



INTRODUCTION

In this section...

	Page
1.1 Why Prepare a JLUS?	1-4
1.2 What is a JLUS?	1-4
1.3 JLUS Objectives	1-7
1.4 Public Outreach	1-7
1.5 JLUS Implementation	1-11
1.6 JLUS Organization	1-12

Military installations are critical to local economies, generating thousands of jobs and millions of dollars in economic activity and tax revenue annually. In past instances, incompatible development has been a factor in the curtailment of training operations and restructuring of mission critical components to other installations. To protect the missions of military installations and the health of the economies and industries that rely on them, collaboration and joint planning between installations and local communities must occur to address encroachment. This study mitigates future issues and improves coordination between the City of Del Rio, Val Verde County, Kinney County, and Laughlin Air Force Base (AFB).

Located adjacent to a predominately rural community, the City and the region surrounding Laughlin AFB are expected to experience economic and population growth in the future. As development moves closer to the base, a coordinated effort is needed to ensure that the growth experienced allows the base to maintain its role in the nation’s defense while remaining a vital member of the local community and a major contributor to the local economy.

Laughlin AFB – Strategic Importance

Laughlin AFB has a long history of training pilots for the nation’s defense.

For over 40 years, Laughlin AFB’s primary mission has been to train the Air Force’s newest certified pilots to receive specialized undergraduate pilot training. After pilots complete primary flying training, they proceed to specialized advanced training in one of four flight tracks. Pilots are trained using the T-6A Texan II, T-38C Talon, or T-1A Jayhawk jet trainers in an intensive 52-week Student Undergraduate Pilot Training (SUPT) program. This program combines primary flying training with specific advanced track training. Laughlin AFB also provides specialized jet training for selected pilots using the T-38C in the Introduction to Fighter Fundamentals (IFF) course. This course is designed for pilots who have completed the SUPT program, and fixed-wing qualification training for previously trained helicopter pilots transitioning to fixed-wing aircraft.

Laughlin AFB – Local Importance

Currently, averages of 450 Undergraduate pilots, 150 in specialized training, are trained at Laughlin AFB each year.

Laughlin AFB has a significant economic impact on the City of Del Rio, and Val Verde and Kinney Counties. The base has indirectly created almost 1,000 jobs, and in fiscal year 2007, had a total impact to the community of over \$260 million. The total impact is summarized as follows:

- Total Annual Payroll - \$123,402,608
 - Total Annual Expenditures - \$103,322,682
 - Value of Indirect Jobs - \$36,389,975
-

