



**PART II – JLUS PROCESS, PRINCIPALS & STAKEHOLDERS**

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This Part identifies the Kirtland AFB JLUS process, principals – MRCOG, Kirtland AFB and the Sunport – and other stakeholders. It includes discussion of how the stakeholders organized to guide the project and conduct public outreach.

like Albuquerque Public Schools, the Middle Rio Grande Conservancy District and regional Pueblos constitute its membership. As an advisory agency, MRCOG provides its members data and plans to help better inform individual decisions and regional plans.

**1.0 MRCOG<sup>1</sup>**

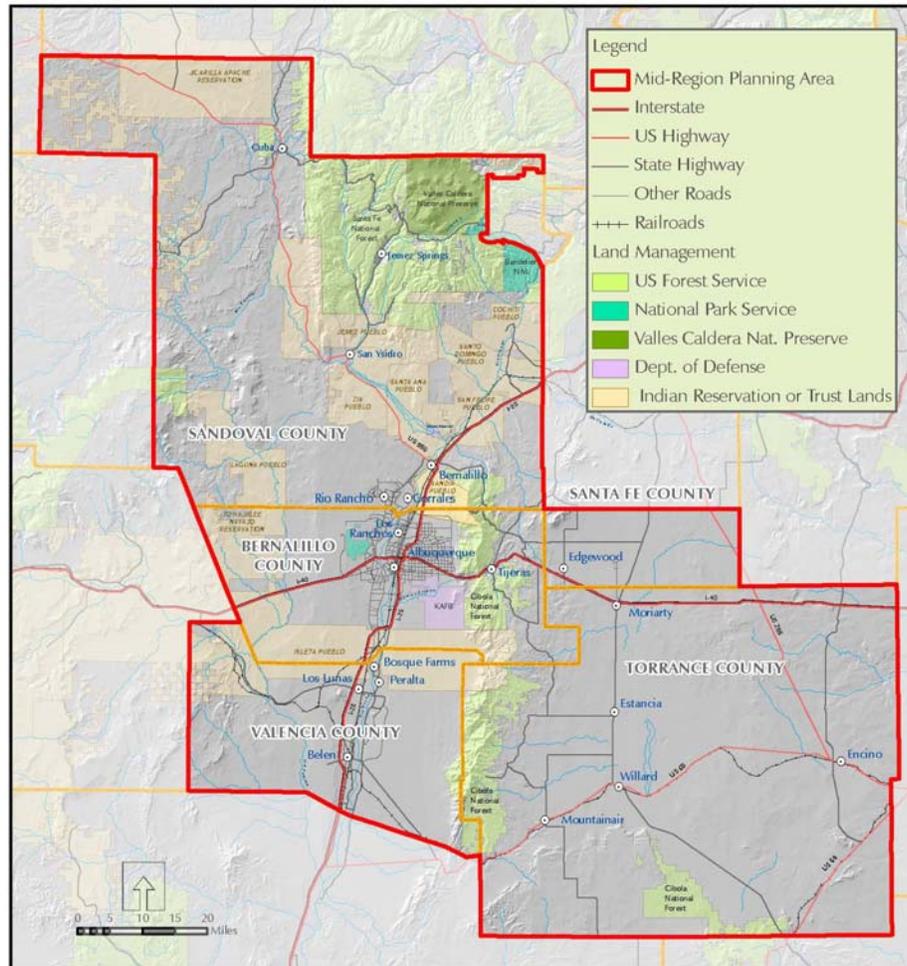
**1.1 Introduction.**

The Mid-Region Council of Governments of New Mexico (MRCOG) was established in 1969 as an association of local governments and special units of government within New Mexico's Third Planning District. Municipal and County governments in Bernalillo, Valencia, Torrance, and Sandoval Counties, Edgewood in Santa Fe County, groups

The MRCOG mission is to strengthen individual communities by identifying and initiating regional planning strategies through open dialogue and collaboration between member governments.

Figure II – 1 depicts MRCOG's Planning Area – an area with nearly 740,000 residents, more than 9,000 square miles and including all or part of the lands for 13 Native American populations.

Figure II -1: MRCOG Planning Area



<sup>1</sup> MRCOG (<http://www.mrcog-nm.gov/>) and U.S. Census Bureau ([http://factfinder.census.gov/home/saff/main.html?\\_lang=en](http://factfinder.census.gov/home/saff/main.html?_lang=en)).



MRCOG also serves as the metropolitan planning organization (MPO) for the Albuquerque Metropolitan Planning Area (AMPA). A major responsibility of the MPO is coordination with Federal, State, and local transportation planning organizations to develop the Unified Planning Work Program (UPWP) that identifies transportation planning priorities for the Albuquerque metropolitan area.

Funded through a combination of participation fees, Federal, State and other grants, MRCOG provides a range of services to its members.

### 1.2 Role in Regional Planning

As noted in the foregoing, MRCOG provides advisory services to its member organizations and supports data collection, analysis and tailoring to assist their elected officials and planning staffs with consideration of regional impacts and implications of possible transportation, agricultural, workforce, employment, land-use, water, and economic development actions. As a significant stakeholder in the region, MRCOG also coordinates with Kirtland AFB and its associates' activities.

### 1.3 Role in Joint Land Use Study

MRCOG recognized the need to continue the historic, strong support of the Sunport and Kirtland AFB in a context that addressed the increasingly difficult challenges of the inter-jurisdictional reality of the region's numerous land use authorities and governmental bodies. As the recognized regional advisory body, and with the concurrence of its Board of Directors, MRCOG accepted the role of administrator for an OEA grant to sponsor the Kirtland AFB JLUS. MRCOG's intent was to fully characterize the complex, shared and competing interests of the region's stakeholders and develop strategies to sustain the viability of Kirtland AFB and its non-aviation, national security-related missions; the Sunport's capability to support defense-related aviation; and enable compatible community development.

