



Joint Land Use Study Program Guidance Manual

November 2006

Office of Economic Adjustment



OFFICE OF ECONOMIC ADJUSTMENT

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ARLINGTON, VA 22202-4704

Dear Reader:

The Office of Economic Adjustment (OEA) has assisted communities over the past 20 years as they have sought to coordinate local civilian development with the activities of their local military installations. On the basis of this extensive experience, we are pleased to present this Joint Land Use Study (JLUS) Program Guidance Manual to assist installation commanders and local community leaders to collaborate in an effort to ensure local civilian development is compatible with ongoing military activities. Incompatible civilian activity can adversely impact the warfighter and civilian neighbor of these installations alike. Residents adjacent to military installations can be exposed to unacceptable noise levels and hazards while the warfighter can find his/her training and readiness impaired. Joint planning efforts under the auspices of a JLUS can help resolve current incompatibility problems and avoid future conflicts.

OEA offers technical and financial resources to assist local efforts to: 1) plan compatible civilian uses around local military facilities and to carry out efforts to ensure compatible use; 2) engage the private sector to support compatible use; and 3) partner with the Military Departments as they seek compatible civilian activities consistent with their local missions. To date, JLUS has yielded many approaches to effectuate compatible civilian use near the Department's facilities, including land use plans for civilian growth around installations, zoning and land use regulatory requirements to ensure compatible development in the future, and enduring partnerships between the local installation and state and local governments.

I invite you to visit our website at www.oea.gov to obtain more information about the JLUS program and efforts to support compatible land use. We hope you will find this manual both informative and helpful.

Sincerely,

A handwritten signature in cursive script that reads "Patrick J. O'Brien".

Patrick J. O'Brien
Director
Office of Economic Adjustment

Table of Contents

Common Acronyms and Abbreviations	vii
Introduction	1
Military Installations and the Surrounding Communities	3
JLUS Start-Up	4
Local Organization	5
Develop a Workplan	8
Resources	9
Administration	9
Technical Issues Associated With a JLUS	10
Typical JLUS Study Recommendations	11
Implementation Activities	12
Lessons Learned	12
Appendix A	
Sample Statements/Resolutions	
Community Support for a Joint Land Use Study	14
Appendix B	
Air Installation Compatible Use Zones	15
Appendix C	
Projectile Firing Range Zones	16
Appendix D1	
Explosive Safety Quantity Distance	17
Appendix D2	
Electromagnetic Radiation	18
Appendix D3	
Radio Frequency Interference	19
Appendix E	
Framework for a Community/Military Joint Land Use Study	20
Appendix F	
Federal Agency Points of Contact	25

Common Acronyms and Abbreviations

AICUZ	Air Installations Compatible Use Zones
APZ	Accident Potential Zones
ENMP	Environmental Noise Management Plan
INRMP	Installation Natural Resources Management Plan
GIS	Geographic Information System
JLUS	Joint Land Use Study
MIPD	Military Influence Planning District
MMC	Maximum Mission Contour
NSGIC	National States Geographic Information Council
OEA	Office of Economic Adjustment
ONMP	Operational Noise Management Program
OSD	Office of the Secretary of Defense
RAICUZ	Range Air Installations Compatible Use Zones
SIC	Standard Industrial Classification

Introduction

Congress authorized community planning assistance to complement the military service's Air Installations Compatible Use Zones (AICUZ) program. The AICUZ program is the military department's program designed to identify accident potential and high noise zones surrounding military airfields. The community planning assistance program is managed by the Office of Economic Adjustment (OEA) and is intended to supplement the AICUZ program.

The OEA community planning assistance program has evolved and broadened into areas of consideration beyond noise and safety to include other facets of incompatibility. Community planning assistance provides technical and financial assistance directly to state or local governments to undertake community-compatible land use planning programs. This program addresses present and future incompatible civilian activity, and protects the sustainability of the military training and readiness missions. This is critical to ensuring that our war fighters are well trained and prepared to enter any theater of war anywhere in the world, to survive and to win.

The Department of Defense OEA administers the community planning assistance through the Joint Land Use Study (JLUS) program. Its purpose is to promote compatible civilian development patterns near military installations by applying the local planning process to update local comprehensive/general plans and supporting land use regulations.

The JLUS program relies on strong community planning and land use regulatory (zoning) capabilities to implement the compatibility recommendations through local community's comprehensive planning programs and processes. The JLUS program is community controlled and community directed.

A JLUS is produced by and for the local jurisdiction(s). It is intended to benefit both the local community and the military installation by combining the work of the AICUZ program with the JLUS program. The JLUS program is a basic planning process designed to identify encroachment issues confronting both the civilian community and the military installation and to recommend strategies to address the issues in the context of local comprehensive/general planning programs.

The JLUS is conducted in a collaborative manner involving all stakeholders, including the local elected officials, planning commissioners, local military base command staff, community business leaders, chambers of commerce, homebuilders, real estate interests, and affected residents.

The JLUS planning area or district is defined by the jurisdiction(s) conducting the JLUS in consultation with the military and participants serving on a JLUS policy advisory committee. Generally, it includes the areas surrounding the military installation that are influenced by military operations. In this context, it is referred to here as the "Military Influence Planning District" (MIPD) that can ring a base or range, providing the impetus and the context leading to the

formulation of amendments to a local comprehensive/general plan and implementing zoning ordinances. The objective is to smartly guide compatible land use decisions at the local level.

Typically, a JLUS examines the following, among other things:

- The economic profile of the region and the impact of the military's presence on the surrounding local economy;
- The existing and proposed land use patterns and activities surrounding the military installation;
- The most current technical reports from the Army Operational Noise Management Program (ONMP), AICUZ, and Range Air Installations Compatible Use Zones (RAICUZ) program prepared by the military, including operational mission profiles and types of military aircraft, and tracked or wheeled equipment (e.g., heavy or light tanks, artillery, personnel carriers, and helicopters) employed in testing and training operations;
- Environmental factors such as natural cultural resources, wildlife habitat, on- and off-base air quality attainment, urban lighting (both direct and indirect), dust and smoke emissions, and electromagnetic interference;
- The extent of civilian encroachment and how it is likely to impair the continued operational utility of the military installation; and
- The current adopted and approved comprehensive/general plan, development policies of the local government, and existing land use regulations and codes.

Based on the analysis of the background information and pertinent data and facts, the participating jurisdiction(s) formulates an action strategy and incorporates to the extent practicable the JLUS recommendations into local plans and programs of the jurisdiction.

Who can apply for a JLUS? OEA may provide technical and financial assistance to State and local governments, the District of Columbia, tribal nations, and the Commonwealths of Guam and Puerto Rico to achieve local compatible land use planning processes and programs designed to protect the public health, safety, and welfare and sustain the military missions and activities. To be qualified for a JLUS, the local military installation first nominates the installation for a JLUS to the OEA through the Deputy Assistant Secretary of the respective military departments. OEA may support the nomination if it is determined that the encroachment of the civilian community is likely to impair the continued operational utility of the military installation.

The JLUS Program objectives are twofold:

- 1) To encourage cooperative land use planning between military installations and the surrounding communities so that future civilian growth and development are compatible with the training or operational missions of the installation; and
- 2) To seek ways to reduce the operational impacts on adjacent land.

The JLUS program encourages communities and the military installation to study the issues in an open forum, taking into consideration both community and military viewpoints. As an incentive for communities to participate in a joint planning process, the OEA offers community planning grants for a JLUS.

Recommendations in a JLUS are used to guide local jurisdictions in the development and implementation of land use and development controls. The intent of the controls is to ensure that future public and private development around the military installation will be compatible with both the military mission and the development needs of the community. It promotes a win-win situation for all participants.

Results are expected from a JLUS project. Communities are asked to make good faith commitments before the program is funded that study recommendations will be accepted and incorporated into local planning and decision making processes. Some of the study recommendations will be controversial, particularly to groups or individuals having development interests in land affected by base operations. Local officials must face this reality before they agree to participate in the process, and must be willing to consider the broader public health, safety, and welfare issues as they affect or are affected by the military presence.

