AFB, CA	x	x	x
Hamilton Army Airfield, CA	x	x	x
March AFB, CA	x		x
McClellan AFB, CA	x	x	x
MCAS Tustin, CA	x	x	x
NAS/NADEP Alameda, CA		x	x
Norton AFB, CA	x		x
NCEL Port Hueneme, CA	x		x
NS/NSY/NH Long Beach, CA	x	x	x
NSY Mare Island, CA	x	x	x
Point Molate, CA	x		x

Table B-7

Continued

Name of Base	Task Forces	Short Conferences	Public Hearings
Sierra Army Depot, CA	x	x	x
Fitzimmons AMC, CO	x	x	x
Lowery AFB, CO	x	x	x
NUWC Newport Div,, CT			x
Stratford AEP, CT	x		x
NADEP Pensacola, FL	x	x	x
NAS Cecil Field	x	x	x
Naval Air Station, GU	x	x	x
Naval Ship Repair Facility, GU	x	x	x
NAS Glenview, IL	x	x	x
Savanna AD, IL	x		x
Ft. Benjamin Harrison, IN	x	x	x
Grissom AFB, IN			x
England AFB, LA	x	x	x

Table B-7

Continued

Name of Base	Task Force	Short Conferences	Public Hearings
Army Materials Lab, MA	x	x	x
Ft. Ritchie, MD			x
NSWC Annapolis, MD	x		x
Loring AFB, ME	x	x	x
Pease AFB, NH	x	x	x
Bayonne MOT, NJ	x	x	x
Camp Evans, NJ	x	x	x
Bellmore Logistics Facility, NY	x		x
Griffiss AFB, NY			x
Roslyn Air Guard Station, NY	x	x	
Seneca Army Depot, NY		x	x
Letterkeny AD, PA	x		
NAWC AD Warminster, PA	x	x	x
Philadelphia Naval Complex, PA	x		x

Table B-7

Continued

Name of Base	Task Forces	Short Conferences	Public Hearings
Defense Distribution Depot, TN	x	x	x
Bergstrom AFB, TX	x	x	x
Kelly AFB, TX	x	x	x
NAS Chase Field, TX	x	x	
Red River Army Depot, TX	x		x
Reese AFB, TX	x	x	x
Toole Army Depot, UT	x	x	x
Camp Bonneville, WA	x		x
NS Puget Sound, WA	x		x

Table B-7

Continued

Name of Base	Town Meetings	Public Information Programs
Ft Greely, AR		
Eaker AFB, AR	x	x
Williams AFB, AZ		x
Castle AFB, CA	x	x
Hamilton Army Airfield, CA	x	x
March AFB, CA	x	x
McClellan AFB, CA	x	x
MCAS Tustin, CA	x	x
NAS/NADEP Alameda, CA	x	x
Norton AFB, CA		x
NCEL Port Hueneme, CA		x
NS/NSY/NH Long Beach, CA	x	x
NSY Mare Island, CA	x	x
Point Molate, CA	x	x

Table B-7

Continued

Name of Base	Town Meetings	Public Information Programs
Sierra Army Depot, CA	x	x
Fitzimmons AMC, CO	x	x
Lowery AFB, CO	x	x
NUWC Newport Div., CT	x	x
Stratford AEP, CT	x	x
NADEP Pensacola, FL	x	x
NAS Cecil Field, FL	x	x
Naval Air Station, GU	x	
Naval Ship Repair Facility, GU	x	
NAS Glenview, IL	x	x
Savanna AD, IL	x	x
Ft. Benjamin Harrison, IN	x	x
Grisson AFB, IN		x
England AFB, LA	x	x

Table B-7

Continued

Name of Base	Town Meetings	Public Information Programs
Army Materials Lab, MA	x	
Fort Ritchie, MD		x
NSWC Annapolis, MD		x
Loring AFB, ME	x	x
Pease AFB, NH	x	x
Bayonne MOT, NJ	x	x
Camp Evans, NJ		
Bellmore Logistics Facility, NY	x	
Griffiss AFB, NY		x
Roslyn Air Guard Station, NY		x
Seneca Army Depot, NY	x	x
Letterkeny AD, PA		x
NAWC AD Warminster, PA	x	x
Philadelphia Naval Complex, PA		x

