



association of central oklahoma governments

Chair Mark Sharpton
Logan County Commissioner

Vice-Chair Willa Johnson
Oklahoma City Councilmember

Secretary/Treasurer Kathy Walker
Nichols Hills Councilmember

Executive Director
Zach D. Taylor

AGENDA

JOINT LAND USE STUDY (JLUS) POLICY COMMITTEE JOINT LAND USE STUDY (JLUS) TECHNICAL WORK GROUP

Friday, May 4, 2007
10:00 a.m. – 12:00 p.m.

ACOG Conference Room
21 E. Main Street, Suite 100, Oklahoma City, OK 73104

- | | | | |
|----|--|--------------------|---------|
| A. | Welcome and Introductions (<i>Attachment A</i>) | Dave Howe, Chair | 5 min. |
| B. | Overview of the JLUS Program (<i>Attachment B</i>)
Also see http://www.oea.gov/oeaweb.nsf/Encroachment?readform | Cyrena Eitler, OEA | 14 min. |
| C. | Recommendations of the 2006 Tinker Air Force Base
Air Installation Compatible Use Zone (AICUZ) Study | Bill Dalke, TAFB | 14 min. |
| D. | Roles of the JLUS Policy and Technical Committees
(<i>Attachment D</i>) | Zach Taylor, ACOG | 10 min. |
| E. | Presentation and Approval of Draft OEA Grant Application
and Request for Proposals (<i>Attachment E</i>) | Holly Massie, ACOG | 10 min. |
| F. | Establishment of Subcommittee to Review JLUS Proposals
and Approval of Evaluation Criteria (<i>Attachment F</i>) | Zach Taylor, ACOG | 10 min. |
| G. | Set Future Meeting Date(s) (<i>Attachment G</i>) | Zach Taylor, ACOG | 10 min. |
| H. | Questions | | |
| I. | Adjourn | | |

ATTACHMENT A**JLUS Policy Committee Members and Alternates**

Name	Title	Entity	
Dave Howe	Councilmember (outgoing)	City of Choctaw	Chairman
Roger Malone	Councilmember	City of Choctaw	Member
Randy Ross	Mayor	City of Choctaw	Alternate
George Skinner	Commissioner	Cleveland County	Member
Dorinda Harvey	County Clerk	Cleveland County	Alternate
Brian Linley	Mayor	City of Del City	Member
Dick Carter	Councilmember	City of Del City	Alternate
Russell Smith	Mayor	City of Midwest City	Member
James L. Ray	Councilmember	City of Midwest City	Alternate
Kevin Loudermilk	Councilmember	City of Nicoma Park	Member
Theron Franks	Councilmember	City of Nicoma Park	Alternate
Pete White	Councilmember	City of Oklahoma City	Member
Willa Johnson	Councilmember	City of Oklahoma City	Alternate
Brent Rinehart	Commissioner	Oklahoma County	Member
Jim Roth	Commissioner	Oklahoma County	Alternate
Earnest Ware	Vice Mayor	City of Spencer	Member
James C. Talley	Councilmember	City of Spencer	Alternate
Col. Brad Ashley	72 ABW/Vice Commander	Tinker Air Force Base	Member
Gene Gallogly	Director, Base Civil Engineer	Tinker Air Force Base	Alternate
Richard Burpee	Lt. Gen. USAF Ret.	Okla. Strategic Military Planning Commission	Member

JLUS Technical Work Group Members and Alternates

Name	Title	Entity	
Mark Seibold	City Planner	City of Choctaw	Member
Robert Floyd	City Manager	City of Choctaw	Alternate
Dan Cary	Emergency Mgmt. Director	Cleveland County	Member
Robert Wood	Building Engineer	Cleveland County	Alternate
Judy Gordon	Interim Econ./CD Director	City of Del City	Member
Tom Leatherbee	City Planner	City of Del City	Alternate
Billy Harless	Community Develop. Dir.	City of Midwest City	Member
Ron Green	Current Planning Mgr.	City of Midwest City	Alternate
Bud Green	Mayor	City of Nicoma Park	Member
Beverly McManus	City Clerk	City of Nicoma Park	Alternate
John Dugan	Director of Planning	City of Oklahoma City	Member
Aubrey Hammontree	Planner III	City of Oklahoma City	Alternate
Tyler Gammon	Planning Director	Oklahoma County	Member
Ruth Walters	Planner	Oklahoma County	Alternate
Nicole Mukes	City Manager	City of Spencer	Member
Karen Soorill	Admin. Asst. to City Mgr.	City of Spencer	Alternate
Bill Dalke	Community Planner	Tinker Air Force Base	Member
LouAnna Munkres	Community Planner	Tinker Air Force Base	Alternate

