



REGIONAL GROWTH MANAGEMENT PLAN

ENCOMPASSING MILITARY GROWTH AT CANNON AFB

PREPARED FOR
CITY OF CLOVIS, CITY OF PORTALES, CURRY COUNTY, ROOSEVELT COUNTY

APRIL 2009

FUNDED BY THE DEPARTMENT OF DEFENSE OFFICE OF ECONOMIC ADJUSTMENT AND A LOCAL GOVERNMENT MATCH





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Encompassing Military Growth at Cannon AFB

Prepared for:

**City of Clovis, City of Portales, Curry County, Roosevelt County
New Mexico**

Prepared by:

**Keystone International, Inc.
Albuquerque, New Mexico**

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Forward

As part of its support to communities hosting military installations, the Department of Defense (DoD) Office of Economic Adjustment (OEA) manages a financial grant program to assist planning for community growth caused by increases in defense activities. The Clovis-Portales Microplex (“Microplex”), host to Cannon Air Force Base (AFB), was awarded a grant under this program to prepare a Regional Growth Management Plan (RGMP) and engaged a team of military installation and discipline experts led by Keystone International, Inc. (“Keystone”, “Team” or “Keystone Team”) of Albuquerque, New Mexico.

Since no RGMP can account for the myriad changes and interactions that occur within a region, all plans must “take a snapshot” of the data available at essentially the same time to ensure compatible integration across task areas and reliance on similar assumptions. This permits analysis to be completed from a known start point covering a specific time period. It also ensures that each task area is analyzed from a consistent data set. In most cases, the data initially acquired was used for RGMP analysis. Where there are exceptions, they are discussed. Taking a snapshot of a region’s activity is always difficult, especially when dealing with the dynamic situation created by the transition of Air Force missions at Cannon AFB. The following paragraphs are offered as a context for reviewing the Microplex’s RGMP.

Dynamic Environment

The Microplex and Cannon AFB are challenged daily in managing a wide range of requirements associated with physical conditions, support services and population change and growth. This means that some of the data collected and initially analyzed by the Team changed during the course of the project. In the majority of cases the analysis did not need revision; where use of new data improved the ability

to support Cannon AFB growth impacts, the analysis was revised.

Assumptions versus Findings


The RGMP addresses all contract tasks with the exception of those determined by the Local Growth Management Organization (LGMO) as no longer desired and/or necessary. For example, the proposal included an action to “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.”¹ This large geographic area was proposed on the assumption that the Microplex may not be capable of providing the numbers and types of housing required for inbound military personnel and their families. During housing capacity and capability analysis, it became clear the Microplex has both the capability and desire to support Cannon AFB family members. Therefore, assessment of housing conditions outside the Microplex region was not necessary.

Recommendations

The RGMP includes those recommendations considered by the LGMO to be realistic, executable, achievable and desirable. They are summarized at the end of each task area chapter and in the Appendix. The LGMO has identified those recommendations that it believes are high priority and they are highlighted in the tables in bold. These should be examined closely because they represent the action plan to move forward with the implementation of the RGMP.

The individual Task area Technical Reports included in the “Supporting Material” may include additional “Recommendations for Consideration.” Each

¹ Keystone International’s Proposal in Response to Growth Planning Request for Proposal RFP-07-02015 (August 16, 2008), p. 26.



Recommendation for Consideration is based on the individual and collective Team members' expertise and professional judgment in the associated area, applicable industry best practices, or actions taken successfully in other communities or by community-installation partnerships. Some Recommendations for Consideration may not currently fit the Microplex and/or Cannon AFB planning visions; however, the information may be useful to future community and installation officials and leaders if conditions, requirements and/or priorities change.

Executive Summary

Background

This Regional Growth Management Plan (RGMP) was prepared to assist the Clovis-Portales Microplex (Microplex) in identifying and developing actions to address changes occurring because of the Cannon Air Force Base (AFB) transition from the Air Force's Air Combat Command (ACC) to Special Operations Command (AFSOC).

Approach

Planning and managing growth impacts resulting from military activities presents all the challenges associated with non-military growth. In addition, military population growth includes a number of significant and unique challenges and opportunities related only to military activities. Most growth management plans for military installations rely on civilian growth planning models and apply them to military installations. The Keystone Team believes that a more appropriate way to approach growth planning for military missions is to analyze the impacts from military growth and use that as the input to traditional planning approaches. Therefore, the Team built the RGMP by considering impacts from military growth and then integrating the findings into traditional planning processes.