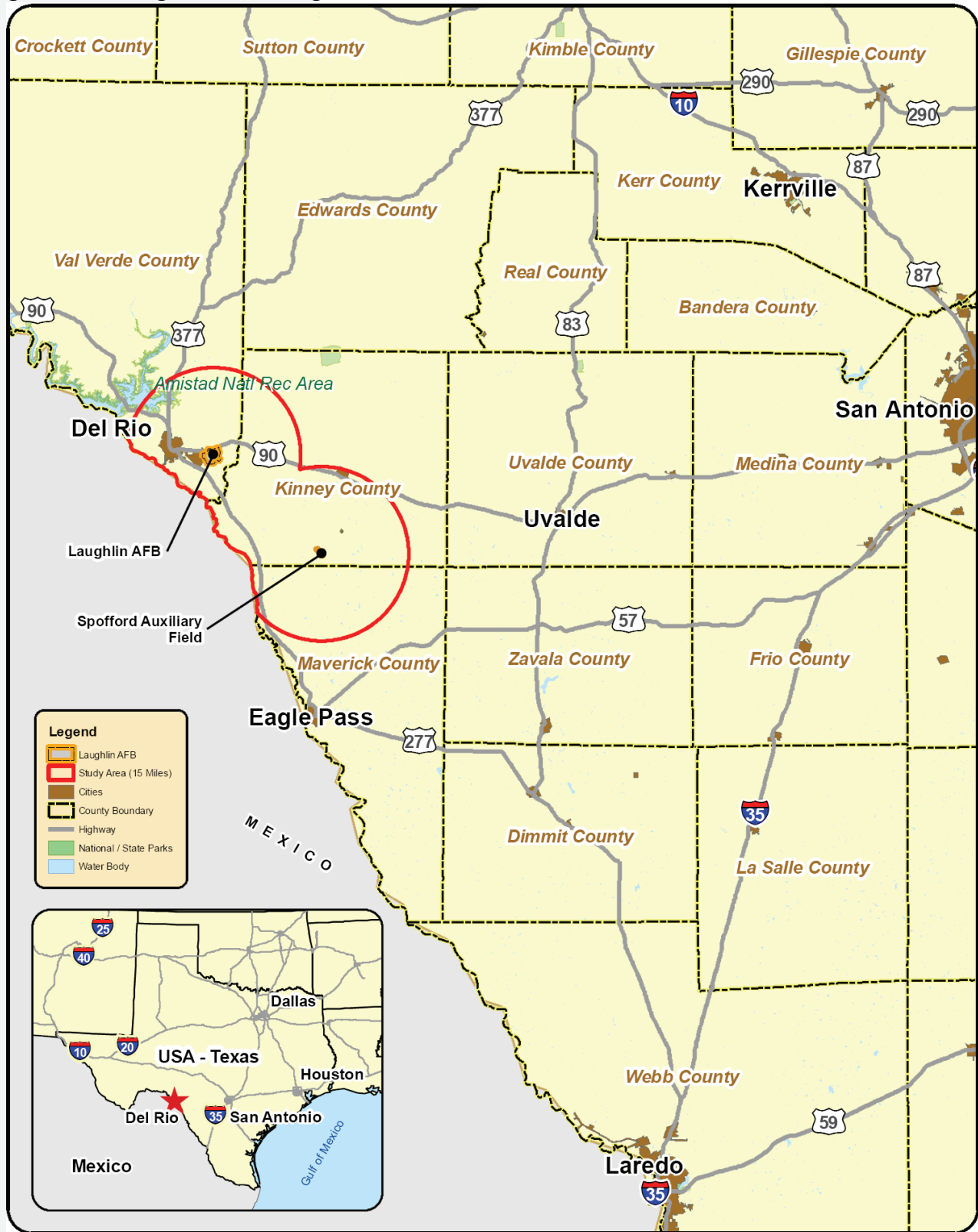
Laughlin AFB and the Community

The presence of the installation goes beyond merely economic impacts. The City of Del Rio and surrounding counties are home to a large number of Air Force military personnel and family members. Local jurisdictions and agencies provide a range of services to these personnel, from public schools and libraries to police and fire protection. The Del Rio Military Affairs Association (MAA) is an entity whose purpose is to maintain good relations between the base and the community. Laughlin AFB also gives back to local communities through the involvement of base personnel in volunteer service to schools, churches, recreational, and other organizations and responding when critical services are needed.

Del Rio and Regional Significance

Located in southwest Texas, the City of Del Rio is 150 miles west of San Antonio and just miles from the US / Mexico border (see Figure 1-1). Easy access to international trade markets and the proximity of US Highway 90 (US 90), a primary trade route connecting Texas and New Mexico with Mexico and Canada, provide increased opportunities for growth and development across southwest Texas. Once planned transportation improvements are completed, such as the US 90 outer loop road, this Ports-to-Plains corridor will see an increase in traffic, particularly freight vehicles, of approximately 12 percent. With improved accessibility of the region and the corresponding growth predicted, local communities will have to reevaluate the provision of services and housing stock needed to accommodate the increased population. In 2000, over 70 percent of homes in Val Verde County were located in the City of Del Rio, and this number is expected to increase as people are attracted to the area and the urban services provided by the City.

Figure 1-1. Regional Setting



Legend

- Laughlin AFB
- Study Area (15 Miles)
- Cities
- County Boundary
- Highway
- National / State Parks
- Water Body



0 20 40 Miles

Matrix Design Group, Inc. Integrated Design Solutions

Regional Setting
Del Rio Joint Land Use Study

1.1 Why Prepare a Joint Land Use Study?

In addition to the many positive interactions between the City of Del Rio, Val Verde and Kinney Counties, and Laughlin AFB, the activities or actions of one entity can also negatively impact another and result in conflicts. As the community develops and expands in response to growth and market demands, land use decisions can push urban development closer to military installations and operational areas. The result can include land use and other compatibility issues, often referred to as encroachment, which can have negative impacts on community safety, economic development, and sustainability of military activities and readiness. This threat to military readiness activities is currently one of the military's greatest concerns.