Military Installations and the Surrounding Communities

Military installations are often the economic engines that underpin and drive local economies. They provide the jobs and require the daily goods and services to run the equivalent of a small city under the guidance of the Defense Department. Direct expenditures of defense dollars in the form of payrolls and local procurement contracts generate in turn secondary expenditures that help support local economies.

Military installations can also affect adjacent communities in several ways, some positive (as with the economic impacts) and some negative. Negative impacts may include noise, safety concerns, smoke, dust, and other effects from training and military operations. The military attempts to moderate these negative effects through such programs as the Navy, Marine Corps, and Air Force AICUZ/RAICUZ programs and the Army's ONMP. These programs address concerns for safety and noise mitigation and how the military installation can become a better neighbor.

Areas adjacent to most installations are very attractive for civilian development because of their proximity to the economic activities generated by the military presence. However, they also may become subject to military-related noise and accident potential and other operational activities.

In some cases, incompatible development has been a factor in the curtailment of training operations or the relocation of certain operations to other bases. This has, in turn, reduced the economic benefit of the installation to the adjacent community and the mission suitability to the military department. Conversely, adjacent communities may have unintended and unwanted effects on the military installation, most of which are associated with urbanization, especially the civilian development of land adjacent to an installation that is incompatible with installation activities or causes the limitation of operations.

Incompatible development is broadly called encroachment. It includes incompatible uses: those that adversely affect the public health, safety, and welfare; and those that produce externalities such as noise, smoke, dust, excessive light, electromagnetic interference, and vibration, which impair the military mission. Structures that intrude into airspace are also a form of encroachment.

Urbanization can also affect endangered wildlife, reducing habitat, thus forcing it onto adjacent military property. This migration can impact adversely on operations, training, and readiness, since endangered species habitat must be respected and protected by law. The Office of the Secretary of Defense (OSD) is authorized to reach out and partner with state and local government and conservation-based nongovernmental organizations to acquire interest in land around military installations and test and training ranges to achieve conservation values that not only improve habitat for wildlife off-base but buffer military installations from incompatible development that could affect the operational utility of the military base and mission.

JLUS Start-Up

Each year the military departments nominate bases for a JLUS. Selection is based on the presence of existing incompatibilities or the potential for it to develop in the near future. In some cases a community may initiate a JLUS by contacting the local military installation and requesting that a JLUS be nominated by the affected military installation. If the military installation nominates a JLUS, an OEA project manager visits the installation, meets with the base and community leadership, and explains the purpose and process for initiating a study. In addition, there must be an indication of strong support from the base leadership. The base must ensure its staff participates throughout the study process, and a current AICUZ/ONMP/RAICUZ and Installation Natural Resources Management Plan (INRMP) reports are available or near completion.

Military installations are often located within several jurisdictions and operations can adversely affect more than one. Conversely, independent local planning and development decision can constrain base operations. Thus, cooperation and participation among affected jurisdictions is essential. The OEA project manager, together with representatives from the military department, meets with the various communities collectively or individually to achieve understanding, consensus, and acceptance of the JLUS concept. It is expected that through local consensus, one

jurisdiction or organization will serve as the JLUS sponsor to manage a JLUS planning assistance grant.

The OEA project manager is assigned to provide technical assistance to the participating jurisdiction(s) and the military installation. Project managers are well trained and experts in the fields of planning, real estate, and economic development. Their technical support and guidance throughout the JLUS process can be invaluable.

Once the community is organized, a typical JLUS can take up to 12 months to complete. In some cases the sponsor may be a State government that is seeking to conduct JLUS for more than one base in the State as a means of demonstrating a statewide concern over the sustainability of the military presence in the State. States such as Arizona and California have used the JLUS program to deal with multiple bases in their State and from the lessons learned have developed statewide handbooks to advise local governments as to the best practices to prevent incompatible civilian development near military installations.

Local Organization

Once the jurisdictions agree to conduct a JLUS, participants must decide what jurisdiction or organization will be responsible for the study and agree on a sponsor. Where one or two jurisdictions are involved, a city or county planning agency may be the logical sponsor. Where many jurisdictions are involved, one organization needs to sponsor the study. Studies of this nature completed in major urban areas (e.g., Sacramento, Phoenix, and Charleston) were coordinated by State or regional planning agencies or councils of government. In rare instances where a very large geographic area is involved, beyond the normal jurisdictional area of local organizations, special organizations may need to be created, with perhaps the State playing the critical coordinating role. This was done in Arizona and California.

Identifying the stakeholders at the onset of the project is critical because ongoing support will directly relate to how involved participants have been from the beginning. At a minimum, the participants should include representatives from the military installation, all jurisdictions where the military reservation lies, and those jurisdictions that are affected by high noise or accident potential. If communities or counties beyond those in the immediate vicinity of the base are affected, they should also be included.

Also, if other civilian airports are affected by base operations, the Federal Aviation Administration (FAA) and State aviation agency should be asked to participate on the technical working committee as opposed to the policy committee. Once the participants are identified, they need to agree on what jurisdiction or organization will sponsor the study, and how the study will be accomplished.

Even with widespread general support for a JLUS, the organizational phase of the process can take as long as a year to complete in localities that include many jurisdictions or where consensus is lacking. It is important that community and military officials recognize that the up front investment of time is critical to building a support base at the beginning of the process. This will

pay extra dividends later when JLUS proponents seek agreement by affected communities on recommendations and implementation.

Four key organizational issues consume the most time: identifying and enlisting study participants; developing the project workplan; identifying and securing the needed resources; and gaining approval of the workplan and budget from OEA.

Policy Committee: A policy committee needs to be established by the sponsor. This committee would represent elected officials from participating jurisdictions, the military installation leadership, and senior representatives from other interested and affected agencies (like an airport authority) and the State. The policy committee is responsible for the overall direction of the JLUS, approval of the budget, preparation and approval of the study design, approval of draft and final written reports, approval of policy recommendations, and monitoring implementation of the adopted policies.

The policy committee would meet initially to understand the purpose and expectations of the JLUS process, decide what will be studied, what resource commitment each participant should make, and the membership of a subsidiary working group that will be charged with study preparation.

The first committee meeting might also include presentations from officials of communities that have completed a JLUS. They can be helpful in gaining the support of local leaders, and should be considered as a useful start-up tool by other JLUS organizers. Statements of support might also be given by the base commanders and State officials. This meeting can also be used to get feedback from local officials about issues important to them and their community, and obtain formal commitment to the project. A sample budget proposal for local cash contributions and a sample letter of support for and agreement to participate in the study could be distributed at this time.

OEA will expect letters of support from an elected or other authorized official on behalf of each local jurisdiction that will participate as part of a grant application. The critical areas of endorsement and commitment are shown in a sample statement/resolution of community support for a JLUS at appendix A.

Throughout the organizational phase the OEA project manager will work with the affected communities and the sponsor, providing advice and guidance. The project manager will shepherd the sponsor through the OEA grant process and represent the sponsor's proposed grant application and workplan (scope of work) to the director of OEA.