When population growth is combined with the transition of a military installation to a different mission type, planning is more challenging. Since the Cannon AFB transition will take place as a part of other growth in the Microplex, planning must consider the total impact on the region over the planning horizon and not just the Cannon AFB impacts. Additionally, Cannon AFB growth will occur over an imprecise time period and result in total growth over time that is difficult to predict. Effective community management of both the near- and long-term impacts from the Cannon AFB

transition will be essential to successfully establishing AFSOC missions.

Recognizing that the individual RGMP task areas represent "discipline stovepipes," the Team worked to ensure that the interactions, findings, and recommendations of the individual task areas were coordinated with the other task areas and functional groupings. This augmented the professional expertise and analysis of Subject Matter Experts (SMEs) and provided a broader context for recommendation considerations.

There are two deliverables for this contract. The RGMP contains summaries of the task area analyses, background information, major findings and recommendations. The RGMP also has an appendix which includes acronyms and terms, aggregate analysis of survey results, the Quality of Life Matrix, and tables that summarize the recommendations by task area. A separate document, "Supporting Materials", contains the complete Technical Reports for each task area and other information compiled or used for development of the RGMP.

Public Participation

An important part of the planning approach was the public participation process. In addition to the regularly scheduled meetings of the LGMO and LGMC, four meetings for the general public were held in the Microplex during April, 2009 to present the findings, conclusions and recommendations of the planning effort. Combined attendance at these meetings at Cannon AFB and in Portales, Clovis, and Melrose was over 100 individuals who listened to the presentations, asked questions, and offered comments. The comments from the public meetings were relayed to the LGMO and incorporated into the final RGMP, as appropriate.

Findings and Recommendations

Based upon information from the Final Environmental Impact Statement (FEIS) for Cannon AFB's transition to AFSOC there could be up to 5,680 military and DoD Civilian workers assigned to the installation by 2012. During 2008, the installation advised the Team that 3,400 personnel were documented in Air Force plans and programs and this number was a good estimate to use for analysis at the low end. Almost a year later in 2009, Air Force planning and programming documents support a low end of approximately 4,700 personnel. However, the analysis in the RGMP remains valid because it was undertaken using a range from 3,400 to 5,700 personnel. To obtain more precise estimates along this continuum, the reader should interpolate within the 3,400 to 5,700 range.

Using these planning figures, the recommendations for each task area are summarized at the end of each chapter of the RGMP. More detailed discussion are provided in the Supplemental Materials. The most important recommendations (those identified by the LGMO as priority recommendations) are highlighted in the summary tables and included in this Executive Summary. Throughout this document, these recommendations are presented in **bold, italicized font**.

Overarching Recommendation

Most of DoD's growing installations have publically available RGMPs and detailed population growth timelines. Cannon AFB does not have detailed growth phasing because the installation is not designated as a Base Realignment and Closure (BRAC) action, and *there is no legally mandated deadline for completing the transition to AFSOC. Therefore, the population and mission changes at Cannon AFB are evolving in a less structured way than BRAC-designated growth communities.* Cannon AFB's changes will be based on Air Force budget challenges, acquisition of weapons systems and operational priorities. Additionally, Cannon AFB previously supported a slightly larger population when F-111 aircraft were assigned (late-

1970s to mid-1990s) than that forecast in the EIS; however, the demographics represented a higher proportion of officers and a generally older base population.

Therefore, AFSOC growth may increase the number of personnel comparable to the number during the F-111 period. This means that the Microplex will not immediately face a situation like the one at Fort Bliss, Texas, where the community will be severely stressed to support an installation population that is approximately 40% larger than it has ever been. This circumstance is a distinct advantage for the Microplex since the region has previously identified and dealt with many of the transition impacts and begun working on strategies or initiatives to address them. *The mission and population transitions at Cannon AFB serve more to establish a finite planning window for action than to create immediate, additional requirements.*