Unlike some communities, MRCOG expects the JLUS to enable – not inhibit – regional land uses. Recognizing that there may be incompatible land uses surrounding the Sunport and Kirtland AFB, MRCOG required the JLUS contractor to focus on partnering with the Sunport, Air Force, DOE, installation associates and other Federal Agencies to leverage compatible uses to the maximum

extent practicable. Further, MRCOG required the contractor to work closely with all affected land use authorities to create a realistic, executable and achievable set of JLUS actions and recommendations. The ultimate goal was for a JLUS that reflected both the requirements and the "spirit" of the OEA's JLUS program.

### 1.4 Desired Joint Land Use Study Emphasis Areas

In addition to the traditional focus of the JLUS program, MRCOG provided the contractor with direction to emphasize three areas – Regional Collaboration, Efficient Transportation and Economic Impact Analysis. The emphasis was based on MRCOG's experience with the region, regional planning and commitment to ensuring its lessons learned would fully inform the JLUS analysis and outcomes. These areas are discussed in more detail in the following sections.

#### 1.4.1 Effective Regional Political and Planning Collaboration

MRCOG understood that the success of the JLUS would depend on creating consensus throughout the process and in developing the JLUS recommendations. Unlike other JLUS sponsors that have jurisdictional authority to implement JLUS recommendations, MRCOG's inability to unilaterally take such actions demanded significant attention on carefully collaborating and reaching consensus with stakeholders throughout the project. Thus, MRCOG emphasized that the project be strongly focused on maintaining existing and establishing new relationships amongst its members and other non-MRCOG stakeholders. The goal was to ensure the successful relationships and collaborations used during the JLUS would continue and facilitate future cooperation to address land use and policy decisions that could impact the Sunport and/or Kirtland AFB. Embracing a formalized, regional approach intended to include the Sunport and Base ensured that all stakeholders had the necessary information and data needed to allow decisions by all parties to be made with appropriate consideration of the needs and desires of their regional partners. An overriding MRCOG desire was for its JLUS to fully enable compatible land uses supporting the region, Kirtland AFB and the Sunport. One of the most significant areas where such cooperation and collaboration is needed is in transportation planning based on its direct, significant implications for enabling and limiting land use.





*1.4.2 Transportation Planning to Support Effective Land Use*

As one of the country's fastest growing metropolitan areas with a transportation system that has evolved over the decades, MRCOG wanted to ensure the JLUS assessed how the Sunport and Kirtland AFB inhibited or could facilitate an optimized transportation system supporting compatible land uses in the region. It tasked the contractor to identify, validate, analyze and develop recommendations to support resolution of historical transportation issues that are critical to the region's future. Recognizing this task involved complex issues with passionate advocates and adversaries, MRCOG felt the overriding nature of transportation as a regional issue demanded the JLUS characterize and assess transportation needs and alternatives key to satisfactorily informing future land use decisions.

*1.4.3 Consistent Impact Analysis of the Sunport's and Kirtland AFB's Value to the Regional Economy*

The Sunport and Kirtland AFB have large economic impacts in the region; however, MRCOG members have historically been required to deal with a range of different approaches to impact analysis. Moreover, the combination of Air Force, DoD, contractor and supporting companies have always presented complex and multi-layered challenges to obtaining data necessary for consistent economic analysis.

These challenges are complicated by the classified or sensitive nature of some of the Base's missions and reluctance of several organizations to share economic data. Acknowledging the validity of different approaches to previous analyses, MRCOG believed its members would receive value from a comprehensive evaluation of the economic impact as part of the JLUS. Once a standard methodology was prepared and adopted, such an analysis could be periodically updated and provide a consistent analytical approach to assessing economic impacts.

The goal was to obtain a defensible approach and analysis that could be replicated in the future to provide a common economic understanding for considering regional actions that could impact the Sunport and/or Kirtland AFB. Since a credible cost-benefit analysis is essential to most land use considerations, securing a common baseline to use throughout the region was a special emphasis item.

**2.0 Kirtland AFB**

**2.1 Introduction**

Kirtland AFB is in southeast Albuquerque, between the Sandia and Manzano mountain ranges. According to DoD property records, it is comprised of approximately 51,600 acres – more than 80 square miles. It is home to the Air Force Nuclear Weapons Center and over 100 mission partners, including headquarters or elements of the Defense Threat Reduction Agency, the Air Force Safety Center, the Air Force Inspection Agency, the Air Force Operational Test and Evaluation Center, the 58<sup>th</sup> Special Operations Wing, the Air Force Research Laboratory, the New Mexico Air National Guard's 150<sup>th</sup> Fighter Wing, the Department of Energy, the National Nuclear Security Administration and Sandia National Laboratories.

Kirtland AFB's development began with three private airfields dating to 1928. These airfields were private ventures, and the two runways on Albuquerque's East Mesa became Oxnard Field, named for James G. Oxnard who bought one of the airfields in 1928. Over the next decade, Army and Navy pilots used Oxnard Field for refueling and maintenance during a variety of military flight operations. In late 1939, the Army Air Corps leased 2,000 acres to neighboring Albuquerque Airport which was west of Oxnard Field. The Army eventually bought the Oxnard Field property, and its subsequent transfer to the Federal government restricted the runways to military use only.

