

SCOPE OF WORK

The following Scope of Work describes how the RGMP will approach the requirements of the 10 growth task areas. It is important to appreciate that the impacts from the changes and expansion of Cannon AFB will occur in a region already experiencing the normal impacts of additional growth and contraction from other economic activities in the region. Thus, the RGMP will include those non-DoD related implications and their relevance to impacts that will occur from Cannon AFB growth in its analysis. To do otherwise would provide an unrealistic and partial assessment of what will be needed to effectively plan for and manage the expected growth.

Public Outreach

Understanding of Requirement

The success of implementing the RGMP for the community is contingent upon the success of public participation. Formal and informal public outreach efforts will be integrated throughout the identified task areas. Our Team understands that the nature of the AFSOC operation will introduce additional challenges to providing the right kind of community support, and close and frequent communication with the installation and the surrounding communities is essential in meeting these challenges.

Other Considerations

A local community member will be available to participate in community activities, ensuring interested stakeholders and residents can easily learn about the RGMP process. The community member will serve as a recognizable and easily accessible information conduit. The local representative will also help coordinate meetings, interviews, and data requests.

Deliverables

- Propose at least three “Full Team” meetings between the LGMO and community members designated by the LGMO. The meetings will be held at locations recommended by the LGMO and include an initial Kick Off Meeting, an In-Progress Review, and a Final Review session. Initial planning for other Team meetings and schedules can be found in the *Project Schedule* and following the responses to each of the tasks. These are the Team’s best, good faith estimates at this phase; however, the dynamic nature of the project and many yet-to-be identified requirements will ensure the initial schedules will change once the effort begins and detailed data collection starts.
- A website will be developed with links to distribute information and serve as a central location to find information on the task areas being analyzed. This public information website will be able to link to key organizations in the community, such as; Cannon AFB Public Affairs, AFSOC, Cities of Clovis & Portales, Chambers of Commerce, Clovis Industrial Development Corporation (CIDC), etc. The website will have the capability to post documents in Acrobat Adobe PDF © format.
- Presentation materials will be provided that can be used by individuals and organizations designated by the LGMO.

- The Team will make recommendations about the kinds of information most desired by incoming personnel and prepare them for the community to use in proactively welcoming them and their families to the Clovis/Portales region.

Physical Conditions

Land Use

Understanding of Requirement

The FEIS discusses land use in Section 3.8 and indicates what has been widely argued as a major point for keeping Cannon AFB open – there being virtually no encroachment to the west, east or south of the base because of the agricultural land use contiguous to the base, and only sparsely populated commercial and residential development along the highway leading into Clovis. This section of the FEIS also includes a noise contour chart for the immediate area of the base. These contours are important to land use planners in that noise consideration is a major component of any land use plan, particularly when associated with an aviation facility, and noise contours above certain thresholds are considered incompatible with certain land uses.

The FEIS also notes that since completion of the recent Air Installation Compatible Use Zone (AICUZ) Study of the base, Curry County has been purchasing restrictive easements for property within runway Accident Potential Zones (APZ) – the most sensitive areas for land use consideration around an Air Force Base.

In discussing potential Mitigation and Management Measures relative to land use and transportation issues, the FEIS indicates the Air Force will work with the communities to do the following, all areas of potential cooperation and coordination for the Keystone Team:

- Provide information on potential AFSOC personnel and growth to support regional planning and transportation: Re (Section 3.9.3)
- Schedule training on lakes to reduce, to the extent possible, potential impacts on recreational and residential locations bordering the lakes, especially during holidays or other high use periods: M (Section 5.2.3.1)
- Apply LZ/DZ criteria to be consistent with rural land uses to the extent possible: A (Section 2.3.4)
- Construct Cannon AFB facilities consistent with long-term base planning goals: Re (Section 2.1.3)
- Locate Melrose new live-fire targets to minimize, to the extent possible, changes to land use in the area: Re (Section 2.2)
- Coordinate scheduling of AFSOC water training exercises with agencies to reduce surprise effects on property owners and recreationalists: M(Section 2.3.4)

Though Curry County does not yet have a comprehensive land use plan, the FEIS indicates the Air Force is working with the City of Clovis to develop one.

Other Considerations

Key advantages of Eastern New Mexico for the new AFSOC missions include unimpeded air space and lack of encroachment issues around Cannon AFB. Maintaining these conditions is essential to the future viability – and potential further increases – in the installation’s military mission. It would be the

intent of the Keystone Team to work closely with the Air Force, counties, and communities most directly impacting the base to ensure that the comprehensive land use plan continues to protect the base from encroachment into the foreseeable future, and that impacts from noise generated by the new AFSOC mission aircraft are adequately considered in future land use decisions. Important opportunities include:

- Continue the momentum generated by the “*Draft Project Plan - Land Acquisition and Gifting to the Air Force for Cannon Air Force Base and Melrose Range*” that documents these efforts of the past years.
- Build upon the State of New Mexico pledge of \$5 million to support needed acquisition(s) in support of the Cannon AFB Mission.
- Identify funding sources for land acquisition including those offered through the “Range Environmental Protection Initiative” (REPI) and other Federal programs.
- Improve regional cooperation and coordination of growth and developmental policies and practices over nearby land that may encroach on airspace.