The RGMP indicates that the Microplex faces challenges in all task areas analyzed. A key to successfully managing the Cannon AFB impacts is consideration and pursuit of regional approaches and objectives. While the LGMO may not manage Cannon AFB growth impacts on the Microplex in the long-term, a similar entity is desirable to address the issues that may arise over the next few years. *Therefore, the following recommendation is the most important action and is critically important to the success of the overall growth management program.*

Recommendation: Establish a regional growth management organization

Based on experience in other growth communities, a dedicated professional staff is necessary to successfully manage the growth impacts from Cannon AFB's transition so that growth occurs in an orderly manner and in line with community visions. The Department of Defense (DoD) Office of Economic Adjustment (OEA) is the most likely source of funding to help establish this office. The Regional Growth Management Organization and staff would be responsible for fulltime oversight and

management of the RGMP and other growth issues that may arise.

Housing

The Microplex will need additional housing to support Cannon AFB growth, as well as the needs of other residents seeking affordable accommodations. *The recent changes to eligibility rules for the Homeowners Assistance Program (HAP) for military personnel may likely increase the demand for owner-occupied housing.* There are efforts underway in the Microplex to address housing needs, but the importance of this issue suggests it should be coordinated at a regional level. Coordination could integrate interests by local or out-of-area developers to help satisfy housing requirements. As noted in the foregoing, there is no mandated deadline for completing AFSOC's transition at Cannon AFB.

The transition is “evolving” and not occurring on a fixed “program timeline” like in other growth communities. Thus, Cannon AFB population change information is available only in increments as the Air Force refines its plans. Effectively satisfying the region's housing needs in such a fluid planning environment requires a focused and on-going effort by Microplex and Cannon AFB officials. LGMO priority recommendations are the following:

H1 Establish a housing task force

The first priority recommendation is to establish a Task Force of local and installation experts that can serve as a clearinghouse for housing-related information and activities for the Microplex. Task Force members should be appointed by elected officials and have significant knowledge of Microplex housing issues and housing production. In coordination with Cannon AFB, the Task Force could monitor demands and capacities, assist local government and Cannon AFB housing management and help to minimize housing availability gaps.

H2 Market local housing requirements to the builder and finance communities

Another priority recommendation is to market local housing requirements and opportunities to builders, developers, and banks, while at the same time continuing to work with OEA to address financing issues related to constructing speculative housing. This two-pronged approach is intended to ensure that key players in the housing delivery system are provided with up-to-date, accurate information about the housing situation in the Microplex.

H3 Begin discussions concerning 801 Housing disposition

The other priority is to begin formal discussions with owners of off-base Air Force leased housing about their disposition plans and strategies for the properties. The goal would be to ensure that this housing remains in the local housing inventory for residents, including the military.

Land Use

The importance of regional planning and cooperation is understood, and the LGMO has enhanced use of a regional perspective to leverage shared opportunities and address shared challenges. However, it is not known how the Microplex will organize itself and align land use policies to foster greater regional planning coordination in the future. To be effective, individual jurisdiction and regional planning must balance community economic opportunity, the population's quality of life and protection of Cannon AFB missions in order to realize the collective visions for the Microplex's future. The following are priority recommendations of the LGMO:

L1 Complete the Joint Land Use Study (JLUS)

The first priority recommendation is to complete the Joint Land Use Study (JLUS) for Cannon AFB and Melrose Range that recently was initiated by Curry County with support by OEA.

L2 Revise and coordinate planning, zoning and subdivision regulations to be consistent with regional growth management policies and objectives

A second priority recommendation is to ensure that the four jurisdictions are consistent in their intentions to manage regional growth. This will require a coordinated assessment of how current regulations can be made consistent with regional growth management policies and objectives.

L3 Adopt regional land use growth management goals and guidelines

Another priority identified by the LGMO is for the local jurisdictions to review and adopt the regional land use growth management goals and guidelines that are presented in the RGMP.

The land use task area also included a recommendation to implement local jurisdictions' Smart Growth plans and policies that are already part of their comprehensive plans. This will ensure that long range policies are consistent in the approach toward regional growth management.