JOINT LAND USE STUDY PROGRAM

Office of Economic Adjustment
Department of Defense

Most military installations were originally located in remote areas, distant from urban areas due largely to the availability of land and for defense and security purposes. Over time however, installations drew people and businesses closer and closer to take advantage of civilian job opportunities offered by the installation and to provide the goods and services to support the installation's operations. As urban growth and development increased near and around military installations land use conflicts between base operations and civilian development increased.

Military operations can be loud and present safety concerns for nearby civilian communities. For example, low flying, high performance military aircraft create both noise and accident potential during landings, take-off, and training exercises. Likewise, ground-training exercises (e.g., artillery firing ranges, maneuver areas, and aerial bombing ranges) generate impact noise that can adversely affect the surrounding community if the civilian population chooses to locate to close.

Conversely, urban development¹ near the perimeter of active military bases impacts operational effectiveness, training, and readiness missions. If allowed to go unregulated incompatible development may compromise the utility and effectiveness of a military installation and its mission. For example, certain types of

¹ The term Urban Development as used here includes all forms of civilian development be it urban, suburban, exurban or rural in character.

land use activities, such as homes, places of assembly (i.e., schools or religious centers), childcare centers, nursing homes, hospitals, restaurants, theaters, shopping centers, etc. often are not compatible uses/activities if located close to military operations.

When people and communities are exposed to irritating noise and accident potential, they seek relief. Typically this results in public pressure on the military base commander to modify or curtail operations or transfer activities to other installations. Mission constraints can lead to base closure.

The commensurate reduction in installation personnel and mission activities can have a direct and detrimental effect on the jurisdiction through reduced economic activity and loss of jobs, impacting the local tax base and economic health. The extent of urban encroachment impacting the operational utility of an installation is one consideration in determining the future viability of an installation.

Is Smart Planning an Option? Through joint, cooperative military and community planning, growth conflicts can be anticipated, identified, and prevented. These actions help protect the installation's military mission, and the public health, safety, quality of life and community economic stability.

The Department of Defense (DoD) supports several programs designed to provide technical information on noise and aircraft accident potential that communities can use to regulate urban encroachment while promoting economic growth and development.

The Air and/or Range Air Installation Compatible Use Zone (AICUZ/RAICUZ)

and the Operational Noise Management Programs (ONMP): In the mid- 1970's, the DoD established programs in response to existing and potential threat of incompatible land development compromising the defense missions at military installations. These programs are designed to promote compatible development on and off military bases. The programs include noise propagation studies of military activities to delineate on-and off-base areas most likely to be affected by unacceptable noise levels. The programs also identify aircraft landing and take-off accident potential zones that often extend off a base into the neighboring community. The AICUZ/ONMP studies are based on sophisticated, computer based noise models, Federal Aviation Administration guidelines, DoD Directives, and community land use planning principals and practices.

Joint Land Use Study (JLUS) Program: In 1985, Congress authorized the Department of Defense (DoD) to make community planning assistance grants *Title 10 U.S.C. Section 2391* to state and local government to help better understand and incorporate the AICUZ/RAICUZ/ONMP technical data into local planning programs. The Office of Economic Adjustment (OEA) manages the JLUS program.

JLUS Program Purpose: A JLUS is a cooperative land use planning effort between affected local government and the military installation. The recommendations present a rationale and justification, and provide a policy framework to support adoption and implementation of compatible development measures designed to prevent urban encroachment; safeguard the military mission; and protect the public health, safety, and welfare.

JLUS Implementation Measures: may involve revisions to the community's comprehensive plan and traditional land use and development controls, such as zoning, subdivision regulations, structural height restrictions, and promotion of planned unit development concepts.

Additional actions may include amending local building codes to require increased sound attenuation in existing and new buildings, land exchanges, and transfer of development rights, and real estate disclosure.