Collaboration and joint planning between the military and local communities should occur to protect the military mission and the health of the economies and industries in surrounding communities before compatibility becomes an issue. Recognizing the close relationship between installations and adjacent communities, the Department of Defense (DOD) Office of Economic Adjustment (OEA) implemented the Joint Land Use Study (JLUS) program in an effort to mitigate land and air conflicts and build better relationships between all parties. This program endeavors to preserve the sustainability of local communities while protecting current and future operational missions at Laughlin AFB. The balancing of community and military needs and desires provides opportunities for growth in the existing mutually beneficial relationship for all entities.

1.2 What is a Joint Land Use Study?

A Joint Land Use Study (JLUS) is a collaborative study with local community and federal officials, residents, business owners, and the military to identify compatible land uses and growth management guidelines for active military installations. It establishes a mechanism for the base and the community to act as a team to prevent future growth issues. A JLUS is implemented, essentially, to protect the residents' quality of life, the property owners' rights, and the mission of the base. Although primarily funded by the DOD OEA, a JLUS is produced by and for local communities. The primary objectives of the OEA JLUS program are as follows:

Del Rio JLUS Study Area

Community

- Protect the health, safety, and welfare of residents and maintain quality of life
- Manage development in the vicinity of military installations that would interfere with the continued operations of these facilities
- Provide for sustainable growth in an economically, environmentally, and socially sustainable manner
- Maintain the economic vitality of the community