Public and Private Utilities and Infrastructure

As in most communities, obtaining funding for infrastructure projects adversely impacts the ability of public utility providers to remain current with industry best practices and State standards in most utility categories. However, the Microplex has an even greater challenge – that is, to obtain additional sustainable water supplies for the community. With this in mind, priority recommendations of the LGMO are the following:

PU1 Continue to support the Ute Reservoir Water Project

The Ute Reservoir Project remains the highest priority for the region because it ensures a sustainable source of regional potable water. This is recognized by the Microplex and Cannon AFB as one of the most significant concerns related to

population growth. Additional supply sources are being pursued, but the costs may be significant and the planning horizon for success is not guaranteed. This suggests the wisdom of complementing efforts to secure additional water by conserving existing supplies by addressing water use and distribution system efficiency.

PU2 Continue development of a means to accept cheese plant wastewater

Another priority recommendation is to continue efforts to find a means to accept increased wastewater flow from industrial users in Portales, which will result in greater efficiency and increased revenue for the municipal wastewater system.

PU3 Investigate the potential to operate Cannon AFB utilities

A third priority recommendation is focused on DoD's intent to privatize many of its utility systems. If the Air Force decides to divest the Cannon AFB utility systems, there will be both challenges and opportunities for the Microplex and the local community should be prepared to address this possibility.

Although excluded from the scope of this project and not currently an issue, storm water drainage has created flooding problems in the past and may again become an issue with revised State regulations. Another RGMP public utilities recommendation is to continue to assess strategies to use reclaimed water for irrigation. This is particularly important in light of previous comments about water use and distribution system efficiency.

Transportation

Obtaining adequate funding for improvements to the regional transportation system (particularly surface and air transport) is a region-wide concern. Priority LGMO recommendations are summarized below:

T1 Support Clovis Municipal Airport improvements

The first priority is to support improvements to Clovis Municipal Airport that will enable improved commercial service to the Microplex. The Air Force analysis to establish the 27th Special Operations Wing included assessment of air transportation in the Microplex. It identified the capability and capacity of Clovis Municipal Airport as a significant issue. The airport has a five-year capital improvement program to improve facilities, extend the main runway and permit the airport to serve larger aircraft. Commercial flight user fees, Federal Aviation Administration (FAA), the State of New Mexico and City of Clovis are included as funding sources. If increased, Clovis Municipal Airport capability can be directly connected to Cannon AFB needs. OEA could potentially assist in securing additional funds from other Federal programs.

T2 Develop a regional comprehensive transportation plan

A second priority is to develop a regional transportation master plan. Microplex County roads have sufficient growth capacity to serve the projected population without a decline in level of service. However, the system will benefit from a system wide plan to identify and prioritize regional surface transportation improvements.

T3 Continue efforts in support of the Portales truck route/bypass

Another LGMO priority is continue efforts to plan, design, and construct a vehicle route around the City of Portales to reduce heavy vehicle traffic through downtown and other parts of the city. This would help to prolong the life span of pavements through the city as well as improve the quality of life within downtown Portales.

The other transportation recommendation focused on public transit. Both Clovis and Portales are currently designated as Rural Public Transit

Providers. If the population of Clovis and the immediate contiguous portions of Curry County increases to more than 50,000, the area could be designated an Urban Transit Provider, which would make additional funding available from the Federal Transit Administration. With this in mind, pursuit of an “urban” transportation provider designation to obtain access to additional funding sources is also recommended as the population approaches 50,000 residents.

Education

Educating the children of Federal workers is a statutory requirement – the only one associated with growth at Cannon AFB and education of their children is a major consideration for inbound military parents. Analysis indicates there is sufficient teacher, staff and administrator capacity to support the largest projected growth at the base. When the combined resources of the region’s communities and Cannon AFB are considered, there is access to quality opportunities for residents needing support for the entire range of curricula – pre-school, K-12, technical and undergraduate and graduate studies. The LGMO has identified the following priority recommendations:

E1 Construct a new middle school in the Clovis School District

The first priority recommendation (which also has been identified by the community) is to construct a new middle school in Clovis and to restructure the Clovis School District to move sixth graders to a 6–8th grade middle school model. This combined action is an important step toward improving education in the local community.

E2 Rezone Cannon AFB and the Cannon AFB Chavez Housing Area

Another recommendation is to rezone (from a school facilities perspective) the area around Cannon AFB and the Cannon AFB Chavez Housing Area. This recommendation was studied during the planning process and adopted by the Clovis School District.

E3 Support changes to the State Education Funding Formula

A third LGMO priority is to support changes in the State education funding formula. This recommendation has been adopted by the local districts; however was not approved during the 2009 Legislative Session and must be supported in 2010.

