



PART I – INTRODUCTION

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Part I includes introductory information about the report organization, Joint Land Use Study (JLUS) Program background and how it applies to the Kirtland Air Force Base (AFB) JLUS, the JLUS Study and goals and objectives of both the community – MRCOG Region – and Kirtland AFB.

For this JLUS, the installation's request was supported by the Department of the Air Force, OEA validated the appropriateness of a JLUS project and MRCOG accepted responsibility on behalf of the region.

1.0 Report Organization

The report is organized into seven (7) parts:

Part	Description
I	Introduction – introductory and background materials.
II	Kirtland AFB JLUS Process, Principals and Stakeholders – the organizations involved in the JLUS and how they pursued the goals and objectives.
III	Compatibility – planning considerations, issue identification and analysis.
IV	Recommendations.
V	Economic Analysis Summary.
VI	Transportation Analysis Summary.
VII	Appendices.

The JLUS program encourages “cooperative land use planning between military installations and the surrounding communities so that future community growth and development are compatible with the training and operational missions of the installations, and to seek ways to reduce the operational impacts on adjacent land.” ¹

A JLUS is intended to help the region understand the economic and physical impact of a military installation on their communities and develop how to evaluate potential impacts of land use proposals on the long term viability of existing military missions or potential growth opportunities. In this JLUS effort, the sustainability and compatibility of both Kirtland AFB and the Albuquerque International Sunport (“Sunport”) are addressed based on their unusual, but significant relationship. A JLUS will also allow installation and Sunport leaders to better understand the economic and physical “actual or opportunity cost” to the community that results from a community denying development proposals for potential land uses.

2.0 Background

2.1 What is a Joint Land Use Study?

A JLUS is a collaborative land use planning effort between military installations, affected land use planning authorities and regional governments. The JLUS Program is administered by the Department of Defense (DoD) Office of Economic Adjustment (OEA) and is one of several programs intended to provide technical assistance to help understand, assess and control the impacts on civilian and military populations of potential adverse implications on each other from their respective activities and land uses. Each JLUS is funded, in part, by an OEA grant to local communities and/or regional agencies. These funds underwrite development of recommendations for creating land use plans that are compatible with the military installation's missions and the affected communities' needs and visions for their future.

Originally, Congress granted authority for DoD to provide JLUS grants to communities to “help better understand and incorporate Air Installation Compatible Use Zone (AICUZ) ... technical data into local planning programs.” ² However, the JLUS Program has evolved to address virtually any local condition or issue that could impact military missions or potential local development.

In addition to AICUZ noise concerns, a JLUS will evaluate actual/potential impacts on, and from, aircraft flight operations, explosives safety, ammunition storage, loss of night sky darkness, dust, frequency-spectrum interference and others. Unlike an AICUZ, the JLUS analysis and recommendation development effort is led by local government and is completed using a process visible to the general public.

A JLUS is requested by a military installation with concern for existing, planned or potential encroachment of its missions. If supported by the installation's major command and military department, OEA completes a review of the potential encroachment concerns and determines if a local government entity will accept responsibility for the project.

A JLUS is a best-faith effort by the community and military installation to compile, analyze and use data, stated

¹ Joint Land Use Study Program Guidance Manual, Office of Economic Adjustment, August 2002; p. 2 (“Manual”)

² Joint Land Use Program Description; Office of Economic Adjustment; July 8, 2004; p. 2. (“Description”)





requirements and desires for community development to achieve the common goal of planning a compatible future. The JLUS is not a substitute for ongoing planning activities between installations and communities, but can be a powerful tool to focus organizational and policy efforts over the long term.

Measures to implement JLUS recommendations may involve revisions to comprehensive plans and land development regulations based on consideration of factors such as zoning, subdivision regulations, structure height restrictions, promotion of planned unit development, increased sound attenuation in existing and new buildings, land exchanges, transfer of development rights and real estate disclosure. As a collaborative process, the JLUS can address planning considerations on the installation and at the Sunport – as well as in non-contiguous properties in the area – leading to voluntarily-accepted restrictions on certain types of activities inside their boundaries to protect the future compatibility of land uses throughout the region.

2.2 Why is a JLUS Needed?

As noted in the foregoing, a JLUS is a best faith effort by the community and military installation to achieve the common goal of planning a compatible future. During the past several decades, the Albuquerque region has experienced robust growth that is anticipated to continue. As a consequence, the once isolated Kirtland AFB and Sunport are now adjacent to vibrant community businesses and residences and/or potentially valuable development lands. Moreover, existing and possible land use in the region could impact, or be impacted by, current and future operations at the installation and the Sunport. Given the many land use jurisdictions impacted by activities at Kirtland AFB and the Sunport, use of the JLUS process allows a comprehensive and collective approach to planning the future of the region while coordinating the individual land use concerns and desires of individual jurisdictions.