Deliverables and Timeline

It is estimated that two (2) months will be needed to:

- Create an integrated database for the relevant jurisdictions that identifies existing plans and policies, missing policies, and planning and design standards.
- Assess programs to acquire open space buffers around Cannon AFB and Melrose Range and make recommendations for implementation of these or other programs.
- Analyze various funding sources to acquire public and private land around the installation.
- Work with the LGMO to establish goals and guidelines for development that support smart growth principles.
- Determine incompatible uses of land, air, water, and other resources near the installation that could interfere with operations or mission requirements.
- Identify areas best suited to accommodate growth based on those goals and guidelines.
- Identify areas that should be protected from incompatible development.
- Identify actions that may be needed if development occurs in less desirable areas.
- Identify needed improvements in current government structures responsible for implementing planning and zoning within the communities.
- Identify methods for improved regional cooperation and coordination of growth and development policies and practices in the region.
- Create maps of the study area and region that illustrate growth patterns, key development issues, encroachment issues, and potential land acquisitions around the base and Melrose Range.
- Prepare technical memorandum that summarizes the result of the land use data collection.
- Conduct and summarize related stakeholder interviews.
- Develop appropriate planning maps for consideration.

Public Utilities & Infrastructure

Understanding of Requirement

Future growth at Cannon AFB may impact existing and future infrastructure plans. The local communities need a comprehensive assessment of current and projected utility needs compared to current and planned utility capacities. There are several different sources of the various utilities including both public and private utilities providing water, sewer, solid waste, telephone, electric, gas, cable, and internet access services.

The FEIS surveyed existing needs and capacities of the Portales and Clovis water supply and storage capabilities, but it did not assess the impacts of growth in those two communities or assess limitations on the line capacities of the distribution and collection systems for water and wastewater respectively. The FEIS identified the current Cannon AFB water and wastewater needs and capacities.

The Comprehensive Plan for Portales identifies the need for increased water storage. The plan also identifies a need for further study of fire hydrants and wastewater treatment facilities. Both Clovis and Portales Comprehensive Plans indicate that Ute Lake is a long range source of water, but in the interim wells must be added regularly to accommodate increased demands and to offset declining water levels in the Ogallala Aquifer. The Curry County Comprehensive Plan recognizes that uncontrolled wells near the City limits have a potential to impact nearby City wells. The Clovis wastewater treatment plant is old, but has excess capacity. Growth on the west side of Clovis will require improvements to the wastewater collection lines.

Other Considerations

There are several programs available that may be of assistance to the community to fund and maintain infrastructure related to support the military mission(s) inside the fence line or their impacts on the communities that host them. Examples include:

- Department of Commerce Economic Development Authority (EDA) Grants – the community may be eligible for special infrastructure grants related to impacts from the military mission on the community.
- “Air Force Utilities Privatization Initiative (UPI)” is a program that could offer an opportunity for nearby municipalities to participate in providing utility and other public services to Cannon AFB.
- “Municipal Services Provision” is a relatively new authority proven in community hosting Army activities that may become available to up to three (3) Air Force community-installation partnerships. The expanded authority is being considered as part of the Fiscal Year 2008 National Defense Authorization Act and would allow communities to provide municipal services to an installation partner, thereby reducing Air Force costs or increasing the level of service. This authority is a powerful tool that can be used by installations and communities to enhance cost- and operational-efficiencies and move the associated installation toward DoD’s goals for military installations in the future.
- In 2006, the State of New Mexico amended its \$5 million pledge to help preserve the Cannon AFB military mission by acquiring land to enable its use to acquire water rights, if deemed to be a more pressing requirement.

Deliverables and Timeline

Depending on the location of the housing for AFSOC personnel the three, local systems will need to plan for and accommodate the increased need for water services. Assessment of utility capacities and needs will include: collection of facility master plans, conversations with community leaders/utility managers, and examination of existing systems. These assessments will be used to determine present capabilities/limitations and identify improvements needed to meet projected growth. Special attention will be focused on inexpensive modifications that will quickly increase capacity. Order of magnitude cost estimates will be developed. A list of potential funding sources, including the \$5 million offered by the State of New Mexico, will be prepared showing not just the name of sources but also key contacts and an assessment of funding probability, amount, and purpose/limitation. A special section will be devoted to water supply, which will include a review of earlier and on-going projects. A discussion of actions needed to develop a sustainable supply into the future will address existing and new sources, conservation, and reuse.

Assessment of privately owned utilities will follow a similar path of data collection for the utility operators. Discussions will focus on the ability to respond to increased demand. Particular attention will be given to areas where joint activities with governmental entities can enhance service provision.