JLUS Project Initiation: When a Military Service believes an installation may be experiencing incompatible development problems or that there is the likelihood for incompatible development that could adversely affect the military mission, the Service may nominate the installations for a JLUS to OEA. OEA staff visits the installation, meets with the local base command and local government officials. OEA will evaluate existing or potential encroachment problems, the availability of AICUZ/RAICUZ/ONMP information, and local development controls to determine if a JLUS is justified. A JLUS will proceed if there is both base command and local jurisdiction interest.

JLUS assistance normally is technical, but can include funding as well through a Community Planning Assistance Grant.

OEA Community Planning Assistance Grant: The financial incentive for the community is a cost-shared Community Planning Assistance grant to support the cost of a JLUS. OEA makes the grant to a sponsoring jurisdiction.

Study Sponsor: Normally the local governing body with land development

regulatory oversight serves as the sponsor, but it can be a state governmental organization, an airport authority, community planning office, regional planning agency, or a qualified council of governments.

The sponsor, working with OEA and the military base, develops a scope of work, outlines the study contents, including goals and objectives, phases of the study, methods of public involvement, and an implementation plan. The proposal also includes an estimate of the cost to produce the study, and the amount of local funds or match resources that will be pledged by the sponsor. In-house staff can do the work or it can be a contracted effort with a consultant qualified in land use planning, zoning and environmental (principally noise) issues. Typical OEA funding assistance is on a matching dollar for dollar basis. A typical JLUS can cost between \$75,000 and \$135,000 depending on the complexity of the issues involved. OEA can contribute up to 90 percent of the cost to produce a JLUS. However, not all JLUS efforts require planning grants.

OEA technical assistance is available to help with the preparation of the scope of services and a grant application; to provide technical support and guidance during the JLUS; and serve as liaison between the Military Department, and the sponsoring jurisdiction if needed.

Consensus: An important ingredient of a successful JLUS is building community consensus. If the JLUS is to have positive results, the participating jurisdiction and military installation must agree to make a good faith pledge to implement development controls to achieve compatibility.

Program Experience: A JLUS is usually completed in 12-months, although the degree of coordination and complexity may require more or less time to achieve the necessary community consensus and action measures.

Experiences from these studies have shown a high success rate. The JLUS effort can directly benefit both the jurisdiction and the installation by:

- Protecting of the health and safety of residents living or working near military installations;
- Preserving long-term land use compatibility between the installation and the surrounding community;
- Promoting comprehensive community planning;
- Encouraging a cooperative spirit between the local base command and local community officials;
- Integrating the local jurisdiction's comprehensive plans with the installation's plans.

DoD Conservation Partnering Authority:

The FY-03 Defense Authorization Act (Title 10 U.S. Code § 2684a) includes a provision that authorizes the military departments to enter into agreements with eligible entities to acquire real estate interests in the vicinity of military installations. The purpose is to limit incompatible land use near a military installation by creating conservation buffers to protect natural features, endangered

species and to preserve important habitat necessary to sustaining a quality ecosystem. Another benefit of the program is to remove from a developable status lands that may be subject to urban development that could affect military training and readiness. This legislation provides a powerful new tool for the military departments to help in preventing incompatible civilian development near a military installation.

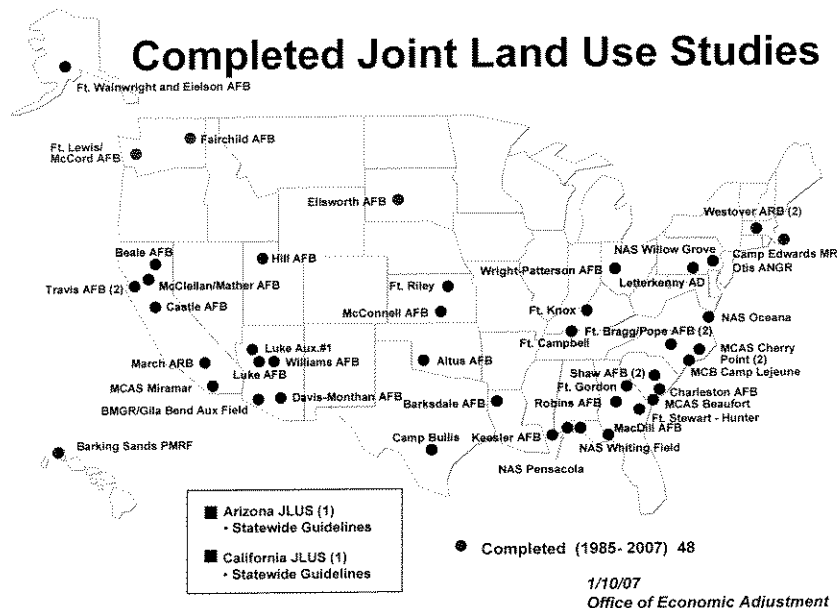
The new legislation authorizes DoD to enter into agreements with states, political subdivisions, and private conservation entities (“conservators”). State and local agencies can offer the advantage of cost sharing, taking title to property interests, and working directly with officials responsible for zoning and land use policies affecting military installations. Private conservators — both national conservation groups and local land trusts — offer other advantages. Many conservators have conservation plans identifying regions and parcels of interest to