Other recommendations in the education task area include: developing an alliance with other DoD growth communities, and developing a standing education committee in the Microplex or within local communities to identify and address education issues as they arise.

While day care for infants, toddlers, and pre-school children is addressed in the education technical report in the Supporting Materials, it also impacts health and social services. Day care is adequate and growing to meet increased demand. Three new facilities opened in the last eighteen months and a new child care development center on base has been funded.

Health and Social Services

The health and social service impacts apply to all Microplex residents and, generally, do not result from only growth at Cannon AFB. The vast majority of healthcare providers in the Microplex participate in DoD's primary medical plan, TRICARE, for military members and families. However, there are issues associated with availability of specialist care and provider capacity to address specific health or behavioral issues in limited cases. Ongoing efforts by the medical community to recruit additional providers will benefit the entire Microplex, as well as Cannon AFB, and should be supported. Special attention should be given to needs in the mental health and orthopedics areas. There is a national shortage of mental health providers. The lack of behavioral health providers directly impacts support of an increasingly important aspect of military healthcare. The following are priority LGMO

recommendations in the health and social services task area:

HS1/2 Support continued recruitment of physicians and dental care providers

The first priority recommendation is for local hospitals to continue their efforts to recruit selected medical specialists needed to adequately serve the community at large. The highest priority specialties include: Psychiatry, Orthopedic Surgery, Oncology, Gastroenterology, and Urology. Another critical issue is recruiting and retaining dentists in the area that serve the Medicaid population. Both of these are regional priorities which should be pursued.

HS3 Support establishing a Microplex outpatient drug and alcohol treatment center

A second priority recommendation is to support the establishment of a Microplex outpatient drug and alcohol treatment center in Clovis or Portales. This support could take the form of establishing a representative area-wide group with members from Cannon AFB, the mental health care provider community, law enforcement officials, and public officials to identify funding requirements and sources, and work with elected officials to develop program details.

HS4 Create a mental health steering group to address mental health provider support in light of national shortage of specialists and resources

The LGMO supports the recommendation to establish a state-wide mental health unit in Clovis or Portales; supports State funding increases for practicing providers serving state-supported patients; supports increased Federal reimbursements to attract additional providers; and supports development of a coordination-of-care process for private, public and military patients. An increase in regional capacity to address these needs will benefit all Microplex communities.

Although not driven by Cannon AFB's growth, other recommendations in the health and social services task area include: supporting Curry County's efforts to obtain funds for expanded diabetes education and self management efforts, and development of a plan to address youth high risk behaviors.

The foregoing strategies require combinations of professional expertise, financial resources, and education and guidance to address the multiple challenges of providing high quality healthcare to the Microplex population.

Public Safety and Emergency Services

Issues of public safety and emergency services are linked and interdependent. Currently the regional municipalities and Cannon AFB work closely to secure public safety and share emergency resources to provide needed services. The medical capabilities and specialties available in Clovis (discussed previously) allow military personnel and their families to often obtain prompt access to specialized treatment and stabilization services not immediately available on the installation.

However, high-acuity medical cases require ground or air transport to Lubbock, Texas. The ability to access out-of-area facilities by air is positive; however, the need to rely upon them in life threatening or emergency circumstances is not ideal. One of the greatest challenges facing growth communities is properly anticipating and proactively responding to increasing needs in all areas of Public Safety and Emergency Services. Therefore, the LGMO supports the following priority recommendations:

PS1 Periodically evaluate and adjust emergency management/public safety staffing

The first priority recommendation is to institute an annual review of emergency management and public safety staffing to ensure that planning, coordination, grant application and management, and all other

duties and responsibilities that will likely result from growth at Cannon AFB and the surrounding communities are adequately covered.

PS2 Review medical emergency services to identify most effective ways to meet changing needs in the Microplex

The LGMO supports the recommendation to conduct a comprehensive review of the medical capabilities of the Clovis Medical Center, Roosevelt and Curry Counties and the Cannon AFB Clinic be discussed to identify the most effective way to meet the emerging needs of the Microplex. This review should include alternatives to transporting high-acuity medical cases outside the region.