A team of experts available for anything that might arise, whether they are environmental scientists, planners, surveyors, GIS, CADD, engineers, technicians, or construction managers. Work will be done primarily in-house, but if needed, URS has over 29,000 employees worldwide as a reliable, additional resource pool.

Deliverables:

- Technical memorandum that summarize the result of the public utilities/infrastructure data collection and analysis.
- Summary of related stakeholder interviews.

Transportation

Understanding of Requirement

The growth of the Clovis/Portales regions and Cannon AFB will result in a growing demand for additional regional transportation infrastructure. It is an important responsibility of local government to plan, fund and construct transportation infrastructure so that it is in place when the impacts of growth develop.

According to the FEIS, traffic volumes on routes surrounding Cannon AFB are currently low and the existing roadway network level of service is high. According to the FEIS, the Level of Service (LOS) on State Route 60 (which is currently at an "A" LOS – the most desirable) would degrade to a "B" LOS by 2015. For State Route 467, the current "B" LOS would be maintained. While "A" and "B" levels of service are acceptable for these types of highways, it is possible that existing roadways on-base will have to be widened or upgraded.

Based on the FEIS, only one major transportation improvement in the vicinity of Cannon AFB has been identified – this is a railroad overpass on State Route 467; scheduled for completion during 2007. This overpass will help facilitate movement through the Portales Gate. However, a broad view of transportation is required for this project, which includes looking at specific network conditions (including the installation gates during the morning, noon and evening rush hours), review of capital

improvements plans for the short, medium and long term, funding strategies and the potential for regional cooperation to provide these improvements.

Other Considerations

In addition to the road network and intersections, bordering and surrounding Cannon AFB, there are several other transportation issues that should be investigated - public surface transportation and commercial air service. Currently, public transportation (bus) service between Cannon AFB and the Cities of Clovis and Portales is poor. In the future, as the base grows, there may be an opportunity for expanding this service, which would improve quality of life for military personnel and enhance commercial and economic activity in the surrounding community because it would make it more convenient and less expensive to travel between the base and surrounding communities using some form of public transportation rather than single occupancy vehicles (cars).

Clovis Municipal Airport has limited scheduled air service (even following improvements by Frontier Air Lines) and driving times to better-served airports are from 2 to 4 hours. The fact that Cannon AFB will become more closely related operationally to its new major command's headquarters than has previously been the case, and the demand for commercial service should increase, there may be increased rationale and incentives for improvements in air service to-and-from Clovis Municipal Airport. Improvements in aviation services would also benefit the community, as well as the entire eastern New Mexico region and promote broad-based economic development.

Regional cooperation is essential to plan and implement a successful regional transportation improvement program (TIP). A comprehensive approach will be taken to the programming of transportation projects to include the Cities of Clovis and Portales, Curry and Roosevelt Counties, Cannon AFB and the State of New Mexico to ensure well-planned projects with strategies for cost sharing and potential for State, Federal or other funding.

Key tasks:

It is estimated that two (2) months will be needed to:

- Coordinate with Air Force officials to identify and address any concerns that may result from increased traffic at gate entrances to the base.
- Identify area traffic circulation impacts resulting from the change in mission and growth at Cannon AFB.
- Assess current and future street, highway and arterial road needs in the communities and develop prioritized steps needed to improve any adverse conditions.
- Identify new transportation tools/systems/approaches to address the impacts.
- Assess changes in civil air service that may result from growth at Cannon AFB.
- Identify regional transportation projects (including priorities and projects for the next several years), as well as potential sources of funds to support these requirements.

Deliverables:

- Technical memorandum that summarizes the result of the transportation data collection
- Summary of related stakeholder interviews

Housing

Understanding of Requirement

The Air Force Military Housing Privatization Initiative (MHPI) seeks to provide military families access to safe, quality, affordable, and well-maintained housing in a community where they choose to live. Even considering the currently programmed MHPI for Cannon AFB, the communities of eastern New Mexico will be challenged to adequately house additional personnel associated with increased growth at the installation. Planning for housing growth is critical to the effectiveness of the Cannon AFB mission transition and the overall quality of life for military personnel, workers in the community, and the residents of Clovis and Portales.

In the FEIS, the overall anticipated increase in personnel assigned to Cannon AFB would be expected to require 1,213 housing units. In addition, the relocation of secondary workers and their families to the region would generate demand for 3,967 housing units, bringing the total increase in long-term housing demand to 5,180 units. The quality and exact number of existing vacant housing units in Curry and Roosevelt Counties is unknown. However, the FEIS assumes that only 50 percent of the approximately 3,200 vacant units as of 2005 are available for lease or purchase and are of suitable condition for occupancy. If the forecast is correct, it is estimated that 1,600 housing units would be available, resulting in a potential shortfall of 3,580 housing units.