Construction of Albuquerque Army Air Base began in January 1941 and was completed in August. In February 1942, the Base was named Kirtland Army Air Field in honor of Col. Roy C. Kirtland, one of the Army's oldest aviation pioneers. In February 1945, Kirtland Field was engaged in training combat crews to fly special B-29 bomber aircraft, nicknamed the "Superfortress," made famous by dropping atomic bombs on Hiroshima and Nagasaki and supporting an end to hostilities with Japan.

In February 1946, Kirtland Field was placed under the Air Materiel Command, and its flying training activities ceased. Its new mission entailed flight test activities for the Manhattan Engineer District, the wartime organization that helped produce the atomic bomb.

The new role for Kirtland Field was to develop aircraft modifications for special weapons delivery and to determine ballistic characteristics for future weapons.





Kirtland Field's role in testing and evaluating special weapons increased in 1947, as the U.S. Army Air Forces became the U.S. Air Force. At that time, Kirtland Army Air Field, with a population of 972 military and civilian personnel, became Kirtland AFB. Most of the weapons' testing was conducted on a 46,000-acre tract in the Manzano Mountains, on the southern part of what is now known as Kirtland AFB, including Forest Service lands withdrawn for testing purposes.

In December 1949, Kirtland AFB became headquarters for the newly created Special Weapons Command. The Command became the Air Force Special Weapons Center on April 1, 1952, and was a unit of the Air Research and Development Command. The Special Weapons Center assumed management of Air Force Systems Command's test and evaluation facilities at Holloman AFB, near Alamogordo, New Mexico, during the summer of 1970.

Kirtland AFB history is further related to three bases merged in 1971 from Kirtland AFB, Manzano and Sandia Bases that brought the three installations under one command creating the third largest installation in Air Force Material Command and one of the largest in the Air Force.

In December 1962, Kirtland AFB deeded the airdrome complex to the City of Albuquerque in exchange for joint aviation use. As part of several renegotiations of transfer terms, the Air Force agreed to provide crash, fire, rescue and perimeter security support to the Sunport in exchange for use of the airdrome by the Base's associate flying units.

**2.2 Multi-Mission/Agency Support**

Kirtland AFB is one of Air Force Material Command's 11 "bases" and is significantly more complex than most Air Force installations, essentially, a "Federal Campus." The Air Force Nuclear Weapons Center, with support from the 377<sup>th</sup> Air Base Wing (ABW) and 498<sup>th</sup> Nuclear Systems Wing, hosts activities from more than 100 Air Force, DoD and Federal organizations, including personnel from the Air Combat Command, Air Education and Training Command, Defense Threat Reduction Agency, Missile Defense Command, Air Force Safety Center, Air Force Inspection Agency, Air Force Operational Test and Evaluation Center, Space and Missile Systems

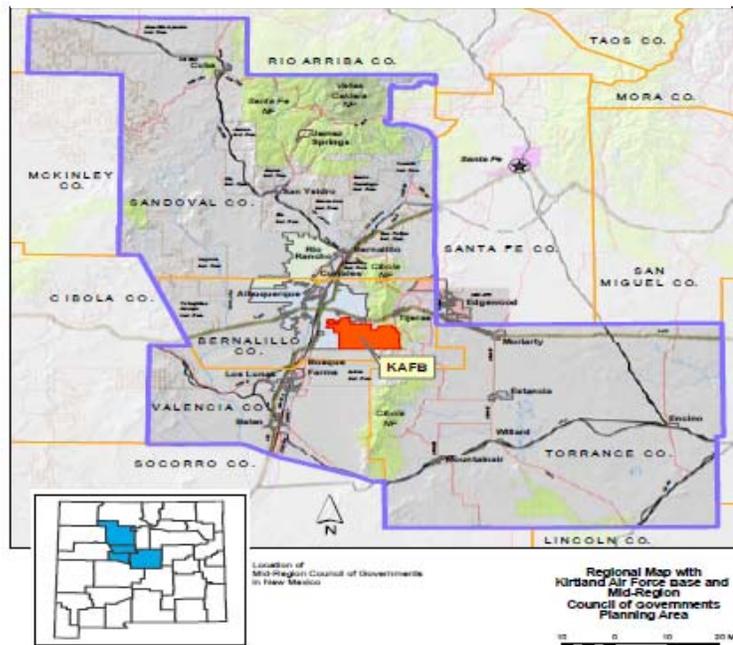
Center, Air National Guard, Air Force Research Laboratory, Veterans Administration, Department of Energy, National Nuclear Security Administration and Sandia National Laboratories.

**2.3 Location, Size and Operations**

As shown in Figure II - 2, Kirtland AFB is located in southeast Albuquerque. The installation owns or controls the use of approximately 51,600 acres – over 80 square miles. With approximately 7.3 million square feet of facilities, DoD real estate documents report its Plant Replacement Value<sup>2</sup> as nearly \$2.8 billion.<sup>3</sup> In addition to the Air Force facilities and infrastructure, several other organizations on Kirtland AFB own and operate highly specialized and/or unique equipment that are critical assets in the U.S. national security portfolio.

The Air Force Nuclear Weapons Center (AFNWC) oversees the 377<sup>th</sup> ABW, the installation's command element, and the 498<sup>th</sup> Nuclear Systems Wing (NSW), responsible for enterprise-wide execution of the AFNWC

Figure II - 2: Kirtland AFB Location



<sup>2</sup> PRV is the cost of replacing the facility and its supporting infrastructure using 2009 construction cost (labor and material for the Albuquerque area) and standards (methodologies and codes).

<sup>3</sup> DoD Base Structure Report, FY 2009 Baseline (A Summary of DoD's Real Property Inventory), DUSD (Installations & Environment), p. Air Force – 10 (155).



mission.