PS3 Establish a Microplex working group of each jurisdiction and Cannon AFB to develop plans to address future needs

Another priority recommendation is to establish a Microplex Working Group with representatives from each jurisdiction and Cannon AFB to develop plans to address shared resources, equipment, training and staffing needs.

Other public safety and emergency services recommendations focus on the need to ensure resources, plans, programs, agreements, policies, procedures, organizations and emergency medical service practice areas remain current and optimized to support the region's needs. One recommendation suggests evaluation of the potential costs and benefits of creating a Microplex EMS Medical Director.

Economic and Fiscal Impact

The economic growth of the Microplex is steady, but heavily reliant on federal spending associated with Cannon AFB, historically the largest employer in the two-county region. Even though farming and ranching income is increasing and healthcare and education contribute significantly to the economic

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base, it is likely the region will continue to rely heavily on the installation's economic impact.

One key to increasing the economic base of communities hosting military installations is to coordinate economic diversification through attraction of industries that pay higher taxes and salaries. If a balance can be achieved, a positive result will be the expansion and diversification of the economy while still enjoying the economic benefits of Cannon AFB. The increasing DoD investment in the installation is positive, but the decreasing diversification of the Microplex economy is not.

The following are priority recommendations identified by the LGMO:

EF1 Expand regional educational achievement to enhance economic development

The first priority is to develop a community-wide campaign to both expand and improve regional educational achievement in the Microplex. This recommendation is critical because educational achievement directly supports the ability of communities to enhance economic development and prosper over the long term.

EF2 Identify local workforce skills that match needs of high-wage employers

Another high priority is to undertake a process to identify the factors that contribute to high-wage employment that draw upon the unique strengths of the local workforce. It is difficult to predict – in the case of the Microplex – what factors are likely to prompt an increase in market productivity. The lack of information about the demographic mix of incoming personnel at Cannon AFB makes a comprehensive assessment a significant challenge as well. Therefore, as more information becomes available, an examination of new employment skills should be a priority.

EF3 Apply for an OEA Economic Diversification Grant

OEA has a formal grant program to help communities protect themselves from potential economic declines based on Federal actions. The “Community Economic Adjustment Diversification Planning” Program can include support for such items as development of diversification studies; assessment of local economic strengths, weaknesses, opportunities and threats; enhancement of local economic development capacity to diversify local DoD dependencies; and outreach to local small businesses, workers, and other community interests. Further diversification of the Microplex's economy would also help achieve other important goals, such as increase regional employment numbers, occupational diversity and offer spousal employment opportunities for Cannon AFB families.

Other opportunities related to capitalizing on the Microplex's assets are vast quantities of land, excellent multimodal transportation capabilities/potential, attractive climate, availability of university and community colleges, expanding military infrastructure and potential to leverage unique recreational and tourism venues. Regardless of the source, increased business activity, employment or wages will translate into greater revenues for the Microplex's municipalities through tax benefits or spending patterns.

Other recommendations in the economic and fiscal impact task area include: enhancing educational achievement; leveraging workforce strengths; attracting high-wage companies; marketing recreational amenities highlighting the affordable cost of living and small-town values of the area; emphasizing curricular and extracurricular school activities; and participating in organizations that serve business investment consultants.

Quality of Life

Quality of life (QoL) is one of the most personal determinations people make about where they live – or may live. Normally, people exposed to different

regions and their social cultures understand QoL is something they contribute to creating, not something simply thrust upon them. Therefore, potential concerns about the QoL at an unknown location may be anchored more on what personnel and their families do not know about the region than what they do know. This underscores the importance to not treat QoL as a goal, but rather as a continual process of improvement that cannot be taken for granted or considered self-perpetuating. A Quality of Life Matrix was developed as part of the RGMP to focus attention on the many diverse “elements” of QoL.

To maximize their value of this exercise, the following priority recommendations are supported by the LGMO:

Q1 Review Quality of Life factors every three years

The first priority recommendation is for the Microplex to establish a commission, committee or panel to review selected QoL factors triennially. Reviews could be conducted more frequently, but the triennial basis allows, at least initially, for a time period allowing manageable and meaningful assessment and potential action. If determined beneficial, individual communities could establish their own organizations to mirror the Microplex’s that would address local conditions, issues and progress.