Cannon AFB has entered into a housing privatization effort that could result in the demolition and replacement of 1,248 homes. Economic impacts associated with this effort could add as much as \$50 million per year for two (2) years in FY 2010 and FY 2011 to the region from the housing effort alone. As a result, there will likely be increased demand for temporary, short-term and extended stay housing in the short term. Additionally, the FEIS projects approximately \$965 million in military construction (MILCON) projects for Cannon AFB occurring over the approximately six (6) year period that will potentially generate an additional requirement for temporary housing for construction workers that will be needed to supplement the Curry and Roosevelt Counties and Eastern New Mexico industry capacity.

Other Considerations

There are a number of successful Air Force Center for Engineering and Environment (AFCEE, formerly Air Force Center for Environmental Excellence) projects in New Mexico and the region that promote a sense of community and offer unique plans for military housing. Recognizing market trends and working in partnership with the community and Cannon AFB, development can take place in a public/private relationship for the privatization of housing units. There are also housing rehabilitation programs statewide that may be resources for the privatization effort. The New Mexico Mortgage Finance Authority is just one example.

The types of housing products to be made available to military personnel will depend on the demographics of the incoming population, their corresponding needs, and the level of basic allowance for housing (BAH) allotments to military personnel. In addition, the community's non-DoD population growth; land use priorities, availability, and restrictions; and existing housing stock and market must be taken into consideration to obtain a full picture of the future need. The project team has expertise in these areas, as well as an in-depth knowledge of the challenges of the short-term rental and extended stay markets. For example, SWPM recently examined the impacts of the Los Alamos National Laboratory's workforce reduction on the short-term rental market.

The military has also recently embarked on an Unaccompanied Housing Privatization program modeled on the Family Housing Privatization effort. If implemented at Cannon AFB, this could result in a more rapid construction of new barracks housing for unaccompanied military personnel.

The EUL program might also have a role in constructing new facilities at Cannon AFB, which could include recreation, retail offices, temporary lodging, or other facilities needed at the base.

Deliverables and Timeline

Safe, affordable, quality, and well-maintained housing is critical to the quality of life and economic viability of the Clovis and Portales region. As a result of the Keystone Team's approach to satisfying the Growth planning, "no stone will be unturned" in the examination of all variables currently affecting the region's ability to provide sustainable, well priced, and attractive housing. Recommendations and timelines will provide a well-researched analysis and road map for success in the housing effort. Findings of existing conditions, status reports, initial conclusions, and/or final recommendations will be presented to the LGMO, Cannon AFB, and through the Public Outreach effort as requested by the Team leadership.

Key tasks:

- Collect and compile all secondary housing and demographic data for Clovis, Curry County, Portales, Roosevelt County, the eastern New Mexico region, and nearby western Texas.
- Collect all current existing conditions regarding the housing and real estate markets for same areas (location, supply, condition and occupancy).
- Tour the existing housing supply in Clovis and Portales.
- Assess the condition and adequacy of supply of short term rental and extended stay housing.
- Coordinate with data regarding land use planning.
- Meet and interview knowledgeable professionals such as public officials, developers and realtors.
- Meet with key Cannon AFB representatives to determine demographics of incoming personnel, families, renovation concerns, new construction plans, and leasing.

Deliverables:

- Analysis of all data, impacts, and concerns.
- Development of conclusions and recommendations for additional Defense and non-Defense housing support.

Community and Social Services

Health & Social Services (Medical, Mental Health)

Understanding of Requirement

A variety of health care and social service providers serve the needs of the Curry and Roosevelt County populations including Cannon AFB personnel and their families. These providers can be categorized along a number of different dimensions, including Service Type (primary care, acute care, long term care, etc.), Clinical Service Line (medical/surgical specialties, women's health, mental health/behavioral, etc.), Provider Type (physicians, nurses, mid-level practitioners, behavioral health practitioners, etc.), and Health Care Setting (acute care hospital, physician's office, urgent care clinics, military medical care clinics, nursing homes, etc.)

The key point of the foregoing is that differential demands are made on these health care and social service resources based on the health status and demographics of the population and its access to health care (especially financial access).

Other Considerations

Projected growth and changes in population characteristics have a potentially profound effect on demand for health care and social services and the ability of the current health care and social services system to accommodate that demand. This is particularly true for Curry and Roosevelt County health care providers that in addition to providing care for the residents of these counties provide some types of care for a much broader service area. For example, Plains Regional Medical Center provides much of the hospital care for residents of De Baca and Quay Counties in New Mexico and to residents of Bailey and Parmer Counties in west Texas. Conversely, residents of Curry and Roosevelt Counties (including Cannon AFB) personnel must travel significant distances (usually to Lubbock and Amarillo, Texas) for some health services that are currently unavailable in the immediate, local area.