Operationally, the installation hosts Air Education and Training Command's (AETC) 58<sup>th</sup> Special Operations Wing (SOW) to provide Air Force special operations and Combat Search and Rescue (CSAR) training to Air Force Special Operations Command and Air Combat Command personnel, respectively. The Base also hosts the operations of New Mexico's Air National Guard unit, the 150<sup>th</sup> Fighter Wing (FW), and is home to a Consolidated Armed Forces Reserve Center.

Kirtland AFB has several other defense agency tenants, including the DOE's National Nuclear Security Administration (NNSA) Service Center; Office of Secure Transport (OST); National Training Center; and Sandia Site Office of Sandia National Laboratories (SNL/NM), operated for DOE by the Lockheed Martin Corporation.

Together, the units of Kirtland AFB constitute *Team Kirtland* and represent key operational, management, research, development, testing, acquisition and training for some of the most sensitive or unique components of the nation's national defense strategy.

Figure II – 3: Team Kirtland



### 2.4 Relationship to Albuquerque International Sunport

Kirtland AFB is adjacent to the Sunport and operates its military aviation activities from dedicated ramp areas and maintains aircraft support facilities to conduct flying missions from the Sunport. Originally built, owned and operated by the Air Force, the airdrome complex was transferred to the City of Albuquerque, and Kirtland AFB's military flying activities share use of the Sunport's runways.

In exchange for the City's maintenance of the airdrome and use of its runway-taxiway complex, the Air Force provides fire, crash and rescue services that meet more stringent military standards to general and commercial aviation users.

## 3.0 Albuquerque International Sunport

### 3.1 Introduction

The Albuquerque International Sunport (Sunport) is a major, commercial airport operating 365 days a year. Roughly 18,000 commercial airline passengers arrive and depart daily. The ground elevation of the Sunport varies from 5,310 feet above sea level on the west to 5,351 feet on the east. The primary runway (08/26) is 13,893 feet long, and the secondary runway (03/21) is 10,000 feet long. A tertiary runway (17/35) is 10,000 feet long, but it is scheduled by the City of Albuquerque and Sunport officials to be closed and demolished in the near future. A general aviation runway (12/30) is 6,000 feet long and intersects the secondary runway.

The Sunport is a dual-use, commercial/general aviation and military aviation facility bounded on three sides by Kirtland AFB. The joint use nature of the airfield – owned by the City of Albuquerque and used by Kirtland AFB through a joint use agreement – is very unusual and common to only two other Air Force bases with active military flying units.

### 3.2 Role for Albuquerque and New Mexico

The Sunport is New Mexico's largest commercial airport. The Sunport is operated by the City of Albuquerque's Aviation Department and serves residents of northern and central New Mexico, as well as southern Colorado. As noted in the foregoing and discussed in detail in the Economic Analysis – Summary (Part V) and Appendix B, the Sunport is a major employment and economic contributor to New Mexico, supporting more than 8,000 jobs and adding approximately \$1.4 billion annually to the regional economy.

### 3.3 Size, Location and Operations

The Sunport is located on approximately 2,000 acres approximately four miles south of the City's major business districts and adjacent to Kirtland AFB. In 2009, it served nearly 6 million passengers and moved over 61,000 tons of



cargo. There were a total of about 158,400 takeoffs and landings reported by type of service as: 64% commercial and commuter, 21% general aviation and 15% military.

### 3.4 Support to Kirtland AFB

The Sunport maintains and operates the airdrome and provides airport services to Kirtland AFB's military activities. In return for these services, the Air Force provides fire, crash and rescue services that meet military standards to all Sunport users.

The Sunport and Kirtland AFB have a special relationship based on the City of Albuquerque's ownership of the airfield. In December 1962, the Air Force transferred ownership of the airdrome to the City and executed a lease for joint use of the airdrome complex through June 30, 2035. The specifics of this joint use agreement for the airdrome adds significant complexity to safety zone considerations since the Federal Aviation Administration (FAA) and DoD do not operate with identical standards. The implications of operating within two sets of guidance are addressed in Part III, Section 5.3.

### 4.0 Stakeholders

MRCOG identified involvement of an initial list of stakeholder organizations for data gathering, review of the analysis and development of JLUS recommendations. The initial list was expanded, and the following *organizations* were involved in JLUS preparation:

- ✓ MRCOG
- ✓ New Mexico Congressional Delegation Staff Members
- ✓ State of New Mexico
- ✓ State Land Office
- ✓ Native American Governments
- ✓ Bernalillo, Sandoval, Socorro, Torrance and Valencia Counties
- ✓ Villages, Towns or Cities of Albuquerque, Belen, Bernalillo, Corrales, Los Lunas, Los Ranchos, Rio Rancho, Socorro and Tijeras
- ✓ Albuquerque International Sunport
- ✓ Kirtland AFB to include many of its agencies, organizations and associate units
- ✓ Kirtland Partnership Committee
- ✓ Kirtland Technology Park
- ✓ Sandia National Laboratories
- ✓ Sandia Science and Technology Park

- ✓ National Nuclear Security Administration
- ✓ Department of Energy
- ✓ U.S. Forest Service
- ✓ University of New Mexico
- ✓ Forest City Covington, NM, LLC (Mesa del Sol)
- ✓ Various Neighborhood Associations
- ✓ Greater Albuquerque Chamber of Commerce
- ✓ Albuquerque Hispano Chamber of Commerce
- ✓ Albuquerque Public Schools
- ✓ Albuquerque Association of Realtors
- ✓ Middle Rio Grande Conservancy District
- ✓ Office of Economic Adjustment