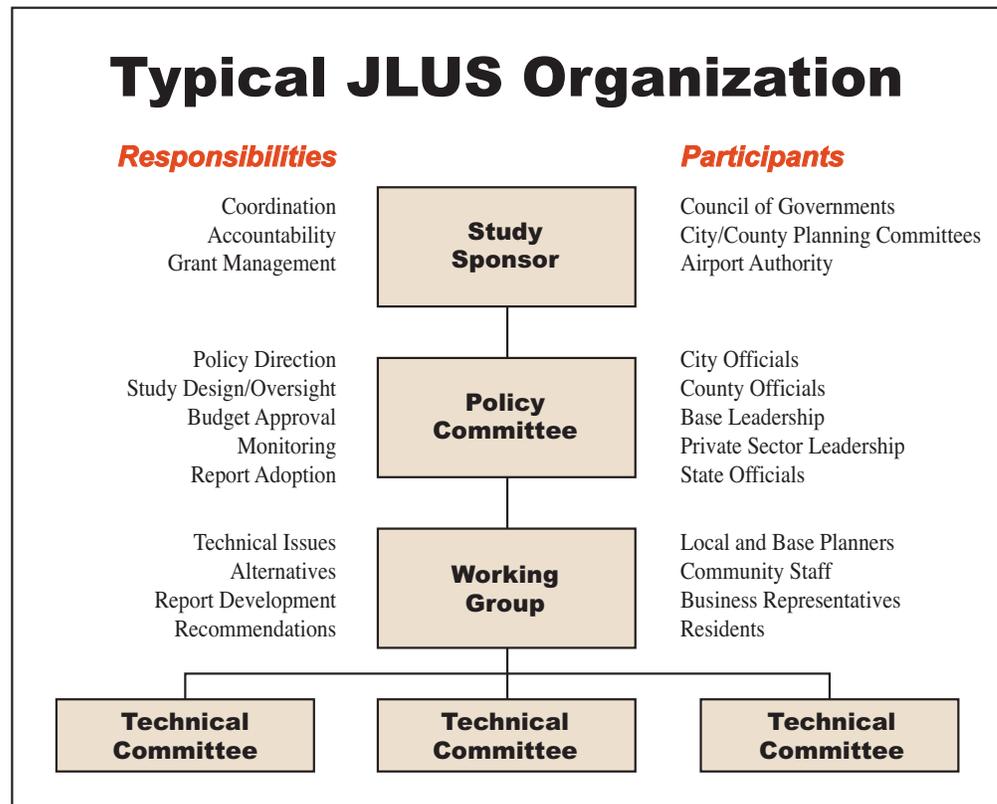
Working Group: A working group is normally formed to report to the policy committee and is responsible for identifying and studying technical issues, either independently or through the project subcontractor. This may be done with one committee or a number of specialized subcommittees.

Technical committees may have varying degrees of control over the activities of the subcontractor, and for this reason it is desirable for the policy committee to have at least one member on each technical committee for coordination and accountability.

Membership of the technical advisory committee might include area planners, city and county managers and their professional staff, military base planners, local airport manager(s), representatives from the business and development community, FAA officials, natural resource protection organizations, and other subject matter experts as needed. Membership on the technical committee should be expanded at any time during the study if new technical issues emerge.

The workplan, or study design, specifies what is to be done, how, and on what schedule. It is important to develop a comprehensive workplan early in the organizational phase of the process. Besides specifying the scope of work, it can be used to clarify roles, responsibilities, and expectations for all major study participants, and it can serve to explain and “sell” the project to local governments. It should also function as an internal management tool to keep the project on track and on schedule. Appendix E shows typical ingredients and issues that could be part of a JLUS scope of work.

The diagram below shows the relationships among participants, the committee, and the working group. It suggests typical participants for each organization.



After formulation of the study workplan (scope of work), the policy committee will usually meet only for major presentations of information and findings, review of policy issues, and final endorsement of the completed report and its recommendations.

Develop a Workplan

After the Military Influence Planning District (MIPD) study area is defined, attention should be focused on resources needed to undertake the study. This has to be done concurrently with development of the detailed workplan because each consideration will drive the other. For example, the amount of money available will determine how complex (and expensive) the workplan can be, and the perceived scope of work requirements will determine how much money must be committed.

Defining the MIPD or study area at the beginning of the process can be difficult, since the full extent of military impacts on communities may not be known until the research phase of the project is completed. For this reason the boundaries of the MIPD should be flexible and easily adjusted by the policy committee as circumstances warrant.

There are several major encroachment issues that concern the military. Each military department defines clear zones and accident potential zones (APZs) for the type aircraft it uses, so care should be taken to determine these dimensions at the outset. Appendix B shows the areas affected by noise and accident potential for a Navy or Air Force airfield. The noise levels are depicted by noise contours lines on a map. Areas affected by greater than a 65 DNL¹ noise level impact are usually considered the threshold above which certain uses should not be compatible.

Appendix C shows a schematic configuration of impacts from artillery ranges. The Army ONMP program uses Noise Zones I, II, and III (worst) to define noise-impacted areas. These are also irregular in pattern based on noise contour lines. The Air Force/Navy 65 DNL contour roughly equates to the limits of Army Zone II.

Structure height is also important around airfields. The AICUZ/ONMP/RAICUZ reports will depict an “airspace control surface” to guide the implementation of height restrictions.

Other considerations having specific parameters include explosives, safety quantity distances from ammunition storage that may affect land outside the base, external radio frequency interference, and electromagnetic radiation effects on adjacent land. These phenomena are depicted in appendix D.

¹ DNL represents sound energy averaged over a 24-hour period, with a 10 dB nighttime penalty. The DNL methodology is generally used to relate noise in residential environments to chronic annoyance by activity interference. EPA Guidelines for Noise Impact Analysis (1982), recommends DNL as the primary measure of general audible noise and as the environmental noise descriptor for land use compatibility planning.

It is preferable to define the MIPD study area as broadly as practicable and err on the side of overestimating rather than understating the affected region. Established MIPD using natural or manmade boundaries or jurisdictional borders may be the easiest way to delineate the study area.

A current AICUZ/ONMP/RAICUZ report is required to provide a basis for determining the MIPD study area, although other considerations may also be important, especially if changes are expected in base missions, aircraft mix, artillery, and so on. The study area should include not only all areas affected by accident potential and unacceptable noise levels (above 65 DNL), but also on additional transitional or buffer area that provides sufficient space to be able to deal with other encroachment issues as well as noted above.

A base master plan, INRMP and sustainability report will also provide insight into the encroachment issues that should be considered in the JLUS.

The companion OEA publication, *Practical Guide to Compatible Civilian Development Near Military Installations*, should be consulted when developing a workplan. Considerable research and documentation of case law and development control techniques was done in preparing this guide. Similar research on these issues does not need to be duplicated in a workplan. The Practical Guide may be found on the OEA Web site at www.oea.gov.

Resources

A JLUS is a partnership between the military installation and local governments, so non-Federal funds must be committed to the project. The stakeholders must understand that this is a locally driven process, and they have to buy into it with their resources as well as with their active participation. Ten percent of the project's total cost should be covered by non-Federal sources. This must be in the form of cash or dedicated staff time.

Potential contributors include participating local governments, councils of government, airport authorities, local businesses, chambers of commerce, utility companies, and the State government. Some "fair share" allocation of costs borne by local governments is appropriate, possibly on the basis of tax base, population distribution, or proportion of land affected.

Administration

Successful management of a JLUS involving multiple agencies, organizations, and local governments requires a sound administrative plan and clear delineation of responsibilities.

Public participation involving all stakeholders (landowners, businesses, realtors, public officials, and citizens) and media relations are an integral part of the project sponsor's responsibilities.

Public scoping and comment meetings, the preparation of informational brochures, newsletters, Web sites and news articles, as well as traditional press releases, should be used to instill public confidence in the professional, straightforward process being used.

Local media involvement should be cultivated at the beginning and throughout the study, as the media can provide broader public exposure to the intent and purpose for the study, technical information, policy issues, progress, and study recommendations.

Technical Issues Associated With a JLUS

Many of the technical issues associated with a JLUS will be unique because each community and base has its own characteristics and needs. There are, however, certain technical issues that will invariably be a part of any JLUS project. These will for the most part be related to noise and aircraft safety considerations, but may also, for example, include economic impacts of the bases on the surrounding communities as a means of convincing local officials that the potential cost of losing the base due to incompatible land development may be significant. Also of increasing importance is the nonmilitary stewardship of wildlife and fragile ecosystems.