Both Kirtland AFB and the Sunport are valued partners to the Albuquerque region. Kirtland AFB occupies slightly over 80 square miles, provides approximately 34,750 direct, indirect and induced jobs, contributes more than \$4.4 billion to the regional economy and represents the largest employment entity in the region and a critical economic contributor. The great majority of the personnel and families who work on Kirtland AFB live, shop, attend

school, worship and recreate in the Albuquerque region. Similarly, the Sunport provides approximately 8,000 jobs and contributes in excess of \$1.4 billion to the region's economy. It is the primary commercial airport for the State of New Mexico and provides commercial air service to nearly three-quarters of New Mexico's residents and a large percentage of the traveling and business population of southern Colorado and eastern Arizona.

The sustainability and long-term viability of Kirtland AFB, the Sunport and the Albuquerque metro area are largely dependent upon each other. In effect, the installation, Sunport and Albuquerque metropolitan area constitute a "virtual ecosystem" that serves the economic and community needs of a large region. One constant of military installations, aviation activities and communities is change. As the sponsor of this JLUS, MRCOG committed to lay the foundation to help its members effectively manage this change and sustain these important activities, as well as balance Kirtland AFB and Sunport needs and desires with the ability of the region to achieve its future land use vision.

2.3 Program Goals and Actions.

The primary JLUS Program goal is: to develop a set of recommendations – through close collaboration between military installations and affected local land use and governmental entities – that "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." ³

Through this close collaboration, a JLUS is intended to help the region understand the installation's economic and physical impact on their communities and develop means to evaluate potential impacts of land use proposals on the long-term viability of existing military missions or potential growth opportunities. At the same time, a JLUS allows installation leaders to understand the economic and physical "actual or opportunity" cost to the community that results from community denial of land use possibilities.

Achieving these goals requires a number of fundamental, valid assumptions, including: the community will receive

³ Description, p. 2.



strong support from installation leaders and staff; the installation will directly participate throughout the study and that there exists a good community/installation relationship. One of the most important lessons learned from completed JLUS that has been identified by OEA is "Consensus building before, during and after the study is of paramount importance. It is nearly impossible to do this unless all interested parties are meaningfully involved from the beginning of the process."⁴

The Kirtland AFB JLUS has the following goals:

- ✓ Ensure the city, county, state, Federal and Native American entities, along with residents and private sector stakeholders within the study area are fully involved in all stages of data collection, analysis and development of suggested recommendations.
- ✓ Develop recommendations that protect the health, safety and welfare of both the civilian and military communities.
- ✓ Identify regulatory and policy actions to balance sustainment of military and federal agency missions at Kirtland AFB, operations of the Sunport and the region's future needs and land use vision.
- ✓ Identify land use opportunities and implications from the existing transportation network or plans impacting, or impacted by Kirtland AFB or Sunport operations.
- ✓ Complete a comprehensive economic analysis of Kirtland AFB and its activities to establish a current, definitive baseline for regional economic impact discussions.
- ✓ Enhance the effectiveness of communication and cooperation between MRCOG, its members, Kirtland AFB, the Sunport and other regional stakeholders.

To achieve these goals, the following general steps were taken:

- ✓ Creation of an Advisory Committee comprised of officials from MRCOG, its members' organizations, regional political jurisdictions, Native American Pueblos, the Office of the Governor of New Mexico, State Agencies, Sunport, Kirtland AFB, major Federal

Agencies associated with the installation, and the most significant private sector and development interests that impact, or could be impacted by, land use policy associated with Kirtland AFB and the Sunport. The Advisory Committee provided overall direction to the contractor, appointed a Technical Committee and provided policy guidance to the contractor and Technical Committee.

- ✓ Creation of a Technical Committee comprised of professional staff representing Advisory Committee entities to identify and study specific issues and provide technical expertise to the contractor and advise the Advisory Committee.
- ✓ Creation of a Study Area to focus JLUS analysis and recommendations on the region deemed most appropriate by the Advisory Committee.
- ✓ Identification of operational requirements for Kirtland AFB and the Sunport based on existing users, approved programs and desired, future visions.
- ✓ Identification of existing, future and anticipated land uses within the Study Area that could impact Kirtland AFB and Sunport operations.
- ✓ Identification of impacts on the Study Area outside the boundaries of Kirtland AFB and the Sunport from existing, programmed, and desired future operations.
- ✓ Evaluation of existing and, as required, develop new land use recommendations to assist land use authorities balance sustainment of military and federal agency missions at Kirtland AFB, Sunport operations and the region's needs and future vision.
- ✓ Evaluation of the region's transportation system and vision within the context of how it affects land use impacting, or impacted by, Kirtland AFB and Sunport locations and operations.
- ✓ Analysis and characterization of the annual economic impact on the regional economy from Kirtland AFB, installation agencies and the Sunport.