Identifying stakeholders is a key component to any planning process. Informing and involving them early in the project is instrumental in the identification of concerns and the development of plans to address these concerns. Stakeholders include individuals, groups, organizations, and political entities interested in, affected by, or affecting the outcome of a decision or project. For this project, the *types of organizations* represented amongst the JLUS stakeholders included, but were not limited to:

- ✓ City, county and state elected officials, representatives, and staff
- ✓ DOD officials and military installation personnel
- ✓ DOE officials and affiliated organizations
- ✓ Environmental advocacy organizations
- ✓ Institutions of higher learning
- ✓ Local, regional, State and Federal planning, regulatory and land management agencies
- ✓ MRCOG members and employees
- ✓ Native American tribes
- ✓ Nongovernmental organizations (NGOs)
- ✓ Other special interest groups
- ✓ Private (individual and corporate) landowners
- ✓ Public landowners and other interested persons

Discussed in Section 6.1, the Team completed over 80 stakeholder personal meetings or telephone interviews.



**5.0 Committees**

Kirtland AFB JLUS development was guided by two committees, the JLUS Advisory Committee and JLUS Technical Committee. Both committees were established at the beginning of the project to provide guidance and input on policy issues; provide overall direction to the process and review study findings and recommendations. Committee members were identified by MRCOG, Kirtland AFB, the Sunport, elected officials, community leaders and the JLUS contractor, Keystone International, Inc.

**5.1 Organization**

The Advisory Committee was comprised of representatives from the counties and cities in the MRCOG region, Kirtland AFB, DOE, tribal officials and other stakeholder groups. It was the senior, advisory body and formed to provide policy guidance; oversee the contractor's progress; review study findings, analysis and recommendations; appoint, advise and direct the Technical Committee and advocate for affected governing bodies to accept the completed JLUS. This Committee met throughout the process to ensure appropriate issues were identified and addressed.

The Technical Committee was formed to provide technical expertise to the Advisory Committee and contractor team. It was comprised of county, city and military planners and technical specialists; State Agency representatives, community organizations and land owners/developers.

In addition to supporting the consulting team, both committees served as liaisons to their respective stakeholder groups. Committee members were asked to communicate JLUS activities and information to their organizations, stakeholders or constituents, as well as sharing their organization's suggestions and comments with the committees and consulting team.

Table II – 1 lists the agencies and organizations included in the Advisory and Technical Committees.

Table II - 1: Committee Membership

Committee/Roles	Organizations	
Advisory	• MRCOG	• NM Office of Military Base Planning & Support
	Policy	• Pueblo of Isleta • Sandoval County
	Oversight	• Torrance County • Valencia County • Village of Corrales
	Review	• Kirtland AFB • Kirtland Partnership Committee • National Nuclear Security Administration
JLUS Adoption	• Sandia National Laboratories	• U.S. Forest Service
	• Department of Energy	• Office of Economic Adjustment
	Technical	• MRCOG • NM Office of Military Base Planning & Support
Subject Matter Expertise	• Pueblo of Isleta	• Bernalillo County
	• Sandoval County	• Torrance County
	• Valencia County	• City of Albuquerque
	• Kirtland AFB	• Kirtland Partnership Committee
	• National Nuclear Security Administration	• Sandia National Laboratories
	• University of New Mexico • Mesa del Sol	

Committee Members were also responsible as liaisons to their stakeholder groups and to ensure Committee activities and contractor progress were provided to their constituencies, as well as supply their organizations' comments and suggestions to the other Advisory and Technical Committee members.

**5.2 Meetings**

Nine committee meetings were held to ensure the JLUS identified and addressed the land use issues essential to Kirtland AFB, the Sunport and the region. Once the key issues were identified, the majority of the meetings combined the technical and advisory committees.

Dates and purpose of the Advisory, Technical and Combined Committee Meetings are listed in Table II - 2. Discussion about the conduct and content of each meeting follows.





Table II - 2: Committee Meetings

Committee	Date	Purpose
Kickoff Meeting	Jan. 15, 2009	Project Kickoff
Advisory # 1	Apr. 7, 2009	Committee and Keystone Team Roles and Responsibilities
Technical # 1		
Advisory # 2	Jun. 23, 2009	GIS Efforts, Study Area, Economic Focus Area and Public Participation Survey
Technical # 2		
Technical # 3	Oct. 30, 2009	Map and Issues Review
Advisory / Technical (Combined # 1)	Nov. 9, 2009	Map and Issues Approval, Economic Update
Advisory / Technical (Combined # 2)	Feb. 25, 2010	Economic Results, Transportation, Public Relations and Public Outreach, Project Timeline
Advisory / Technical (Combined # 3)	Apr. 8, 2010	Input on DRAFT Report and obtain approval for Public Participation Presentation

**January 15, 2009:** This meeting kicked off the JLUS process. Gary Kuwabara represented OEA and provided a brief introduction and overview of the JLUS process. Additional Technical and Advisory Committee members were identified and the objectives and scope of the JLUS along with the role of the committees was discussed. Lawrence Rael, the former MRCOG Executive Director, explained MRCOG’s role in the JLUS and particular interest in developing a tool for accurately estimating Kirtland AFB’s and the Sunport’s economic impact on the region and transportation issues.

**April 7, 2009:**

AC Meeting. The role of the Advisory Committee was detailed; the project timeline was reviewed; the complexity of the study was discussed; the options for the study area were outlined; and potential JLUS issues and focus areas were identified. Also, the public participation plan and survey requirements were approved.

TC Meeting. The role of the Technical Committee was detailed; the project timeline was reviewed; the complexity of the study was discussed; the options for the study area were outlined; and potential JLUS issues and focus areas were identified. The Technical Committee identified current and potential public land use issues in the area, most focusing on land to the south of Kirtland AFB. Also, the public participation plan and survey requirements were approved.