them in the vicinity of military installations. They can also respond more quickly to land acquisition opportunities than can DoD and may be able to leverage other private and public sources of funds that are targeted to acquiring real estate interests in lands with conservation value.

This new DoD authority to partner with governmental and non-governmental conservation organizations is an important tool in an encroachment prevention toolbox.

By leveraging the AICUZ, JLUS and conservation partnering authority a better balance in what once were conflicting public objectives can be achieved.

This is the fifth and most recent DoD program designed to respond to civilian encroachment of incompatible development near military installations.



ACOG

Association of Central Oklahoma Governments

21 E. Main St, Suite 100, Oklahoma City, OK 73104-2405
(405) 234-2264 Fax: (405) 234-2200 TDD: (405) 234-2217
www.acogok.org e-mail: acog@acogok.org

MEMORANDUM

DATE: April 27, 2007

TO: JLUS Policy Committee
JLUS Technical Work Group

FROM: Zach D. Taylor, Executive Director

SUBJECT: Roles and Responsibilities of the JLUS Policy and Technical Committees

INFORMATION:

As a result of the release of the 2006 Air Installation Compatible Use Zone (AICUZ) Study for Tinker Air Force Base in January 2007, six surrounding cities and two counties include areas that are impacted by noise, accident potential and/or flight patterns associated with Tinker's daily operations. Thus, it is appropriate that these jurisdictions participate in the development of the JLUS, along with representatives of Tinker AFB and the Oklahoma Strategic Military Planning Commission (OSMPC).

The JLUS Policy Committee includes elected officials from each of the participating entities, Tinker AFB and the OSMPC. The Policy Committee will be responsible for the overall direction of the JLUS, which will include:

- Review and approval of the JLUS grant application, budget and request for proposals (RFP) for seeking a qualified consultant to conduct the study
- Selection of the JLUS consultant
- Approval of the study design and final work program, including a plan to involve the general public, affected city councils/county commissioners and other interested parties
- Participation in public involvement efforts
- Approval of draft and final written reports
- Approval of policy recommendations resulting from the JLUS effort
- Monitoring implementation of the adopted policies

After consultant selection and approval of the final JLUS work program, the Policy Committee will likely meet only for major presentations of information and findings, review of policy issues and final endorsement of the completed report and its recommendations.

The JLUS Technical Work Group is comprised of area planners and managers of the participating jurisdictions and Tinker AFB, and will be responsible for identifying and studying the technical aspects of the JLUS process and providing recommendations to the Policy Committee. This will include:

- Review of the RFP for seeking a JLUS consultant
- Recommendation on the selection of the JLUS consultant (some members will participate in the evaluation of proposals received and the interview process)
- Sharing local data, maps, ordinances and other information important to the development of the study
- Participation in public involvement efforts
- Technical review of draft and final written reports
- Participation in the development of policy recommendations and implementation of adopted policies

Thus, the first official action requested of both committees is review of the JLUS grant application, budget and RFP/Scope of Services, as presented in Agenda Item E.

Action Requested:

None. For information only.