⁴ Manual, p. 8.



2.4 Program Products and Benefits.

The JLUS report describes the *existing* status of land uses, military and airport operations, identifies *possible* incompatibilities based on known mission changes or development plans, and suggests *potential* future impacts. It also recommends specific strategies to help the region *mitigate existing* problems; *minimize potential incompatibilities*, and facilitate regional planning processes to avoid future, incompatible development.

2.5 What Makes This JLUS Challenging?

The majority of JLUS efforts focus on “an” installation and relatively homogeneous region. This is not an accurate template for the Kirtland AFB JLUS which must address a complex and unique set of circumstances. Representative examples of the region’s complexity include:

- ✓ Stakeholders. The Kirtland AFB JLUS had to accommodate a large number of stakeholders with varying perspectives, visions and goals, as well as operating and political autonomy. These stakeholders each manage significant information and data – much of it in different formats – that required correlation before it could be analyzed.
- ✓ Tribal Interaction. The JLUS needed to ensure that appropriate, government-to-government relationships and customs were honored with MRCOG’s Native American stakeholders.
- ✓ Sensitive Missions. Kirtland AFB and the Federal Agencies on Base operate sensitive missions within the JLUS study area. While the installation property is the responsibility of Base leadership, many potential land use issues – both inside and outside the Base – derived from compatibility concerns with non-Air Force operations.
- ✓ Unique Airfield Status. The unique relationship between the Sunport and Kirtland AFB added an interagency component, introduced more extensive public outreach challenges than normal and complicated the application of the usual DoD and Air Force JLUS planning conventions and assumptions. Specifically, the City of Albuquerque owns the airdrome, and military flying resources use the airport through a series of agreements between the Air Force and Albuquerque.

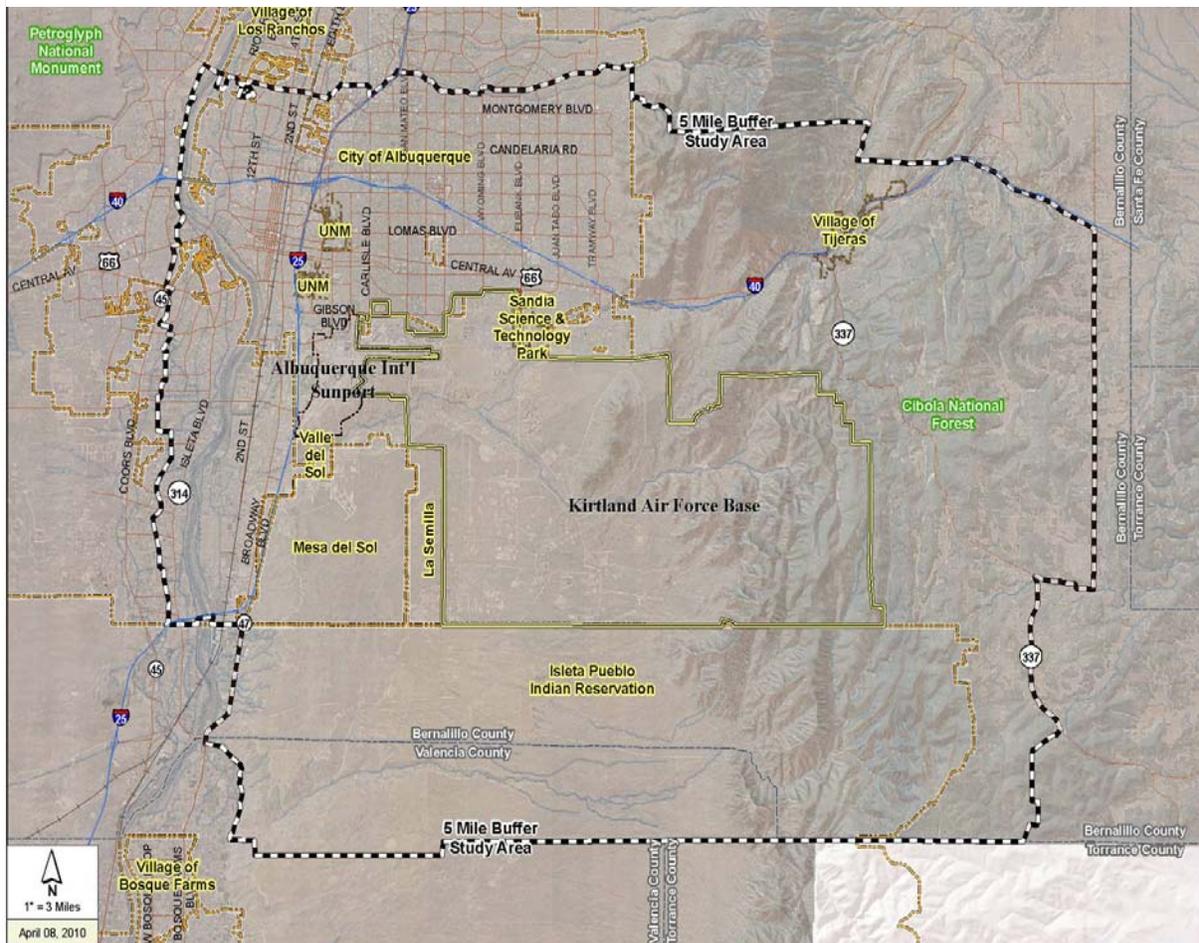
- ✓ Economic Impact. MRCOG’s desire for a full and in-depth understanding of the economic impact of the Sunport and Kirtland AFB – and the ability to clearly communicate that impact to the region’s citizens – demanded a more focused and precise economic analysis than is usual in a JLUS. This required adoption of an Economic Study Area different from the Land Use Study Area.
- ✓ Land Use Planning. Unlike some communities, the region expected the JLUS to enable – not inhibit – land uses in the region. While recognizing there may be incompatible land uses that must be cured, the focus was placed on partnering with the Sunport and Air Force to leverage compatible uses. This emphasis demanded extremely close coordination with all affected land use authorities and a demand for creating a realistic, executable and achievable set of JLUS-recommended actions.
- ✓ MRCOG Role. Since a JLUS must be sponsored by a local governmental entity and the region hosting Kirtland AFB is a large, diverse area with multiple governmental entities, MRCOG accepted this role. As a regional council of governments, MRCOG and the other stakeholders understood the success of this JLUS depends on creating consensus throughout the process in general and specifically in the JLUS recommendations. Some JLUS sponsors can mandate implementation of recommendations; however, MRCOG’s inability to unilaterally take such actions demanded significant attention to carefully collaborating with diverse stakeholders throughout the project.
- ✓ Transportation Vision. One of the fundamental goals of this JLUS was to also identify, validate, analyze and develop recommendations to facilitate resolution of transportation issues that are critical to future land use in the region and support of the Sunport and Kirtland AFB. This task included complex issues with passionate advocates and adversaries that demanded great effort to sufficiently understand, properly frame and successfully address recommendations with the various stakeholders and community-at-large.