**June 23, 2009:**

AC Meeting. The Advisory Committee met to give input on the first list of JLUS issues; review land use maps; and discuss the economic impact study. Amanda Fagan, OEA Project Manager, attended the meeting. There was extensive discussion on unavailability of military airfield accident potential zone (APZ) and clear zone (CZ) and noise contour information. Ms. Fagan explained to the committees that APZs and CZs are key elements in a JLUS and no JLUS had been done without them. The final study area definition was approved.

Lawrence Rael, former MRCOG Director, explained the importance of the transportation study to the MRCOG region and asked to specifically meet with the transportation planners to give input into the JLUS study.

Erin Ward, Keystone, Inc., economic analyst, explained the task requirements related to the economic impact study, and Mr. Rael explained why, from MRCOGs perspective, the economic impact study is the most important aspect of the JLUS. The Advisory Committee voted to focus the economic study on the MRCOG four county area plus the town of Edgewood.

The initial results of the online JLUS Public Survey input were reviewed by Dr. Jackie Hood. The Survey was still open to participants and continued until June 30. Grace Solis presented an overview of the JLUS project’s Microsoft SharePoint © site.

TC Meeting. The Technical Committee met following the Advisory Committee. The discussions conducted and decisions made by the AC were reviewed with the committee members. The majority of the discussion focused on APZs, CZs and the FAA equivalents, and the noise contours. Ms. Fagan provided some OEA online references to the TC to provide a better understanding of APZs, CZs, and noise contours. The ownership of the airdrome by the City of Albuquerque and the unknown, future of the New Mexico ANG makes noise contours more difficult to analyze at this point.

**October 30, 2009:** The Technical Committee met to provide input on the draft JLUS maps and the list of identified land use issues. The issues were categorized as Emerging Major Issues, Emerging Important Issues, and Other Issues.





**November 9, 2009:** A combined Technical and Advisory Committee meeting was held to review changes to the JLUS maps and issues lists as a result of the October 30<sup>th</sup> Technical Committee meeting. Several minor edits to the maps were identified, but the committees agreed that these were the maps to be used for the study.

The depiction of APZs and CZs on the maps was debated extensively with the resulting consensus to include APZs and CZs on the maps and address the related issues in the report narrative.

The Forest Service withdrawn areas were discussed to provide clarification on the definition of a withdrawn area and the depiction of these areas on the maps. The issue prioritization was debated and adjustments to the lists were made.

The process for including the new City of Albuquerque Mayor and his staff into the JLUS was discussed.

**February 25, 2010:** A combined Technical and Advisory Committee meeting focused on key topics for the report that included: the notion of "Regionalness, Economic Impact Findings, Transportation focus areas, land use overview, the identified issues, and public outreach. Ms. Amanda Fagan, OEA, and Mr. Jim Holland, Deputy for Installation Policy, Secretary of the Air Force (Installations & Environment), attended the meeting.

Mr. Tom Berardinelli, the Kirtland AFB primary point of contact, expressed strong concern about the focus on a base access point on the south side of the Base (the South Gate) and explained how this could impact the viability of Base missions.

A detailed discussion on conducting an AICUZ study for Kirtland AFB took place since none had been completed previously. Ms. Fagan explained that the AICUZ would have recommendations with a regional focus, as well as issues drilled down to individual jurisdictions that they would need to adopt to implement the recommendations.

The JLUS' public meeting process was discussed, and it was agreed that MRCOG's method of conducting public meetings would be used. MRCOG (Ms. Julie Heinrich) would take the lead in advertising the public meetings. The timeline for completing the JLUS was reviewed.

**April 8, 2010:** A combined Technical and Advisory Committee meeting was held to gather input on the draft

report and to provide a sample of the public input presentation. Ms. Amanda Fagan participated in the meeting via conference call. Significant negative input was given on the structure/organization of the report and concern was raised about the emphasis on transportation and economic impact as compared to land use. Mr. Tom Berardinelli again raised concern about the focus on a Base access point from the south (South Gate) and the related potential impacts on Base missions. The concerns over different viewpoints on the withdrawn areas and UXO were discussed by Ms. Cid Morgan and Mr. Berardinelli. The Advisory Committee directed the Keystone Team to provide updated issues and a more specific list of recommendations to the Committee for review prior to the public participation meetings.

## 6.0 Public Outreach

The JLUS process was designed to create a regional, community-based plan to strengthen relationships, build consensus and gain support from the many stakeholders including public and private land owners, residents, elected officials, the many Kirtland AFB associated units, neighboring educational institutions and surrounding tribal governments.

To achieve the Committee's objectives for public participation, an outreach process was developed to include a variety of opportunities for interested regional residents and stakeholders to provide input for the study. The approved JLUS Public Participation Plan is included at Appendix G.

### 6.1 Stakeholder Meetings

Over 80 stakeholders representing a five-county area were interviewed in person or by telephone. Multiple meetings were held with key stakeholders including Kirtland AFB, the City of Albuquerque, Pueblo of Isleta, Bernalillo County and Mesa del Sol. Also, in December 2009, a new Mayor for the City of Albuquerque was sworn in requiring additional multiple stakeholder meetings to brief the new Mayor's appointees and staff on the JLUS effort. The following list includes significant stakeholders whose contributions to the JLUS were essential to the quality of analysis and recommendations.