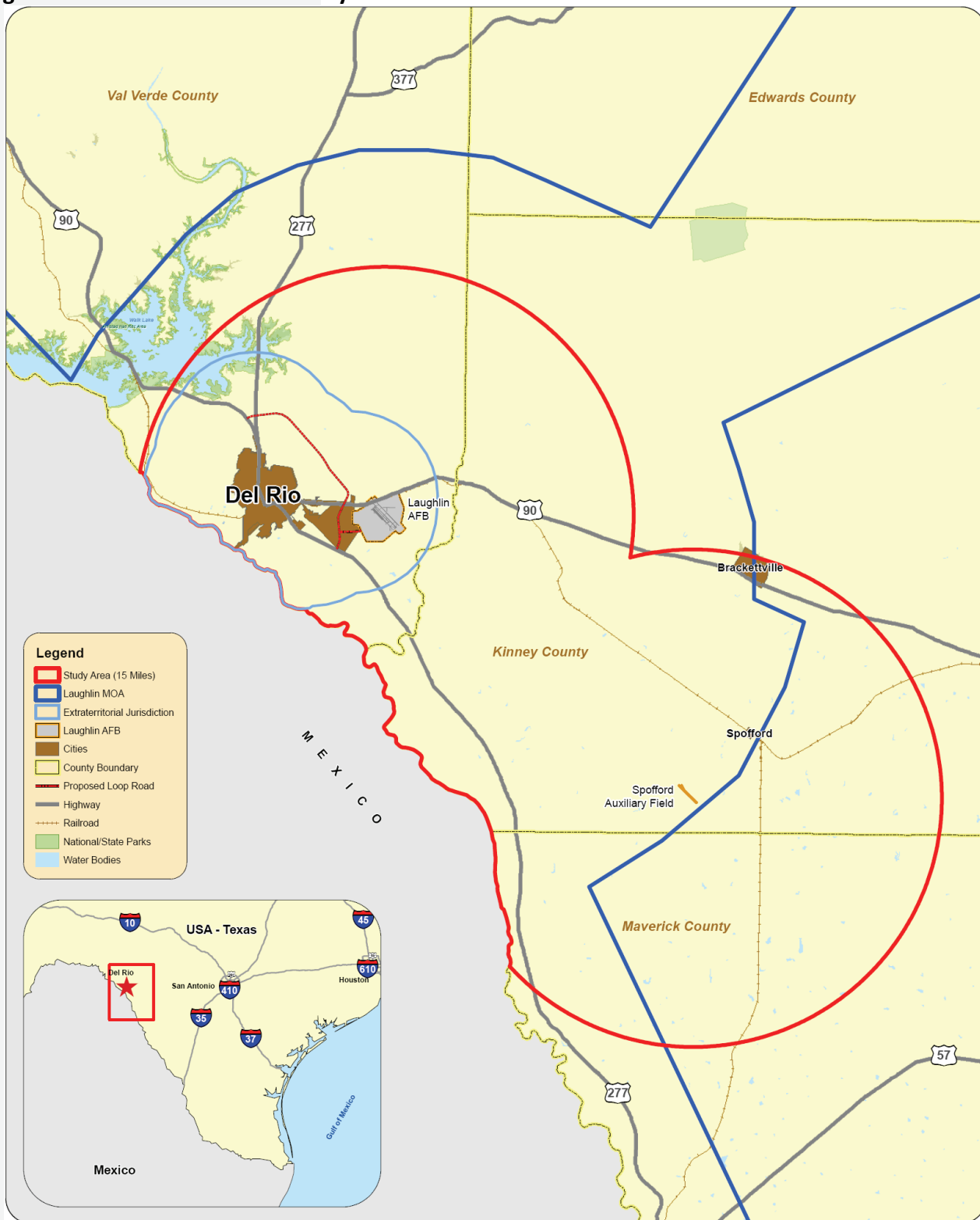
Military

- Promote the health, safety, and welfare of the military and civilian personnel living and working at or near the military installation
- Ensure the ability of the installation to achieve its mission, maintain military readiness, and support national defense objectives
- Preserve the ability of the installation to expand or adapt its mission

The study area for this JLUS is currently defined as a 15-mile oval measured from the centerline of the Laughlin AFB runway (see Figure 1-2). The defined study area contains all of the compatibility issues identified during the JLUS process, including the Laughlin AFB noise contours used to establish project actions listed in Section 5, and the area used for lower altitude overflight from the base. As defined, the study area includes the southern portion of Val Verde County including part of the Amistad National Recreation Area, a portion of west Kinney County, and the City of Del Rio.

In addition to the primary study area centered on Laughlin AFB, a secondary study area was identified for Spofford Auxiliary Field, which is used by Laughlin's pilots. Located approximately 30 miles southeast of Laughlin AFB and four miles south of Spofford, the airfield has one runway with a northwest-southeast orientation. The secondary study area includes the noise contours, clear zones, and accident potential zones as identified in the 2003 Laughlin AFB Air Installation Compatible Use Zone (AICUZ) Study for Spofford Auxiliary Field.

Figure 1-2. Del Rio JLUS Study Area



0 5 10 Miles

Study Area
Del Rio Joint Land Use Study

1.3 JLUS Objectives

The goal of the Del Rio JLUS is to protect the viability of current and future missions at Laughlin AFB while at the same time accommodating growth, sustaining the economic health of the region, and protecting public health and safety. To help meet this goal, three primary guiding principles were identified.

- **Understanding.** Convene community and Laughlin AFB representatives to study the issues in an open forum, taking into consideration both community and military viewpoints and needs. This includes public outreach and input.
- **Collaboration.** Encourage cooperative land use and resource planning between Laughlin AFB, the City of Del Rio, Val Verde County, and Kinney County so that future community growth and development are compatible with the training and operational missions on the base while, at the same time, seeking ways to reduce operational impacts on adjacent lands.
- **Actions.** Provide a set of tools, activities, and procedures from which local jurisdictions, agencies, and the installation can select and then use to implement the recommendations developed during the JLUS process. The actions proposed include both operational measures to mitigate base impacts and local government and agency approaches to reduce impacts on military operations.

1.4 Public Outreach

One of the most critical principles of the JLUS process is to create a community-based plan that builds consensus and obtains buy-in from varied interests, including residents and property owners, local elected officials, business interests, and military representatives. To achieve the outlined JLUS principles and objectives, the Del Rio JLUS process utilized a public outreach program that included a variety of opportunities for interested parties to contribute to the development of the plan.

Stakeholders

Identifying stakeholders is a key component to any planning process. Informing or involving them early in the project is instrumental in the identification of stakeholder 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 the Del Rio JLUS, identified stakeholders included, but were not limited to:

- City and county elected officials, representatives, and staff
- Local, regional, and state planning regulatory and land management agencies
- DOD officials (including OEA representatives) and military installation personnel
- Environmental advocacy organizations
- Nongovernmental organizations (NGOs)
- Public Landowners and other interested persons
- Other special interest groups (including local educational institutions and school districts)

Policy and Technical Committees



The development of the Del Rio JLUS was guided by two committees, the Policy Committee (PC) and the Technical Oversight Committee (TOC). The PC was 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.

The TOC was established to provide technical expertise to the PC and the project team. The TOC consisted of City and County planners, military planners and technical specialists, state agency representatives, and others with technical expertise critical to creating a plan that could be implemented. This committee identified issues to be addressed, provided feedback on report development, and evaluated implementation options for the PC.