Table B-7

Continued

Name of Base	Town Meetings	Public Information Programs
Defense Distribution Depot, TN	x	x
Bergstrom AFB, TX	x	x
Kelly AFB, TX	x	x
NAS Chase Field, TX		
Red River Army Depot, TX		x
Reese AFB, TX	x	x
Toole Army Depot, UT	x	
Camp Bonneville, WA	x	x
NS Puget Sound, WA	x	x

Table B-7

Continued

Name of Base	Other
Ft. Greely, AK	Litigation, Mediation
Eaker AF, AR	Mediation, Strategic Planning
Williams AFB, AZ	Mediation, Strategic Planning
Castle AFB, CA	Mediation, Strategic Planning
Hamilton Army Airfield, CA	Mediation, Strategic Planning
March AFB, CA	Mediation, Strategic Planning
McClellan AFB, CA	Mediation, Strategic Planning
MCAS Tustin, CA	Mediation, Strategic Planning
NAS/NADEP Alameda, CA	Strategic Planning
Norton AFB, CA	Mediation, Strategic Planning
NCEL Port Hueneme, CA	Strategic Planning
NS/NSY/NH Long Beach	
NSY Mare Island, CA	Strategic Planning
Point Molate, CA	Mediation, Strategic Planning

Table B-7

Continued

Name of Base	Other
Sierr Army Depot, CA	Mediation, Strategic Planning
Fitzsimons AMC, CO	Mediation, Strategic Planning
Lowery AFB, CO	Mediation, Strategic Planning
NUWC Newport Div., CT	Strategic Planning
Stratford AEP, CT	Strategic Planning
NADEP Pensacola, FL	Strategic Planning
NAS Cecil Field, FL	Mediation, Strategic Planning
Naval Air Station, GU	Strategic Planning
Naval Ship Repair Facility, GU	Strategic Planning
NAS Glenview, IL	Strategic Planning
Savanna AD, IL	Mediation, Strategic Planning
Ft. Benjamin Harrison, IN	Mediation, Strategic Planning
Grissom AFB, IN	Strategic Planning
England AFB, LA	Strategic Planning

Table B-7

Continued

Name of Base	Other
Army Materials Lab, MA	Mediation, Strategic Planning
Ft Ritchie, MD	Mediation, Strategic Planning
NSWC Annapolis, MD	Strategic Planning
Loring AFB, ME	Mediation, Strategic Planning
Pease AFB, NH	Legislature, Strategic Planning
Bayonne MOT, NJ	Mediation, Strategic Planning
Camp Evans, NJ	Mediation, Strategic Planning
Bellmore Logistics Facility, NY	Mediation, Strategic Planning
Griffiss AFB, NY	Strategic Planning
Roslyn Air Guard Station, NY	Mediation, Strategic Planning
Seneca Army Depot, NY	Mediation, Strategic Planning
Letterkeny AD, PA	Strategic Planning
NAWC AD Warminster, PA	Mediation, Strategic Planning
Philadelphia Naval Complex, PA	Strategic Planning

Table B-7

Continued

Name of Base	Other
Defense Distribution Depot, TN	Strategic Planning
Bergstrom AFB, TX	Mediation, Strategic Planning
Kelly AFB, TX	Mediation, Strategic Planning
NAS Chase Field, TX	Mediation, Strategic Planning
Red River Army Depot, TX	Strategic Planning
Reese AFB, TX	Mediation, Strategic Planning
Toole Army Depot, UT	Mediation, Strategic Planning
Camp Bonneville, WA	Mediation, Strategic Planning
NS Puget Sound, WA	Mediation, Strategic Planning

VITA

Nancy Stiles Yahn was born in New York, New York on January 24, 1943, the daughter of Mary and Bradford Stiles. In June 1960, she graduated from Garrison Forest School in Garrison, Maryland. She continued her studies at the Ambler Campus of Temple University in Ambler, Pennsylvania where she earned an Associate in Science in 1962. She received her Bachelor of Landscape Architecture from the University of Georgia in 1965.

During the following years, she worked in all phases of design and project management. She married William Yahn in 1967, and had a daughter Elizabeth. In 1990, she received a Master of Science in community and regional planning from The University of Texas at Austin. She received her Ph.D. in Urban and Regional Science from Texas A&M University in 2005.

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