Noise and safety information will be available from the installation's AICUZ/ONMP/RAICUZ report. Consideration should also be given to planning for possible fluctuations in noise impact configurations that future change in aircraft, flight frequency, or mission would cause. This approach to identifying future maximum mission contour (MMC) would minimize the local planning difficulty in responding to the "accordion" effect of noise impacts as mission and weapons configurations change over time. The MMC concept is intended to project future conditions based not on certainty, but rather on sound judgment, information exchange, and community goals and objectives. A "notional" MMC can define the projected noise contours a community is willing to accept for land use planning purposes.

Because most of the technical information involved in a JLUS has a spatial component, most participants find maps to be an essential part of developing and sustaining a JLUS. One of the most useful tools for developing maps and analyzing the data which comprise them is a Geographic Information System (GIS). Although JLUS grants will not cover the cost to establish a GIS system, grant funds may be used to gather, create, and analyze geospatial data.

Once loaded with accurate data, a GIS can portray spatial information in a consistent manner throughout the study area. Study sponsors having access to GIS capabilities should carefully inventory the kinds of geospatial information available from participating organizations, including the Department of Defense. Geospatial information, aerial imagery, and maps are very useful but can also be expensive to acquire. All JLUS participants should seek to make maximum use of existing geospatial information, whatever the source, as long as the information is of adequate quality, covers the study area, and can be shared willingly by the originating organization. Geospatial information may be available from local governments, through State geographic coordination councils, or from State agencies.

The National States Geographic Information Council (NSGIC) maintains a Web site and database where users can find out what spatial data are readily available on a State-by-State basis.

Also, the U.S. Geological Survey maintains a Web site and database for a wide range of digital information, provided by Federal agencies, known as the Geospatial One Stop (<http://www.geo-one-stop.gov>). Some of these data can be viewed online using the National Map (<http://nationalmap.gov>). Most major military installations also maintain a variety of digital data sets, including geospatial data. Noise contour information can typically be provided by the Army, Navy, Marine Corps, and Air Force in digital format based on AICUZ and Army's ONMP studies.

One important consideration for sharing and using geospatial data is scale. For example, when requesting either digital or hard copy noise contours, request the data at the same scale used by local governments. If digital data are combined in a system like GIS, the user must ensure that the quality and fidelity of every data layer is consistent with the others used. One good way to check these quality parameters is by checking the "metadata," or "data about the data." Every geospatial data file created using Federal funds is required to have metadata; most States are creating similar requirements. You can find useful information regarding metadata, spatial data standards, and learn which Federal agencies are responsible for all the major types of geospatial information on the Web site of the Federal Geographic Data Committee.

Another indispensable part of the technical background information is an inventory of existing community plans and development control tools. Unnecessary duplication of existing information wastes time and money. Also important is a complete understanding of existing State land use enabling legislation, and what new legislative authority might be needed to implement the study recommendations. In this context, the OEA Practical Guide to Compatible Civilian Development Near Military Installations is a reference source that should be consulted. It is available on the OEA Web site (www.oea.gov).

All technical issues should reach resolution through the cooperative working relationship of the working group with the base, community leadership, and professional staff. For time and financial budgeting reasons, pertinent technical issues should be identified early enough to be included in the workplan.

Typical JLUS Study Recommendations

The Joint Land Use Study process will result in a series of findings, conclusions, and recommendations. The recommendations are the most important part of the JLUS because their implementation must accomplish the objectives of the study, for example, compatible development of land affected by or affecting installation operations. To be accepted and endorsed by all parties involved in the study, the recommendations must be based on fact, technically feasible, and politically and financially realistic.

Generally, recommendations will include those that fit into the following categories:

- Noise exposure and accident potential zones resulting from aircraft and/or artillery;
- Limitations on tall structures that interfere with flight operations;
- On-base measures to mitigate community impacts;

- ❑ Peripheral land uses that adversely impact installation operations; and
- ❑ Regional and local intergovernmental approaches to developing and implementing land development policy.

Within these general categories, recommendations might include public relations/education programs, intra- and interjurisdictional policy statements, military operational noise and safety controls, local government land use policies or laws, State legislation, partnering with land trust programs leading to initiatives to secure limited development rights, and institutional arrangements for implementing JLUS recommendations.

Implementation Activities

Federal agencies, including the Federal Aviation Administration (FAA), Departments of Housing and Urban Development (HUD), Veterans Administration (VA), and the Rural Development Administration of the Department of Agriculture (RDA) are available to provide program assistance through the President's Economic Adjustment Committee in implementation of a JLUS. HUD, VA, and RDA have housing assistance programs and may not provide guaranteed loans in areas affected by aircraft accident potential and high noise zones. When preparing a JLUS, these agencies should be consulted and informed of the location of aircraft accident potential and high noise zones. Appendix F provides a list of the regional points of contact for the referenced agencies.

No JLUS can be considered a success unless the study recommendations are implemented and incorporated by local ordinance into the community comprehensive/general plan, zoning ordinance, subdivision regulations, and building codes. An important first step in the implementation process is the official adoption of the recommendations by the JLUS policy committee, and transmittal of the JLUS report and recommendations to affected local governing bodies for implementation.

A cover letter should be prepared and signed by the policy committee chairperson explaining why implementation is important and how it will help the community in both the short run and into the future. The cover letter should offer to have one of the policy committee members with support from the technical committee and the military installation attend a future meeting of the municipal or county board/council to explain the recommendations and answer any questions.

One way that the implementation process can be institutionalized is through the creation of a permanent advisory board or commission. Such an organization, with representatives from each participating jurisdiction and the military, can serve as a monitoring agency for the study recommendations and to some extent can exert peer pressure on localities that are not following through with implementation of the recommendations. The organization can also undertake or sponsor follow-up studies when needed, and can offer support to communities reluctant to enact politically sensitive land use controls by working with State governments to effectuate legislative initiatives or coordinate state programs that prevent encroachment.

Implementation can also be facilitated through positive press relations. Leaders of the local JLUS process should ensure that the media are brought on board to support the objectives of the study from its inception. Once the media are convinced that the process is valid and needed, they will be more supportive throughout the process and into the implementation phase.

Lessons Learned

Several lessons have been learned through the experiences of communities and military bases around the country as they prepared joint land use studies. The most important of these are summarized as follows.

- ❑ Consensus building before, during, and after the study is of paramount importance. It is nearly impossible to do this unless all interested parties are meaningfully involved from the beginning of the process.
- ❑ Carefully crafted organizational structure can ensure that technical needs of the study team are met, and that policy makers and technical staff of participating jurisdictions and organizations have ample opportunity to contribute their ideas and express any concerns.
- ❑ The geographic planning area should include all jurisdictions that are impacted by the military installation activities in the geographic planning area. The designation of a MIPD as the JLUS study area can signify a special inclusive study area for purposes of developing a consolidated action plan to support compatible development near military installations.
- ❑ Rely heavily on the advice and experience of the Office of Economic Adjustment and the applicable Military Department(s) and representatives from the areas that have successfully completed implementation of a JLUS. They have been through this process many times and can help local leaders recognize and avoid potential pitfalls.