Table 1-1 summarizes the participants and responsibilities of the two committees and the JLUS sponsors.

Table 1-1. Committee Participants and Responsibilities

Committee / Roles	Participants	Responsibilities
Sponsors	<ul style="list-style-type: none"> ▪ OEA ▪ City of Del Rio 	<ul style="list-style-type: none"> ▪ Coordination ▪ Accountability ▪ Grant Management ▪ Financial Contribution
Policy Committee	<ul style="list-style-type: none"> ▪ City of Del Rio, Mayor ▪ City of Del Rio, Councilpersons ▪ Kinney County, Sheriff ▪ Val Verde County, Commissioners ▪ State Senate Representative, District 19 ▪ Texas House Representative, District 74 ▪ US House Representative, District 23 ▪ Laughlin AFB Commanding Officer ▪ Del Rio Military Affairs Association 	<ul style="list-style-type: none"> ▪ Policy Direction ▪ Study Oversight ▪ Monitoring ▪ Report Adoption
Technical Oversight Committee	<ul style="list-style-type: none"> ▪ Military Department Leaders ▪ Local Business Representatives ▪ State and Federal Agencies ▪ Subject Matter Experts (Developer, Environmentalist, etc) 	<ul style="list-style-type: none"> ▪ Technical Issues ▪ Alternatives ▪ Report Development ▪ Recommendations

Source: Matrix Design Group, 2007

PC and TOC served as liaisons to their respective stakeholder groups. PC and TOC members were charged with conveying committee activities and information to their organizations or constituencies and, subsequently, relaying their organization's comments and suggestions back to both committees for consideration. PC members were encouraged to set up meetings with their organizations or constituencies to facilitate this input. Meetings were held throughout the process to ensure the JLUS identified and appropriately addressed local issues. Objectives accomplished at each meeting are highlighted as follows:

PC and TOC Meetings

Policy Committee

- **Meeting #1** April 19, 2007
- **Meeting #2** June 14, 2007
- **Meeting #3** September 13, 2007
- **Meeting #4** May 21, 2008
- **Meeting#5** July 2, 2008

Technical Oversight Committee

- **Meeting #1** April 19, 2007
- **Meeting #2** June 13, 2007
- **Meeting #3** August 30, 2007
- **Meeting #4** October 24, 2007
- **Meeting #5** May 21, 2008

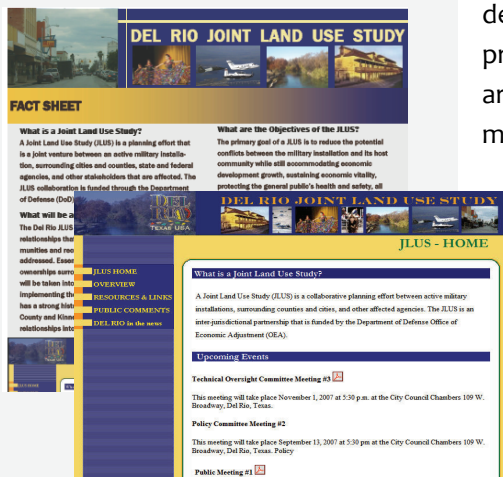
- **Meeting #1** – This meeting was conducted to educate the committee members on military and community activities, as well as encroachment issues / compatibility factors.
- **Meeting #2** – This meeting reintroduced the project to the committees, educated representatives on military and community activities, and identified encroachment issues based on a defined set of compatibility factors.
- **Meeting #3** – This meeting reviewed the identified encroachment issues, prioritized issues, and discussed initial strategies and tools for addressing identified issues.
- **Meeting #4** – This meeting refined the draft strategies and tools developed.
- **Meeting #5** – At this meeting, the committees reviewed the Draft JLUS report.

Public Forums

In addition to the PC and TOC meetings, a series of public forums were held throughout the development of the study. These forums provided an opportunity for the exchange of information with the greater community, assisted in identifying the issues to be addressed in the JLUS, and provided input on the strategies proposed. Each forum included a traditional presentation and oral comment session preceded by an informal, open house. These meetings included facilitated exercises providing a “hands on,” interactive opportunity for stakeholders to participate in the development of the plan.

- **Public Forum #1 August 29, 2007**
This forum introduced the JLUS program and process to the public, defined the project, presented the initial land use analysis, and collected information from the public on encroachment concerns. During this meeting, residents were asked to participate in surveys and discussions used to identify compatibility issues relevant to Laughlin AFB and the surrounding community.
- **Public Forum #2 July 2, 2008**
This forum presented the draft recommendations, strategies and implementation tools. Input will be solicited from the public and reviewed for incorporation into the Final JLUS.