The foregoing examples of the characteristics of the Albuquerque metropolitan area, installation, and Sunport environments, along with many other “nuances” not described, makes this effort one of the most “regional” and challenging efforts undertaken within the JLUS program.

3.0 Study Area

A JLUS for a traditional Air Force installation includes a study area beginning at the center of the airdrome and encompassing lands that are critical to Air Force operations while minimizing adverse impacts to surrounding communities. In the case of the MRCOG JLUS, the City of Albuquerque owns and operates the airdrome that is on the western edge of Kirtland AFB. Furthermore, the bulk of the installation's mission activities are not its flying operations. Therefore, the Advisory Committee took a distinctly different approach to identifying the appropriate area for JLUS analysis. The intent was to ensure the lands associated with all Kirtland AFB missions and Support operations were included in the analysis. Figure I-1 depicts a roughly five-mile extension of Kirtland AFB boundaries in all directions. The "basically" rectangular area encompasses the JLUS Study Area.

Figure I - 1: JLUS Study Area





4.0 Stakeholder Goals and Objectives

The JLUS Stakeholders (discussed in Part II, Section 4) share the goal of successfully addressing the identified JLUS issues discussed in detail in Part III, Section 5.

- ✓ Planning Regionally,
- ✓ Sustaining Kirtland AFB,
- ✓ Sustaining Flying Missions and Long Term Viability of DoD Aviation Activities, and
- ✓ Enabling Community Development.

The following overarching statements characterize the general focus of representative, but not all inclusive, desired objectives.

- ✓ Balance the operational requirements of Kirtland AFB and the Sunport with the ability of the regional communities to satisfy their development needs and achieve their future visions.
- ✓ Increase appreciation for the potential, adverse impacts on Kirtland AFB and the Sunport from incompatible community development.
- ✓ Increase appreciation for the potential adverse impacts on the region's population from certain types of operations by Kirtland AFB or the Sunport.
- ✓ Enhance regional land use authority relationships to enable greater, formalized collaboration in developing land use consideration and approval processes, as well as increasing coordination of land use decisions.
- ✓ Enhance communications between representatives of regional and Native American governments, local neighbors, community and business stakeholders, Kirtland AFB, and the Sunport.
- ✓ Improve regional land development regulations.
- ✓ Address the region's health, safety and welfare concerns associated with Kirtland AFB operations.