For additional information on the JLUS program, contact:

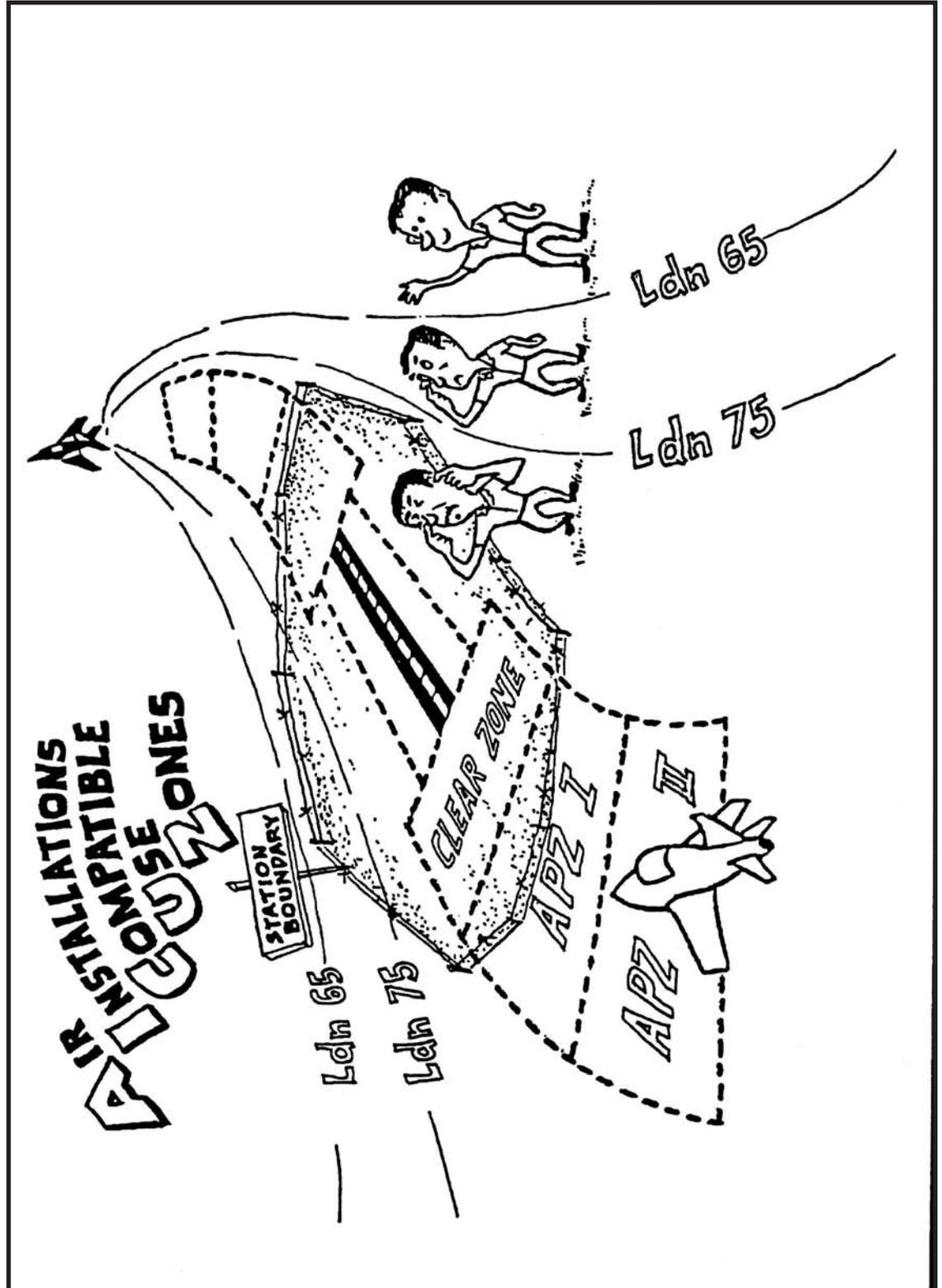
Office of Economic Adjustment
400 Army Navy Drive, Suite 200
Arlington, VA 22202-2884
Phone (703) 604-6020
Or visit the OEA Web site at www.oea.gov

Appendix A

Sample Statements/Resolutions Community Support for a Joint Land Use Study

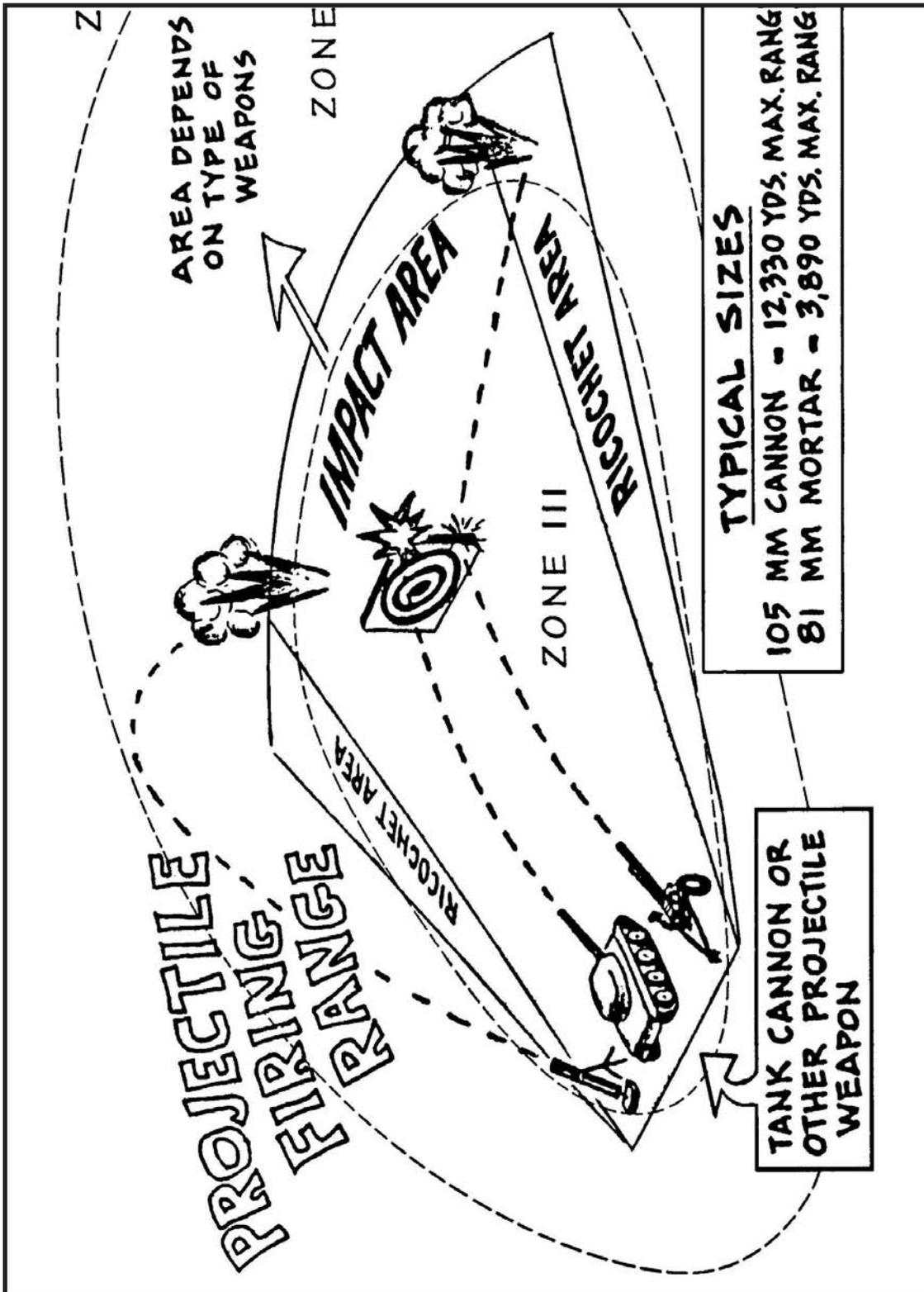
- Recognition of base's importance to the local and regional economy, and thus the need to protect its operational capacity
- Recognition of the local responsibility to protect the public health, safety, and welfare as the basis for participation in a JLUS, and follow-on implementation of appropriate measures to assure compatible development
- Agreement in principle to concept of a JLUS and pledge of jurisdiction's support and participation in the process
- Agreement on the sponsor (grantee) for the study
- Commitment to financial/in-kind support of the study
- Good faith commitment to implement appropriate recommendations to ensure only compatible development will occur in Accident Potential Zones and areas impacted by high noise