Public Outreach Materials



www.westplanning.com/docs/delrio

At the beginning of the JLUS program, a Fact Sheet was developed describing the JLUS program, objectives, methods for the public to provide input into the process, and the Del Rio JLUS proposed study area. This Fact Sheet was made available at all meetings for all interested members of the public.

In addition to the Fact Sheet, a project website was developed and maintained that provided stakeholders, the public, and media representatives with access to project information. This website was maintained for the entire project to ensure information was easily accessible. Information contained on the website included: program points of contact, schedules, documents, maps, public meeting information, and downloadable comment forms.

1.5 JLUS Implementation

Once completed, it is important to note that this JLUS is not an adopted plan. It is a strategy guide that will be used by local jurisdictions, agencies, and organizations in the study area to guide their future compatibility efforts. For instance, local jurisdictions will use the strategies in this JLUS to guide future general plan and zoning updates, as well as assist in the review of development proposals. Laughlin AFB will use the JLUS to guide their interaction with local jurisdictions on future projects, as well as manage internal planning processes with a compatibility based approach. It is through the future actions of the stakeholders involved that the JLUS strategies will become a reality.

The key to implementation of the strategies presented in this JLUS is the establishment of the JLUS Coordinating Committee that oversees the implementation of the JLUS after it is complete. Through this Committee, local jurisdictions, Laughlin AFB, and other interested parties will be able to work together to establish procedures, recommend or refine specific actions for member agencies, and make adjustments to strategies over time to ensure the JLUS remains relevant to the planning issues of the area.

1.6 JLUS Document Organization

The following is a brief overview of the organization of the Del Rio JLUS, including the contents of each section and materials included in the appendices.

Chapter 1, Introduction. Chapter 1 provides an introduction and context for the Del Rio JLUS. This chapter describes the principles and objectives used to guide development of the JLUS, who was involved in making the JLUS a success, public outreach methods, and the organization of the document.

Chapter 2, Study Area Profile. In developing a JLUS, a good understanding of the installation and local jurisdictions within the study area is necessary. For the Del Rio JLUS, this chapter provides: an overview of Laughlin AFB's history, as well as a description of the primary activity areas on the base; a look at the current mission, facilities, and aircraft located at the base; military family housing assets; the economic impact of the base on the region; and a discussion of future missions. This is followed by an overview of the region's growth potential and a profile of the study area in Val Verde County, Kinney County and the City of Del Rio. This profile includes population, housing, and employment statistics.

Chapter 3, Compatibility. Compatibility, in relationship to military readiness, can be defined as the balance or compromise between community needs and interests and military needs and interests. The goal of compatibility planning is to promote an environment where both entities can coexist successfully. To develop potential solutions, it is critical to understand the nature of existing and potential compatibility issues. This section presents the compatibility issues identified for the Del Rio JLUS. These issues were identified based on input from the PC and TOC, members of the public, existing plans and technical reports, and evaluation by the Project Team. This chapter provides a detailed analysis of land use in the City of Del Rio, Val Verde County and Kinney County, as well as other identified compatibility issues.

Chapter 4, Existing Plans and Programs. This chapter provides an overview of relevant plans, programs, and studies currently used to address compatibility issues in the study area. This includes technical studies, such as the current Laughlin AFB AICUZ Study, local general plans, and zoning ordinances.

Chapter 5, Implementation Plan. The final chapter of the Del Rio JLUS provides a specific course of action that has been developed cooperatively with representatives from local jurisdictions, Laughlin AFB, state and federal agencies, local organizations, and interested individuals and landowners. The recommendations in this section are the result of a collaborative planning process and represent a true consensus plan: a realistic, coordinated approach to compatibility planning developed with the support of the stakeholders involved.

Appendices. The main JLUS document is supported by the following appendices.

- A. Fact Sheet
- B. Compatibility Issues
- C. Land Use Compatibility Guidelines
- D. Sample Avigation Easement
- E. Sample Disclosure Language
- F. Sample Joint Airport Board Zoning Ordinance
- G. Chapter 241, Texas Local Government Code, Municipal and County Zoning Authority Around Airports
- H. Sample Request for Interim Study
- I. HB 1852
- J. FAA Part 77

Please see next page.