- ✓ 377<sup>th</sup> ABW, Tom Berardinelli, Executive Director
- ✓ Albuquerque Association of Realtors, Julie Glover-Goode
- ✓ Albuquerque Association of Realtors, Janice McCrary



- ✓ Greater Albuquerque Chamber of Commerce, Terri Cole, CEO
- ✓ Greater Albuquerque Chamber of Commerce, Stephanie Maez-Gibson, Government Relations Committee, and 9 Committee members
- ✓ City of Albuquerque City Councilor, Isaac Benton
- ✓ City of Albuquerque City Councilor, Rey Garduno
- ✓ Albuquerque Economic Development, Gary Tonjes, President
- ✓ Albuquerque Public Schools, Karen Alarid, Executive Director of Capital
- ✓ Albuquerque Public Schools, Kizito Wijenje, Director
- ✓ City of Belen, Andrew Camillo, City Planner
- ✓ City of Belen, Sally Garley, City Manager
- ✓ City of Belen, Robert Uecker, Airport Manager
- ✓ Bernalillo County, Enrico Gradi, Planner
- ✓ Bernalillo County Commissioner, Deanna Archuleta
- ✓ Bernalillo County Commissioner, Michael Brasher
- ✓ Bernalillo County Commissioner, Art De La Cruz
- ✓ Bernalillo County Commissioner, Michael Weiner
- ✓ Bernalillo County Commissioner, Maggie Hart-Stebbins
- ✓ Bernalillo County Manager's Office, Julie Baca
- ✓ Bernalillo County Manager's Office, Sandy Fish
- ✓ Bernalillo County Manager's Office, Thaddeus Lucero
- ✓ City of Albuquerque, Ed Adams, CAO <sup>4</sup>
- ✓ City of Albuquerque, Nick Bakas, Director of Aviation
- ✓ City of Albuquerque, Russell Brito, Planning Department
- ✓ City of Albuquerque, David Campbell, CAO <sup>5</sup>
- ✓ City of Albuquerque, Richard Dineen, City Planning Director
- ✓ City of Albuquerque, Paula Donahue, Planning Department
- ✓ City of Albuquerque, Dierdre Firth, Manager, Economic Development Department
- ✓ City of Albuquerque, John Garcia, Director, Economic Development Department
- ✓ City of Albuquerque, John Hartmann, Transportation Chief, Department of Municipal Development
- ✓ City of Albuquerque, Jim Hinde, Aviation Department
- ✓ City of Albuquerque, Mary Lou Leonard, Environmental Engineer
- ✓ City of Albuquerque, Carmen Marrone, Division Manager, Planning Department
- ✓ City of Albuquerque, Debbie Stover, Planner
- ✓ Office of U.S. Representative Martin Heinrich, Heather Brewer
- ✓ Office of U.S. Representative Martin Heinrich, Antonio Sandoval
- ✓ Corrales, Philip Gasteyer, Mayor
- ✓ Department of Energy, Karen Boardman, Albuquerque Site Office
- ✓ Department of Energy, Susan Lacy, NNSA/SSO
- ✓ Department of Energy, Dennis Martinez, Albuquerque Site Office
- ✓ FBT Architects, Jared Larsen, Associate Architect (Valle del Sol)
- ✓ French Mortuary, Chet Stewart, Owner
- ✓ French Mortuary, Duffy Swan, President
- ✓ GCC Portland Cement, David Seagart
- ✓ Albuquerque Hispano Chamber of Commerce, Alex Romero, President
- ✓ Pueblo of Isleta, Robert Benavides, Governor
- ✓ Pueblo of Isleta, Simon Shima, Planner
- ✓ Kirtland AFB, Barry Shupe, Office of the Staff Judge Advocate
- ✓ Kirtland AFB, Col. Mike Duvall, Commander
- ✓ NM Office of Military Base Planning and Support, Hanson Scott, Director
- ✓ Technology Ventures Corporation, Sherman McCorkle, President and CEO
- ✓ NM State Land Office, Larry Kehoe, Assistant Commissioner for Surface Resources
- ✓ Kirtland Partnership Committee, Stuart Purviance
- ✓ La Semilla Trust, Ray Powell
- ✓ Village of Los Lunas, Peter Fernandez, City Manager
- ✓ Village of Los Lunas, Art Mondragon, Community Planner
- ✓ Mesa Del Sol, Harry Relkin, Senior Vice President
- ✓ MRCOG, Jack Lord, Transportation Program Manager
- ✓ MRCOG, Joe Quintana, Regional Planning Manager
- ✓ Rio Metro, Bruce Rizzieri, Regional Transit Manager
- ✓ Sandia Science and Technology Park, Jim Clinch, Program Leader
- ✓ Sandoval County, Juan Vigil, Manager
- ✓ State Senator, Tim Keller
- ✓ Socorro, Ravi Bhasker, Mayor
- ✓ Sun Tran, Keith Perry, Marketing & Planning Division Manager

<sup>4</sup> Chavez Administration

<sup>5</sup> Berry Administration



- ✓ Sun Tran, Andrew DeGarmo, Transit Planner
- ✓ The Independent, Wally Gordon
- ✓ Village of Tijeras, Daniel Abram, Planner
- ✓ Village of Tijeras, Gloria Chavez, Mayor
- ✓ Torrance County, Joy Ansley, Manager
- ✓ University of New Mexico, Mary Kenny, Planner
- ✓ US Forest Service, Cid Morgan, Sandia District Ranger
- ✓ Valencia County, Eric Zamora, Manager
- ✓ The Group, Hank Rosoff, Civil Engineer (Valle del Sol)
- ✓ Village of Los Ranchos, Larry Abraham, Mayor
- ✓ Albuquerque Bernalillo Water Utility Authority, Deanna Archuleta
- ✓ Albuquerque Bernalillo County Water Utility Authority, Barbara Gastian
- ✓ Albuquerque Bernalillo County Water Utility Authority, Frank Roth, GIS Division
- ✓ Albuquerque Bernalillo County Water Utility Authority, Mark Sanchez, Director

## 6.2 Survey

The Team used a combination of methods to “survey” regional officials, stakeholders and residents about JLUS issues. It included formal interviews, a web-based survey tool and individual and small group discussions. The findings and results of all methods were provided to Team experts for integration into the task elements to better inform the analysis, issue identification and recommendation development.