Appendix B Air Installations Compatible Use Zones



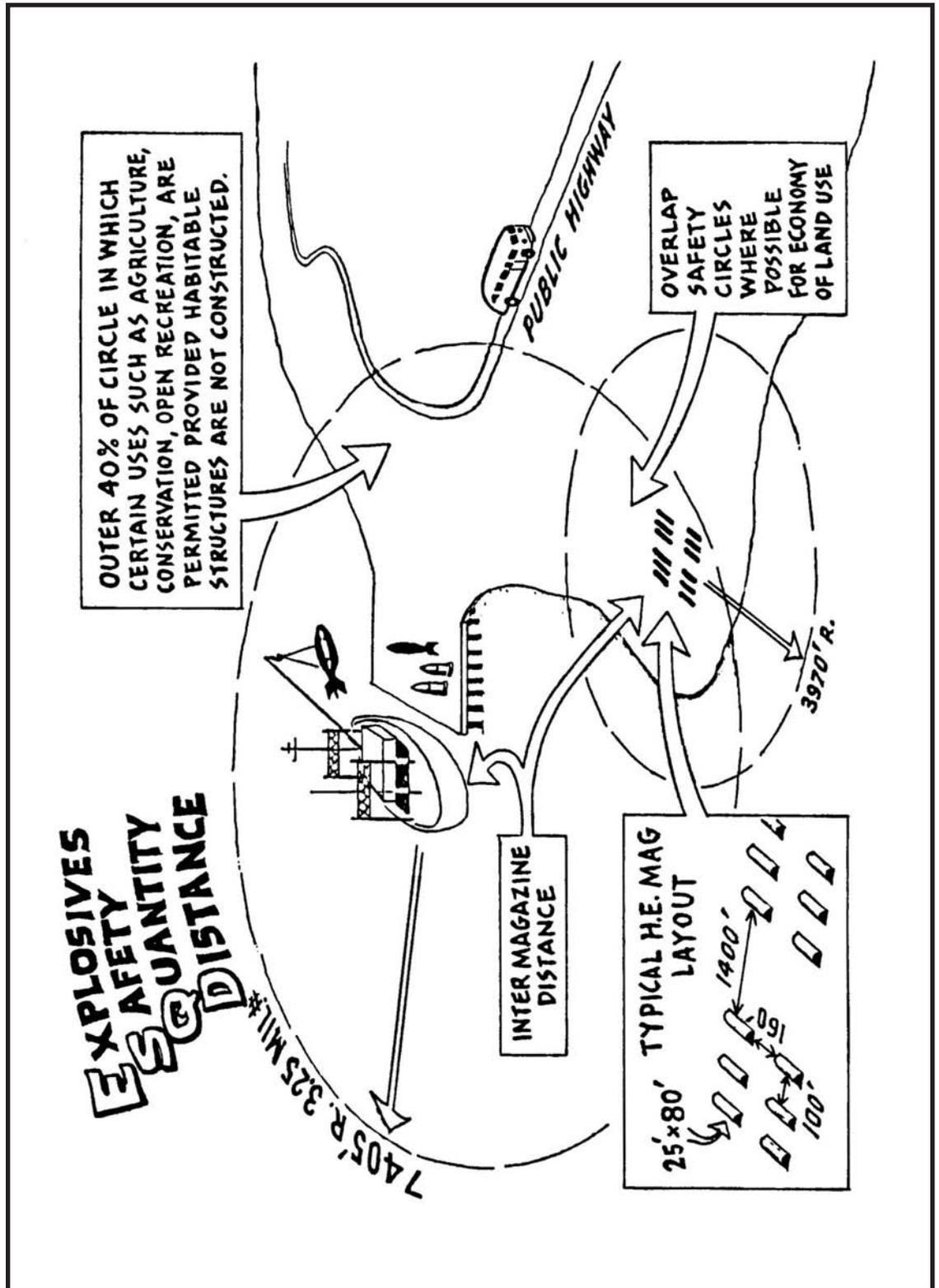
Appendix C

Projectile Firing Range Zones



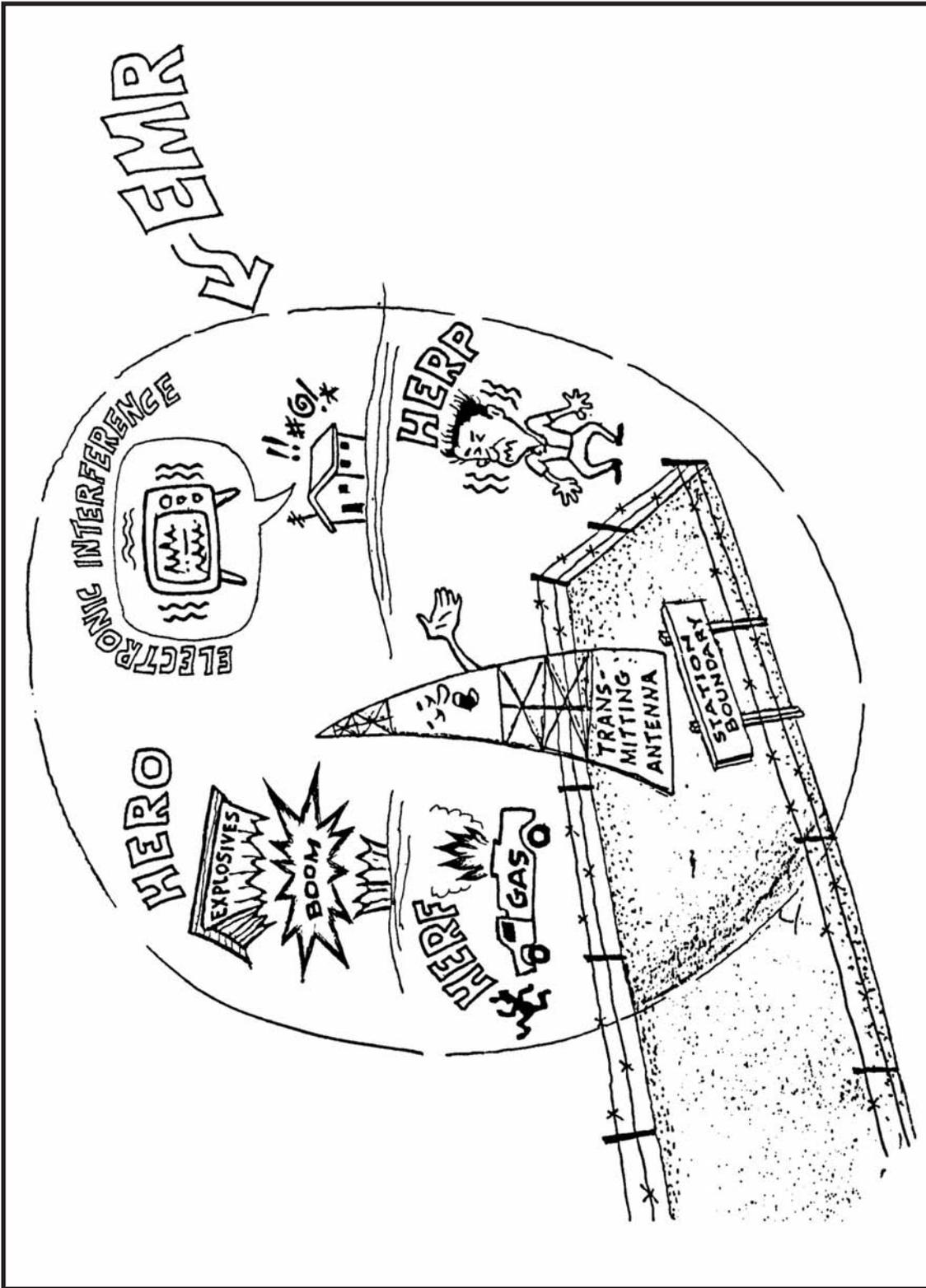
Appendix D1

Explosive Safety Quantity Distance



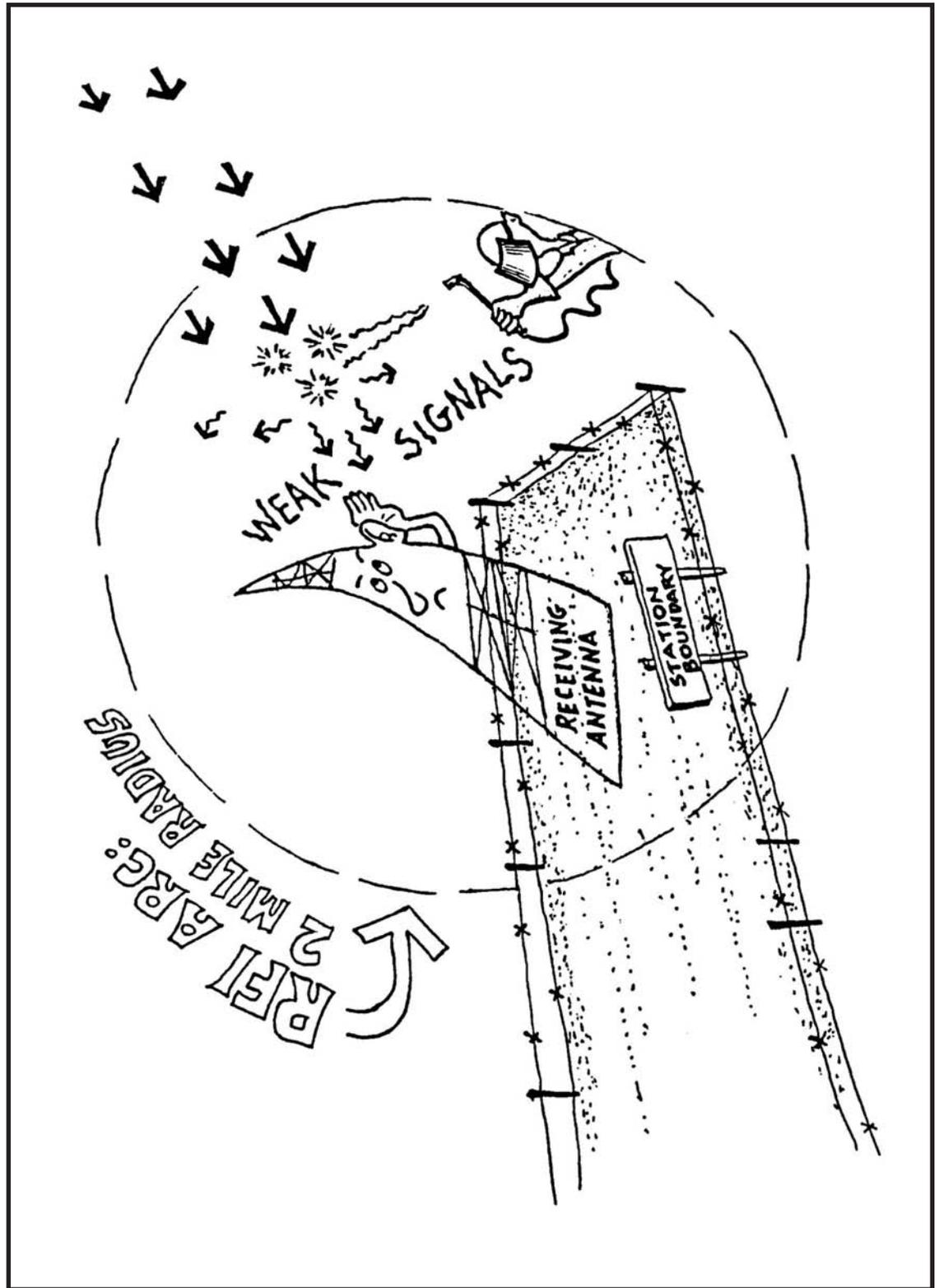
Appendix D2

Electromagnetic Radiation



Appendix D3

Radio Frequency Interference



Appendix E

Framework for a Community/Military Joint Land Use Study

A joint military/civilian land use study should, at a minimum, address four things: the planning and development issues and why they are important to military and civilian study participants, the process that the applicants intend to use in completing the study, the product(s) of the study, and the cost.

The study design framework will most likely evolve over several iterations, depending primarily on whether the study will be done in-house by the sponsoring organization, or whether it will be done under contract. If the technical work is to be done in-house, the participating organizations, both civilian and military, can develop the scope of services document relatively easily after conferring with all participating organizations and gaining consensus on what should be included in the study. Of course the complexity of the study will be driven by the issues to be addressed and the perceived needs of the participants.

If the study is going to be contracted out to a private consulting firm or other technical resource such as a university, the sponsoring agency must use competitive bidding procedures. Federal grant regulations require free and open competition for contracted services. The scope of services must be detailed in a statement of work sufficient for potential bidders to make a cost determination.

The study design submitted to the Office of Economic Adjustment (OEA) as part of a grant proposal needs to include process and product information. Therefore, a comprehensive study design must specify responsibilities of all parties, and particularly what is to be done by a contractor. An option is to prepare two study designs, one addressing the overall program, and a subset covering only those items to be done by a contractor. Some flexibility should be built into the study design whichever method is used so that unforeseen issues that may arise during the study can be addressed without formally amending the study design or the grant agreement with OEA. Final approval authority for the study design and contracts rests with OEA, so close coordination with OEA is needed throughout the process.

The following outline is illustrative. It shows those issues that should be considered in any JLUS program, and should be used as a guide or checklist to facilitate local consensus building on what the study should include.