Since a significant part of the regional population growth will be driven by active duty military members and their families, we will ensure the implications of – and for – the military’s healthcare system supporting Cannon AFB – the Tri-Service Managed Care (TRICARE) – program are fully considered. Both the regional characteristics and special programs available to military members and their families must be taken into account in developing a complete analysis of supply of, and demand for, health services in the service area

Deliverables and Timeline

In order to determine the need for health care and social services, we propose an analytical process which assesses both the projected supply and demand for services in all of the clinical service areas mentioned earlier as follows:

Step 1: Inventory Existing Health Care and Social Services

We propose to conduct an inventory of health care services in the Curry and Roosevelt county areas. This inventory will include:

- Current full time equivalent health care providers
- Acute care services by clinical service line rendered to the service area population
- Mental/behavioral health care resource capacity
- Availability of nurse and allied healthcare personnel
- Health care and social service resources capacity at Cannon AFB
- Health care and social service resources serving specific population groups
- Preventive care and wellness resources
- Long term care capacity

We propose to prepare a quantified inventory of these resources using the most appropriate resource measure.

Deliverable: A comprehensive assessment of current health care and social service capacity using the most appropriate measure of supply. It is estimated completion will require three (3) weeks (15 working days).

Step 2: Projecting the Supply of Health Care and Social Service Resources.

We propose to use the results of Step 1 as a baseline to project available health care and social service resources through the year 2015 to determine how the health care and social service industries plan to meet future demand by:

- Reviewing all available data and studies (existing planning documents and studies, etc.)
- Supplementing available data with interviews with health and social service providers

The Step 2 assessment will include:

- Estimates of retirement, recruitment, and retention of health care personnel through the year 2015
- Estimates of increases or decreases in inpatient bed capacity at acute care and long term care facilities through 2015
- Estimates of the availability of new graduates in the field of critical health manpower through 2015
- Projected increase/decrease of emergency medical service capacity through 2015
- Projections of Cannon AFB medical service capacities through 2015
- Projections of mental health care resource capacity through 2015
- Projected capacity of all other services listed under Step 1

Deliverable: A quantified projection of the availability of health care and social service resources to residents of Curry and Roosevelt counties and surrounding areas through 2015. It is estimated Step 2 will require six (6) weeks (30 working days) to complete.

Step 3: Demand for Health Care and Social Services.

We propose to project the demand for health care and social services in Curry and Roosevelt counties and surrounding areas, specifically taking into account the impact of expected growth at Cannon AFB as well as growth in the community at large. In order to develop these projections, we will take into account the following key factors:

- The health status of the population in the service area

We will review all currently available indicators of health status from local, state and federal data sources. For example, we will review the New Mexico Department of Health's latest health status indicator reports, its County Health Profiles, and Center for Disease Control studies. Key indicators will include low birth weight rates, cancer rates, incidence of high prevalence diseases such as heart disease and diabetes, and many others.

- The impact of projected demographics on demand for health care and social services

Population demographics have a significant impact on the demand for specific kinds of health care and social services. For example, persons over 65 use over three (3) times the number of hospital-based services as younger age groups. The number of women in the childbearing age cohort of 15-44 will of course impact the number of births. Physician visits vary significantly by age and gender. This relationship holds true for most health care services. Therefore, it is imperative that we determine how the population will grow and how the age/gender distribution will change over time. Of

course, an important aspect of these changes will be the impact of the growth of Cannon AFB personnel, their families, and the expected influx of DoD and civilian contractors.

- The impact of financial access on demand for health care

Demand for health care services also varies by the financial resources available to the population. Many health care services are dependent upon insurance coverage. Financial coverage for health care services is typically a moving target and dependent at least in part on changes in the local economy, the growth in cost of insurance, and national health policy. Typically, well-covered population groups such as military personnel will increase demand for health care services relative to the rest of the population.

We will take the foregoing and other relevant factors into account in order to project the number of service area residents who will be covered by government programs (such as TRICARE), Medicare, Medicaid, commercial insurance, and those who will be uninsured.

Deliverable: Projected, quantified impact of health status, population demographics, and financial coverage on demand for health care and social services. This is estimated to require four (4) weeks (20 working days).

Step 4: Identify Service Needs, Resource Requirements, and Recommended Strategies to Meet Demand.

We propose to compare projected demand for health care and social services with projected supply (capacity) of those services as follows:

- Develop a service-specific matrix to identify the level of coverage for expected demand in each clinical area and/or provider service and to quantify the under or over-supply. We will perform the same type of analysis for all other service categories listed earlier.
- Identify and recommend specific strategies and potential funding sources to develop the additional needed health care and social service resources, including governmental grant funds, suggested fund raising strategies, use of regional health care resources, greater use of technology, and increasing efficiencies in the existing provider base to accommodate projected demand for services.
- Collaborate with key stakeholders at Cannon AFB, elected officials, the health care and social service industries, area planning groups, and the community at large to develop a community wide implementation plan.

We envision an ongoing community-wide effort that engages all the key stakeholders to develop needed services as part of an overall implementation process for all services addressed in this proposal. We envision a series of discussions and negotiations that define responsibilities and generate commitments to specific actions to assure availability of services. The basis for this implementation effort will be the data and conclusions of this report.

Deliverable: Projected, quantified identification of service gaps that need to be addressed to meet demand for health care services through 2015 and the identification of funding sources and other recommended strategies. We will also generate commitments from key community stakeholders through a community-wide effort to implement the recommendations. This is estimated to require eight (8) weeks (40 working days) to complete.