ACOG

Association of Central Oklahoma Governments

21 E. Main St, Suite 100, Oklahoma City, OK 73104-2405
(405) 234-2264 Fax: (405) 234-2200 TDD: (405) 234-2217
www.acogok.org e-mail: acog@acogok.org

MEMORANDUM

DATE: April 27, 2007

TO: JLUS Policy Committee and JLUS Technical Work Group

FROM: Holly Massie, Special Programs Officer

SUBJECT: Consideration of the Draft OEA Grant Application and Request for Proposals

INFORMATION:

For the past several weeks, ACOG staff has been coordinating with the U.S. Department of Defense, Office of Economic Adjustment (OEA) on the preparation of the Tinker Air Force Base Joint Land Use Study (JLUS) grant application, program budget and proposed request for proposals (RFP) for selection of a qualified consultant to conduct the study. The draft grant application, which includes the proposed budget, project narrative and proposed RFP, can be viewed by clicking on <http://acogok.org/Newsroom/Downloads07/Project.pdf>. *(Please be advised that the estimated budget for contractual services should not be shared with others in order to ensure the integrity of the competitive procurement process.)*

This information has been reviewed by the OEA Project Manager and is scheduled for formal internal review by the OEA staff on May 2. It is anticipated that the OEA will provide tentative approval of the grant application and approval of the proposed RFP, contingent upon final approval of both by the JLUS Policy Committee. Upon OEA approval of the RFP, staff will be authorized to proceed with solicitation of proposals. Once the preferred consultant is selected and a final budget established, the final grant application will be submitted to OEA for approval and obligation of federal grant monies.

Federal funds will pay for 90 percent of the contractual and administrative costs of the study, and the remaining 10 percent will be provided by the State Oklahoma Strategic Military Planning

Commission and participating local governments, as reflected in the application and proposed budget. At this time, the proposed budget is an estimate based on a range of costs of other JLUS studies, as provided by the OEA. The budget will be finalized once the results of the competitive procurement process for consultant selection have been completed.

ACTIONS REQUESTED:

- Review the grant application materials provided through the above web link and provide ACOG staff with any recommended changes to the application and/or RFP.
- Motion by the Policy Committee to approve the OEA grant application and Request for Proposals for the JLUS.

ACOG

Association of Central Oklahoma Governments

21 E. Main St, Suite 100, Oklahoma City, OK 73104-2405
(405) 234-2264 Fax: (405) 234-2200 TDD: (405) 234-2217
www.acogok.org e-mail: acog@acogok.org

MEMORANDUM

DATE: April 27, 2007

TO: JLUS Policy Committee and JLUS Technical Work Group

FROM: Zach D. Taylor, Executive Director

SUBJECT: Establishment of Subcommittee to Review JLUS Proposals
and Approval of Consultant Evaluation Criteria

INFORMATION:

Consultant Evaluation Subcommittee:

Review and scoring of the proposals that are received in response to the Request for Proposals for the Tinker AFB Joint Land Use Study will be accomplished by a Subcommittee of ACOG staff and JLUS Technical Work Group members. The subcommittee will be involved in the following activities:

- Review and score all proposals received using evaluation criteria approved by the JLUS Policy Committee
- Narrow the proposals to the top 3 to 5 for interviewing
- Participate in the interview process
- Recommend approval of a JLUS consultant to the Policy Committee

It is anticipated that the Subcommittee will include approximately five members from the Technical Work Group with staff expertise in land use planning and who represent the entities most affected by the noise contours and accident potential zones identified in the Tinker AICUZ study. Volunteers will be requested at the upcoming meeting.

Consultant Evaluation Criteria:

The following 10 evaluation factors are recommended for scoring the JLUS proposals received from interested consulting firms. Each factor will be scored on a scale from 1 to 5, with one being the lowest score, 3 being neutral, and 5 being the highest score.

- Qualification/experience of prime consultant. Does the prime consultant have recent experience with similar type and size studies?
- Qualification/experience of subconsultants. Do subconsultants have recent experience with similar type and size of studies and/or special expertise beneficial to the study?
- Does the consultant's proposal demonstrate knowledge of local land use planning and aviation operations?
- Does the consultant's proposal demonstrate an understanding of the technical data provided in an AICUZ study and its implications on nearby development?
- Does the consultant have sufficient staff for all facets of the proposed study/workload? Has the consultant worked with the proposed subconsultant(s) before?
- Does the proposal identify specific personnel and their qualifications for conducting assigned portion(s) of the study?
- What is the consultant's past record of performance on similar projects?
- Does the consultant's proposal demonstrate sensitivity to ensuring community involvement?
- Does the consultant's proposal demonstrate commitment/internal policies for meeting the project budget and schedule?
- Is the consultant's and/or subconsultant(s)' geographical location within a reasonable distance of the study area (within the same region of the country)?