I Study Purpose

- A. Problem/Issues Statement
- B. Study Goals (e.g., protection of public health, safety, and welfare, and sustainability of military mission)

C. Objectives & Expectations of Participants

1. Military
2. Jurisdictions (cities, counties, States)
3. Other interests (e.g., development, conservation, natural resource protection)

II Organization

A. Planning Area, Participating Agencies, & Jurisdictions

B. Organizational Structure (include chart)

1. Sponsor
2. Policy committee
3. Working group
4. Others as applicable

C. Organizational Roles & Responsibilities

D. Public Participation

1. Advisory group(s)
2. Public forums, meetings, workshops, hearings
3. JLUS Program Brochure
4. Newsletter
5. Media relations, press packets, news releases

III Background Information

A. Chronology of Events Leading Up to a JLUS

B. Economic Impacts of the Installation on the Region

C. Current Community & Regional Plans/Studies—Relationship to the JLUS

D. Current AICUZ/ONMP/RAICUZ & Base Master Plan—Relationship to the JLUS

E. Land Stewardship Agreements (e.g., endangered species, environmentally sensitive areas)

IV Technical Information

A. Planning Area Profile

1. Existing land use
2. Water, sewer, gas utilities
3. Existing development controls
 - a. zoning
 - b. building codes
 - c. height restrictions
 - d. easements
 - e. moratoriums
 - f. conservation/preservation
4. Projections
 - a. population by age
 - b. employment by SIC code
 - c. land use by category
 - d. traffic (highway & air)
 - e. utility extensions

B. Military Mission(s)

1. Current or projected
2. Reasonable full use scenario

C. Military Operations & Impacts on Community

1. Economic impact on adjacent communities
2. Environmental & safety impacts (AICUZ/ONMP/RAICUZ)
 - a. noise (aircraft, artillery, other)
 - b. flight tracks
 - c. aircraft accident potential

- d. height restrictions
 - e. traffic
 - f. off-base maneuvers
 - g. other (e.g., dust, smoke, light)
 - h. natural habitat, conservation
- 3. Current measures to mitigate impacts
 - 4. Potential operational changes to mitigate impacts
- D. Civilian Development Impacts on Mission Accomplishment
- 1. Existing incompatible development, potential for incompatible development under existing controls & growth scenarios
 - 2. Transportation (highways & airports)
 - 3. Other (electromagnetic interference, light, dust, birds, wildlife, pollution)
 - 4. Development control enforcement record
- E. State Legislation Permitting or Impeding Use of Development Controls
- 1. Areas of critical concern
 - 2. Land conservation/preservation programs
 - 3. Real estate disclosure
 - 4. Special land use/zoning districts