Public Safety & Emergency Services

Understanding of Requirement

As the population of eastern New Mexico increases – either from growth of Cannon AFB or for other reasons – there will be a corresponding demand on community services such as police, fire, emergency, and medical services. The City of Clovis currently provides emergency medical service to Cannon AFB. The Keystone Team will work with the various law enforcement, fire, emergency and medical service agencies to determine a plan for future need in the area based on population increases, with emphasis on those derived from installation growth, and make recommendations to the community, including recommendations for potential funding sources.

The RGMP will also take into account the FEIS recommendation for the preferred “Two Target Alternative at Melrose Range.” Should this recommendation be implemented the RGMP will incorporate the considerations of Cannon AFB and surrounding communities to educate and prepare for this new approach to weapons’ training. Fully aware of the fire that approached Floyd, New Mexico, in 2005, although such occurrences are rare, the possibility of a range-induced fire is a significant and valid concern of local residents. Therefore, the RGMP will carefully consider implications from both anticipated and potential consequences of growth in its recommendations to the community.

Recognizing assessment of public safety and emergency services present unique challenges, the RGMP will address, but not be solely limited to, the following general issues and issue areas in

Tables 1 & 2:

Table 1: Region & Staffing

Regional issues	Staffing/Apparatus/Resources
Mutual and automatic aid agreements	Cannon AFB and City Assets Coordination
Regionalized response coordination including CAD	Current versus projected staffing/resources
Dispatch and regional dispatch/communications systems	Current versus projected call volume
Regional public safety collaboration/committees	Current versus projected fire service area (FSA)
E-911 impacts	Current versus projected response times
Communications interoperability	Current versus projected EMS scope of practice

The Team will also specifically analyze implications in the following areas:

Table 2: Fire & Emergency Management

Fire Protection/Prevention	Emergency Management
Code enforcement issues (development review, inspections, code application)	Current versus projected resources/programs
Fire protection (infrastructure, expansion, maintenance, ordinances, authority)	Emergency planning/preparedness impacts and viability of Local Emergency Planning Committee
ISO fire protection ratings (Clovis has one of the highest and that will be important to maintain)	Counter-terrorism planning/security
Coordination/compatibility with land use codes	Federal & state preparedness requirements/issues

The RGMP will incorporate possible gains/impacts due to DoD requirements/programs (Guardian, National Incident Management System [NIMS/AFIMS]) and work through public meetings, inputs & partnerships.

Public Safety is a component of Health and Social Services functional area and integration with the tasks of the Health component of the Plan is critical. Given these considerations and the expected amount of growth to the region, it is anticipated that there will likely be a significant financial impact. As a result, the RGMP will identify possible revenue/funding resources, such as grants, DoD support, mill levy, bonds, and state revenues. This will also include a careful analysis of potential cost-savings that can be derived from regionalization and/or service(s) consolidation(s).

Deliverables

- A written assessment of the ability of the various law enforcement, fire and emergency medical service agencies to meet the anticipated growth. This will include identification of current and future deficiencies, recommended improvements required and necessary steps needed to implement the improvements.
- Written recommendations for regional coordination of services among jurisdictions and providers in the region.
- Written report addressing the adequacy of current infrastructure (water availability and pressure, roads, etc.)

Education

Understanding of Requirement

Anticipated growth at Cannon AFB will present a challenge in planning for the provision of, and funding for, suitable public school facilities, teachers and staff support within the Clovis and Portales school districts.

How to respond to changes in the distribution of students within the districts, plan for growth, make the best use of buildings, evaluate capacity and additional facility and staffing needs and equitably distribute funding to individual schools must be taken into consideration in light of the impact of approximately 2,253 additional students forecasted in the FEIS.

Other Considerations

Although the Clovis and Portales districts will share some common issues and concerns, the configurations of individual schools in each district are different. Therefore, while planning in each district must accommodate the regional impacts, it is imperative the planning be sensitive to individual community needs, desires, and personalities, as well.

The national *No-Child-Left-Behind Program* has presented challenges to the state's public education system, and the Clovis/Portales districts have experienced their share of related challenges. The constraints of the program have limited many schools in their ability to successfully achieve Adequate Yearly Progress (AYP). These challenges may need to be addressed in the evaluation of equitable distribution as it relates to funding and student demographics. Based on the significance of nearly any

issue related to education, an issue of this importance makes it imperative that the public be made aware of its background and the potential implications for education in the community.

Education is highly valued by today's military and civilian families, and planning is essential to ensure equity and excellence for every student in the Clovis and Portales districts.