### 6.2.1 Data Gathering

The original JLUS specifications called for a paper survey to be used to gather data on potential incompatible land use threats within the study area. However, a more precise process of interviews was used to procure this information due to the advantages the interview method of gathering data has over other methodologies. One-on-one interviews provide the advantage of higher quality due to the ability to delve into the “whys” behind participants reactions and that the individual’s ideas are not influenced by others, as occurs in focus groups or through possible “leading questions” in a survey. Interviews offer more quantity of information than other research methodologies and more depth based on the ability to capture interviewees’ exact and complete responses, as well as the ability to ask probing, follow up questions. Given the complexity of the JLUS and gathering information from a

large disparate group of individuals and organizations, interviews were selected as a primary data gathering technique.

### 6.2.2 Interviews

As noted in Section 6.1, local government officials, State and Federal Agency representatives, and nonprofit and private entities, along with individual landowners and developers, were interviewed to gather insight and data on current, proposed and potential land uses in the study area, along with particular issues of importance to the respondent. More than 80 interviews were conducted, each lasting from 1 – 2 hours.

### 6.2.3 Survey Data Collection

Surveys are used to gather data from large numbers of individuals and are a cost effective method of gathering the same data from diverse respondents. In this case, a survey was provided to the public on the MRCOG website. The subject population was city, county and state agencies; members of nearby communities and tribal entities; and other stakeholders in the proposed land use area. The intent was to survey as many individuals as possible so that anyone living or working in the region would have the opportunity to participate. The baseline survey instrument included both closed-ended (multiple choice) and open-ended (narrative) questions related specifically to land use or issues associated with safety; the environment; lighting; noise and other important elements related to land use; and transportation and demographics.

Participation in the survey was voluntary, and to the extent possible, the public responses were kept anonymous. The primary researcher determined the voluntary nature of the survey respondents’ participation indicated they gave their consent to participate. There were 1,362 respondents. The survey, results summary and comments on work travel to/from Kirtland AFB; the importance of Kirtland AFB and the Sunport; view of the areas surrounding them; assessment of the effectiveness of associated public transportation; and additional comments on surrounding land uses or the survey overall, are contained in Appendices O – W.

### 6.2.4 Protection measures

Agency participants can be identified by name. Public participants were kept as confidential as possible. Interview and survey questions were reviewed for content



and were deemed non-offensive. Participants were informed that they could cease participation at any time and for any reason without prejudice.

### 6.3 Public Participation Meetings

In addition to the JLUS Committee meetings, stakeholder interviews and one-on-one meetings, and the JLUS Survey, six public meetings were held to accept input. The purposes of the meetings were to present an overview of the JLUS Project, information collected, analysis completed, issues identified, recommendations developed and to solicit comments and additional input to refine the JLUS Report. The meetings were scheduled at times and in locations MRCOG considered would best serve the region's residents. Each meeting began with an introduction by a MRCOG representative followed by a presentation (Appendix D), facilitated discussion and time for one-on-one discussions of the JLUS with team members. The locations and target audience of the Public Meetings are below.

Table II – 3: Public Participation Meetings

No.	Location	Target Audience
1	MRCOG Offices	Elected Officials in the MRCOG region and the Advisory and Technical Committees
2	Mountain View Community Center	General Public
3	Pueblo of Isleta	Tribal Officials from all Tribes in the Study Area
4	Manzano Mesa Community Center	General Public
5	Kirtland AFB	Kirtland AFB Community
6	Los Vecinos Community Center	General Public

### 6.4 Public Outreach Materials

A copy of the presentation used for the Public Participation Meetings is at Appendix D.

### 7.0 JLUS Review and Adoption

The Draft JLUS Report was reviewed by the Advisory and Technical Committees and revised to incorporate their individual members' and organizational comments. Over 40 sets of comments were received and used in the revision. The final JLUS Report represents the consensus of the Advisory Committee Members that the program goals have been matched to the specific characteristics, requirements and interests of their organizations.

## 8.0 Implementation

Implementation of the JLUS Recommendations (Part IV) requires a combination of individual and multiple stakeholder actions. The fact stakeholders "adopt" the JLUS does not mean their organizations automatically adopt the recommendations.

The JLUS contains recommendations, based on proven strategies intended to result in compatible land uses that support the overarching interests identified. In the case of this JLUS, there are four overarching interests: (1) Plan Regionally, (2) Sustain Kirtland AFB, (3) Sustain Flying Missions and the Long Term Viability for DoD Aviation Activities and (4) Enable Community Development. Each is discussed in detail in Part III.

Recognizing the varied organizations and interests involved in JLUS implementation, the first three recommendations are ways that stakeholders can organize themselves to efficiently pursue the remaining recommendations. One of these key, first steps is establishment of a "Regional Planning Forum" to facilitate discussions, coordinating actions and addressing unanticipated challenges for the jurisdictions and organizations represented by the stakeholders.

The most successful JLUSs are those where the majority of the stakeholder approved recommendations are subsequently implemented by their organizations. There should be no illusion the process will be easy, but there should be every confidence that compatible development to balance the long-term needs of Kirtland AFB and the Sunport with the region's vision for its future will be worth the effort.