ACTIONS REQUESTED:

- Motion by the Policy Committee to establish the members of the Consultant Evaluation Subcommittee from the JLUS Technical Work Group.
- Review the evaluation criteria listed above and make any desired changes. Motion by the Policy Committee to approve the Consultant Evaluation Criteria.

ACOG

Association of Central Oklahoma Governments

21 E. Main St, Suite 100, Oklahoma City, OK 73104-2405
 (405) 234-2264 Fax: (405) 234-2200 TDD: (405) 234-2217
 www.acogok.org e-mail: acog@acogok.org

MEMORANDUM

DATE: April 27, 2007
TO: JLUS Policy Committee and JLUS Technical Work Group
FROM: Zach D. Taylor, Executive Director
SUBJECT: Establishment of Future Meeting Dates

INFORMATION:

Below are target dates for achieving the anticipated activities associated with the JLUS effort, as identified in the Project Narrative of the OEA grant application. The overall study is expected to last approximately 12 months; however, this can be modified if the need arises.

Target Date	Activity	Parties Involved
April 2007	<ul style="list-style-type: none"> Approval of draft JLUS application and scope of services Authorization for ACOG Director to sign final application 	<ul style="list-style-type: none"> OEA ACOG BOD
May 2007	<ul style="list-style-type: none"> Convene JLUS Policy Committee & Technical Work Group Authorization for ACOG to submit final JLUS grant application and Scope of Services to OEA for approval Issue Request for Proposals for JLUS to Qualified Bidders 	<ul style="list-style-type: none"> ACOG JLUS Policy Committee ACOG
June 2007	<ul style="list-style-type: none"> Receive and evaluate responses to RFP Conduct Interviews Select JLUS study consultant / Approve contract Submit final grant application to OEA for approval 	<ul style="list-style-type: none"> ACOG/JLUS Tech. Subc. ACOG / JLUS Tech. Subc. JLUS Policy/ACOG BOD ACOG / OEA

July – Sept. 2007	<ul style="list-style-type: none"> • Develop/Approve Public Involvement Plan (PIP) for JLUS • Meet with affected communities on JLUS study process • Conduct tour of Tinker/study area for committee members • Introduce JLUS process to the public • Data collection from affected communities, Tinker & ACOG • Evaluation of development regulations • Preliminary identification of issues / conflicts 	<ul style="list-style-type: none"> • Consult/JLUS Committees • Consultant / ACOG • Stakeholders/Consult/ACOG • General Public • Consultant / JLUS Tech. • Consultant • Consultant
-------------------	--	--

Oct.– Nov. 2007	<ul style="list-style-type: none"> • Develop preliminary recommendations • Receive input from JLUS committees and affected local officials • Prepare draft JLUS report 	<ul style="list-style-type: none"> • Consultant • JLUS Policy/Tech. Group • Consultant
Dec. 2007- Jan. 2008	<ul style="list-style-type: none"> • Present draft JLUS report and recommendations to JLUS Committees and affected local officials • Present draft report to public 	<ul style="list-style-type: none"> • Consultant / JLUS Tech. Group / JLUS Policy • General public
Feb.- March 2008	<ul style="list-style-type: none"> • Review comments from affected community leaders and citizens • Prepare final report • Present final JLUS report to affected communities, public, JLUS committees and ACOG Board 	<ul style="list-style-type: none"> • Consultant • Consultant • Consultant / ACOG / JLUS Policy & Tech. / Public

If the committees wish, regular monthly meeting days and times can be established for both the Technical Work Group and the Policy Committee to assist in the scheduling of your time. If a scheduled meeting is not necessary or needs to be adjusted, ACOG staff will notify you as early as possible of such changes.

A suggestion would be for the Technical Work Group to meet the **first Friday** of each month at 10:00 a.m. and for the JLUS Policy Committee to meet the **third Friday** of each month at 10:00 a.m.

ACTION REQUESTED:

Consider establishing regular meet days and times, as desired by the committees.