V Recommendations

- A. General Recommendations
- 1. Land uses
 - 2. Transportation improvements
 - 3. Community facilities, infrastructure, & services
 - 4. Intergovernmental planning coordination
 - 5. Regulation
 - 6. State legislative actions required

- B. Community Specific Recommendations
 - 1. Land use & zoning
 - 2. Transportation
 - 3. Community facilities, infrastructure, & services
 - 4. Regulation (e.g., building codes, disclosure)
- C. Installation Specific Recommendations
 - 1. Operational patterns
 - 2. Mitigation measures

VI Implementation Strategies

- A. What Should Be Done
- B. Who is Responsible
- C. When

VII Monitoring Plan

- A. Responsibility for Monitoring Implementation Activities
- B. Procedures for Follow-Up on Implementation Slippage

VIII Study Phasing (chart or graph)

- A. Tasks, Milestones, Target Dates, & Responsibilities
- B. Preliminary Schedule of Implementation Activities

IX Project Cost & Fund Sources (Federal, State, local cash/in-kind)

Appendix F

Federal Agency Points of Contact:

Regional FAA Offices' Addresses and Telephone Numbers

NEW ENGLAND REGIONAL OFFICE

Maine, New Hampshire, Vermont, Massachusetts, Rhode Island and Connecticut

Airports Division, ANE-600
Federal Aviation Administration
12 New England Executive Park
Burlington, MA 1803-2599

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Fax: (781) 238-7608

SOUTHERN REGIONAL OFFICE

Georgia, North Carolina, South Carolina, Florida, Puerto Rico, Islands, Tennessee, Kentucky, Mississippi, and Alabama

Airports Division, ASO-600
Federal Aviation Administration
1701 Columbia Avenue
College Park, GA 30337

Telephone: (404) 305-6700

EASTERN REGIONAL OFFICE

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Federal Aviation Administration
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Springfield Gardens, NY 11434

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Fax: (718) 995-9219

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Federal Aviation Administration
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Des Plaines, IL 60018

Telephone: (847) 294-7272

Fax: (847) 294-7036

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Kansas, Missouri, Iowa, and Nebraska

Airports Division, ACE-600
Federal Aviation Administration
901 Locust
Kansas City, MO 64106-2641

Telephone: (816) 329-2600

Fax: (310) 725-6847

WESTERN-PACIFIC REGIONAL OFFICE

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Airport Division, AWP-600
Federal Aviation Administration
15000 Aviation boulevard, Room 3012
Hawthorne, CA 90261

Telephone: (310) 725-3600

Fax: (310) 725-6847

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Alaska

Airports Division, AAL-600
Federal Aviation Administration
Anchorage Federal Office Building
222 West 7th Avenue, Box 14
Anchorage, AK 99513

Telephone: (907) 271-5438

SOUTHWEST REGIONAL OFFICE

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Airports Division, ASW-600
Federal Aviation Administration
2601 Meacham Boulevard
Fort Worth, TX 76137-4298

Telephone: (817) 222-5600

Fax: (817) 222-5984

Mail Address

Department of Transportation, ASW-600
Federal Aviation Administration
Fort Worth, TX 76193-0600

NORTHWEST REGIONAL OFFICE

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Airports Division, ANM-600
Federal Aviation Administration
1601 Lind Avenue, W.W., Suite 315
Renton, WA 98055-4056

Telephone: (425) 227-2600

Fax: (425) 227-1600

The Department of Housing and Urban Development (HUD) - Federal Housing Administration (FHA) Regional Offices Addresses and Telephone

SANTA ANA HUD/FHA HOMEOWNERSHIP CENTER

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Santa Ana, CA 92701-4003

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Local (714) 796-1200

Danny Mendez, Director of Processing and Underwriting, ext. 3448

DENVER HUD/FHA HOMEOWNERSHIP CENTER

**Montana, Wyoming, Utah, Colorado, New Mexico, North Dakota,
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Iowa, Missouri, Arkansas, and Louisiana**

Denver Homeownership Center
UMB Plaza Building
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Denver, CO 80202-4801

Telephone:

Toll Free 1-800-225-5342

Local (303) 627-5280

Dan Gomez, Director of Processing and Underwriting, ext.1643

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Atlanta, GA 30303-2806

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Debra Robinson, Director of Processing and Underwriting, ext. 2674

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New Jersey, New York, Connecticut, Rhode Island, Massachusetts, Vermont,
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Philadelphia, PA 19107-3389

Telephone:

Toll Free 1-800-225-5342

Local (215) 656-0500

Gerry Glavey, Director of Processing and Underwriting, (215) 861-7513.

***Department of Veterans Affairs – Home Loan Guaranty Services Telephone Numbers
and Addresses***

ATLANTA REGIONAL LOAN CENTER

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Department of Veterans Affairs
Regional Loan Center
1700 Clairmont Road
P.O. Box 100023
Decatur, GA 30031-7023

Telephone: 1-888-768-2132

CLEVELAND REGIONAL LOAN CENTER

Delaware, Indiana, Michigan, New Jersey, Ohio, and Pennsylvania

Department of Veterans Affairs
Cleveland Regional Loan Center
1240 East Ninth Street
Cleveland, OH 44199

Telephone: 1-800-729-5772

DENVER REGIONAL LOAN CENTER

Alaska, Colorado, Idaho, Montana, Oregon, Utah, Washington, and Wyoming

Department of Veterans Affairs
VA Regional Loan Center
P.O. Box 25126
Denver, CO 80225

Telephone: 1-888-349-7541

Web Site: www.vba.va.gov/ro/manchester/lgy/main/loans.html

HONOLULU REGIONAL LOAN CENTER

Hawaiian Islands, Guam, Northern Mariana Islands, American Samoa

Department of Veterans Affairs
Loan Guaranty Division
Po. Box 29020
Honolulu, HI 96820-1420

*Although not a RLC, this office is a fully
functioning Loan Guaranty operation for Hawaii.

Telephone: 1-808-433-0481

HOUSTON REGIONAL LOAN CENTER

Arkansas, Louisiana, Oklahoma, Texas

Department of Veterans Affairs
VA Regional Loan Center
6900 Almeda Road
Houston, TX 77030

Telephone: 1-888-232-2571

MANCHESTER REGIONAL LOAN CENTER

**Connecticut, Massachusetts, Maine, New Hampshire, New York,
Rhode Island, and Vermont**

Department of Veterans Affairs
VA Regional Loan Center
275 Chestnut Street
Manchester, NH 03101

Telephone: 1-800-827-6311 or 1-800-827-0336

Web Site: www.vba.va.gov/ro/manchester/lgy/main/loans.html

PHOENIX REGIONAL LOAN CENTER

Arizona, California, New Mexico, Nevada

Department of Veterans Affairs
VA Regional Loan Center
3333 N. Central Avenue
Phoenix, AZ 85012-2402

Telephone: 1-888-869-0194

Web Site: www.vba.va.gov/phoenixlgy.htm

ROANOKE REGIONAL LOAN CENTER

District of Columbia, Kentucky, Maryland, Virginia, West Virginia

Department of Veterans Affairs
Roanoke Regional Loan Center
210 Franklin Road SW
Roanoke, VA 24011

Telephone: 1-800-933-5499

ST. PAUL REGIONAL LOAN CENTER

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VA Regional Loan Center
1 Federal Drive
Fort Snelling,
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Telephone: 1-800-827-0611

ST. PETERSBURG REGIONAL LOAN CENTER

Alabama, Florida, Mississippi, Puerto Rico and U.S. Virgin Islands

Department of Veterans Affairs
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