Key tasks:

Work with school districts to coordinate data collection and information distribution to include:

- District boundaries and demographics
- Forecasted population growth of region and districts
- Age distributions
- Average household size
- District migration and birth rates
- Population growth projections (regional + anticipated Cannon AFB personnel)
- School capacity
- Classroom needs
- Utilization
- Facility data (portables)
- Enrollment history and projections
- Factors impacting enrollment (transfers, private schools, home schooling)
- Dropout rates
- Student demographics and special needs distributions
- Identify special needs of incoming students
- Analysis of staffing and ability to hire regular staff and specialists in the areas of special education and bilingual instruction
- Identify funding needs (including State funding policies and related issues) and sources
- Develop strategies to alleviate funding shortages for school safety, security and emergency planning
- District after-school and summer programs
- Capacity of private day care programs

Key Deliverables:

- Identification of Defense and non-Defense impacts to the school systems and capacity of area schools to accommodate overall growth.
- Identify opportunities and challenges.
- Recommendations including District partnerships.

Fiscal and Economic Impact

Economic Impacts & Employment Opportunities

Understanding of Requirements

To support the RGMP, the use of data in the FEIS as a baseline for economic analysis and modeling while remaining abreast of the evolving Air Force plans to transition and renovate the installation.

Other Considerations

In its “Comprehensive Economic Development Strategy,” the Eastern Plains Council of Governments notes that the communities of Eastern New Mexico viewed the 2005 BRAC recommendation as both an obstacle and an opportunity. According to the report, the opportunities included enhanced efforts by communities “to develop alternative strategies for future economic development” (pg. 81). The strategy for addressing this section of the RGMP mirrors these sentiments. One proposed approach is to work regionally through the communities of Clovis and Portales to identify opportunities for economic development and to promote strategies for improving the area’s quality of life. The proposed approach intends to identify, model, and analyze potential impacts of the transition at Cannon AFB while examining alternative strategies for positive growth, job creation, and training.

Services & Deliverables

- Evaluate of the fiscal impact the region can expect because of the change in mission and mission transition at Cannon AFB.
- Model and analyze potential impacts on jobs, salaries, industries, and services at the local and regional levels from changes in personnel, contracting, and construction at Cannon AFB.

The foregoing is essential as changes are anticipated in the number of personnel assigned to the base and the salary structure of these personnel; the number of private contractors and their associated salary and wage structure; and federally authorized support staff and their salaries and wages. In addition, the Air Force has announced its intention to invest in new construction at Cannon AFB and proposes changes in the existing contractor schedule.

In addition to the certain impacts on the local and regional economies, there is also a significant, potential uncertainty. This is the potential for a temporary “bathtub” effect – or loss in revenues – prior to the arrival of the full complement of AFSOC forces. Consequently, this evaluation may require a “staged” impact, showing the potential impacts according to a monthly or quarterly schedule for drawdown and later recovery.

Deliverable: A written analysis of economic impacts from changes in mission, personnel and spending at Cannon AFB. The analysis is likely to include a staged analysis showing both losses and gains over time.

- Determine if current practices are sufficient to ensure the long-term financial stability and sustainability of the local governmental units and provide recommendations to ensure financial stability.

The RGMP will determine if the changes at Cannon AFB, government policies and community practices are adequate to ensure long-term fiscal stability for the region, its communities, and local governmental units. If the analysis shows that installation changes, combined with government policies and community practices, are found lacking or result in reduced revenues, the RGMP will provide recommendations to minimize the impact and consult with local and regional officials to identify long-term remedies.

Deliverable: A written assessment of the adequacy of fiscal impacts, policies, and practices to sustain the region's fiscal stability, including long-term support for local governmental units. If threats are identified to fiscal stability, the assessment will provide recommendations for recovery.

- Identify opportunities to expand economic opportunities.

The RGMP proposes to identify opportunities for expansion of economic development and to address this task within a regional framework, assessing specific sector options for investment and job creation.

Deliverable: A written report describing opportunities for regional economic growth with opportunities identified by industrial sector or service area. The report will include how such growth might be initiated by investment through the private sector or supported through government programs or incentives.

- Recommend strategies and projects that promote economic development and job creation.

This task builds on an earlier task by narrowing the focus of recommendations to the local level, providing detailed analysis and specific recommendations on strategies and specific projects that hold the potential to expand and invite investment and create new jobs. The Team proposes to satisfy this task by providing recommendations focused on the local level, but also suggesting potential opportunities to obtain state and/or federal incentives.

Deliverable: A written report accompanied by community outreach that describes specific opportunities for regional economic growth and job creation at the local level. This task will be accompanied by local outreach efforts to encourage participation by community leaders and development organizations and discuss the potential for investment.

- Coordinate with Cannon AFB, the Clovis Industrial Development Corporation (CIDC), the Roosevelt County Community Development Corporation, Eastern New Mexico University, the Eastern Plains Council of Governments, Clovis Community College, and state and local employment organizations to identify training programs that may be required by dependents of incoming personnel.

Coordination with local, state, and federal organizations will be essential to identify training programs and other resources to assist military dependents in obtaining employment in the region. This task responds to requests by dependents at Cannon AFB who seek the opportunity to work in local schools, hospitals, and other institutions, but who require additional training or education (i.e., teaching credentials) in order to qualify for such employment opportunities.

Deliverable: A written summary of training programs and other resources, available to military dependents for the purpose of preparing them for regional employment. This task will be accompanied by outreach efforts to publicize the availability of the resources and how to register for the programs.

- Satisfaction Survey

A survey of military personnel and their dependents to determine their overall satisfaction with public services and infrastructure. The results of the survey can be used to identify strengths and weaknesses of regional public services and infrastructure to support Cannon's military service men and women, their spouses, and children. The results also may be used to assist local governments and community leaders in prioritizing funding for improvements in services and infrastructure in order to enhance the regional quality of life for all residents.

Deliverable: A written summary of survey results to determine the satisfaction of military personnel and their dependents with regional public services and infrastructure.

Quality of Life

Understanding of Requirement

The Cities of Clovis and Portales, with a combined population of 44,700¹, serve as the major centers for shopping and entertainment for personnel assigned to Cannon AFB. State-supported outdoor and recreational facilities include the Blackwater Draw Museum and archaeological site, which display and preserve fossilized bones and artifacts from one of the most significant archaeological discoveries of the last century. In addition, Clovis Community College and Eastern New Mexico University host a number of museums that are open to the public. These attractions combined with the regional recreation activities support a high quality of life.

The nature of the AFSOC operation will introduce new challenges to providing the right kind of community support in regards to quality of life considerations. The FEIS projects that between 25% and 33% of the aircraft will be routinely deployed away from Cannon AFB. Since a large percentage of the enlisted personnel assigned to the AFSOC Wing – unlike those assigned to the F-16 Wing – will be “AFSOC operators,” it will not only be officers that deploy to support the aircraft. This will increase the number and change the nature of unaccompanied families remaining in the community and needing support. The Keystone Team understands that the needs of civilian employees, officers and enlisted personnel, and their families are not the same.

The community is very familiar with welcoming and adjusting to the needs of the men and women in uniform. Clovis/Portales has had a long-standing relationship with the outgoing Air Combat Command and its relation with the *Committee of Fifty*, often cited by Air Force leaders as setting the “Gold Standard” for community support to Air Force Bases. The *Committee of Fifty* has already begun to forge a strong relationship with AFSOC (the command), and the community is eager to continue its strong and supportive relationship to the AFSOC personnel and families who will become part of the New Mexico family. Although the community may be small in size, it has a huge heart and is eager to invest its significant capacity to support and work with the military. There are few hosts of Air Force installations with as welcoming a nature, commitment to traditional family values, and devotion to living patriotism

¹ 2005 Population Estimates, Bureau of the Census, U.S. Department of Commerce. Found at www.census.gov/

daily, not just celebrating it periodically, as the Clovis/Portales region. It is exactly these qualities that have made generations of Air Force personnel and their families feel at home in the past. It is this same community personality that will make AFSOC personnel feel at home in the future.

Other Considerations

Regional support is a key component in providing and maintaining the high quality of life for military personnel living in the area. Conchas Lake State Park is a regional recreation destination for Eastern New Mexico. Until the mid-1990s, Conchas Lake hosted a facility designed by the Army Corps of Engineers as a recreation center for military personnel. Cannon AFB personnel regularly used the facility until its closure in the 1990s. The reason for closing the military recreation center is unclear; however, Gary Cordova of the Army Corps of Engineers, Albuquerque District, suggests that federal budget cuts were a major reason. Mr. Cordova is currently the Operation Manager at Conchas Lake for the Army Corps of Engineers and is eager to engage in further discussion of how to utilize the lake for recreation activities for military personnel.

Deliverables and Timeline

The Quality of Life task will be closely linked with Public Outreach task in order to ensure a smooth and welcoming transition for AFSOC personnel and their families. A positive quality of life will generate a significant economic impact for the community, but will also require additional financial resources, which the Keystone Team can help identify.

This section of the RGMP will build upon its Eastern New Mexico Recreational database and existing report “*Outdoor Recreational Opportunities for a Day or Weekend from Cannon Air Force Base*” submitted to the New Mexico Military Base Planning Commission.

- Continue to nurture its relationship with Cannon AFB officials to inventory services and facilities currently provided on base and identify what services need to be provided off base.
- Build on its existing database to include anticipated shortfalls as a result of growth.
- Develop strategies taken from stakeholder interviews, integrate their input into, and develop recommendations that will not negatively affect the community and region.
- Use the Eastern New Mexico Recreational database to work with existing cultural and recreational attractions to improve and/or expand services.
- Identify and integrate federal, state, local and private funding sources that can be used to underwrite recommendations adopted by the community.
- Work closely with the Team’s Education and Health and Social Services Task Leads to estimate the demand for childcare providers and determine if the current services will meet the requirements of incoming personnel and their families.

The RGMP will consider the Quality of Life discipline area as an important and inextricably linked component of the economic impact on the community. Integrating elements of this task area with those included in the Economic Impact and Employment task area will create valuable synergies for the overall project and leverage significant existing materials, as well as the results of project research, for the community.