Q2 Inventory available resources and support in the Microplex

Another priority recommendation is for the Microplex to canvass its members, agencies and organizations to identify resources and sources available to pursue individual recommendations. Whatever the Microplex selects for its QoL review/assessment, determining the resources required and sources of support available to act on and monitor the selected recommendations is integral to QoL characteristics and perceptions.

Q3 Approach Quality of Life as regional responsibility

A third priority recommendation is to use the QoL Matrix as a starting point for beginning to think about QoL and add, delete or modify issues as deemed appropriate. Involvement and commitment are required at the individual, neighborhood, community and regional levels; and State and Federal support may be available, as well. Maintaining and enhancing the QoL within the Microplex will require identifying, securing and placing a number of building blocks from a wide range of agencies and organizations. Although much of QoL is perception, using solid, resilient building blocks throughout the region will be just as important to success as if QoL were a physical structure.

Another QoL recommendation is for the Microplex to reach out to other communities that have faced, or are facing, the goal of maximizing the quality of life for their residents. Representative potential partners include: OEA, the National Governors’ Association, International County and City Manager Association, Association of Defense Communities, etc.

Summary

The Microplex will be initially challenged by growth occurring at Cannon AFB and, perhaps, by the size of the final population. There are two key lessons learned reported by communities that have already experienced significant growth at their installations. *The first is the need to think and act regionally.* Uncoordinated actions soften the communities’ ability to focus on important issues, dilute scarce human and financial resources and inhibit access to various types of funding programs. Even in large communities, such as San Antonio, Texas, where there is significant growth localized in small areas of the greater metropolitan area, a regional approach is fundamental to their efforts. *The second lesson learned is the value of using the lessons learned by those who are further along in the growth process.* There are many communities

Executive Summary

that have already passed through the phases of DoD growth that are now facing the Microplex. Their experiences can be invaluable to the region as it partners with the Air Force to transition Cannon AFB to AFSOC.



1 - BACKGROUND



1.0 Background

1.1 Plan Organization

The Clovis-Portales Regional Growth Management Plan (RGMP), technical reports, and other information from the planning exercise are presented in two parts. The first part is the RGMP, which contains summaries of the task area analyses, background information, major findings, and recommendations. The second part is “Supporting Materials”, which contains the complete Technical Reports for each task area and other information compiled or used in RGMP development.

1.2 RGMP

The RGMP is organized as follows:

- Chapter 1 - introduces the project and places it – and its findings and recommendations – in an appropriate context. It describes the organization of the RGMP report and supporting documents, discusses the context for the RGMP, and summarizes the overall requirement for the RGMP. The chapter also summarizes the project approach and the Keystone International, Inc. team (“Keystone”, “Team”, or “Keystone Team”) composition presents information on personnel growth assumptions for Cannon AFB, and summarizes the 2005 Defense Base Realignment and Closure (BRAC) Commission actions that is impacting Cannon AFB.
- Chapter 2 - presents information, analysis, findings, and recommendations for the Physical Conditions Task Area. This includes housing, land use, public utilities and infrastructure, and transportation. For this and the chapters that follow, task area recommended actions are summarized in a table that includes the recommendation, timing, estimated cost, potential funding

sources, and appropriate remarks. There may be lower priority recommendations for consideration in the Supporting Materials. Programs, considerations, opportunities and issues specific to the military are identified and discussed by task area. More information about these items is included in Supporting Materials, Tab M.

- Chapter 3 - presents comparable information as is presented in Chapter 2 for the Community and Social Services Task Area, which includes education, health and social services, and public safety and emergency services.
- Chapter 4 - presents a summary of the analysis, findings, and recommendations for the Economic and Fiscal Impacts Task Area.
- Chapter 5 - presents the Quality of Life (QoL) analysis and recommendations.
- Appendices - includes: Appendix 1 - Acronyms and Terms, Appendix 2 - Aggregate Analysis of Survey Results,) Appendix 3 - Quality of Life Matrix, and Appendix 4 - Recommendation Summaries by task area.

1.3 Supporting Materials

The Supporting Materials is bound separately and includes key elements of task area analyses, additional military-specific context that applies to the task area and the major findings and recommendations from the related Technical Reports.

Supporting Materials contains the Technical Report for each task area and other supporting background. Each Technical Report includes the subject matter experts’ (SMEs’) reporting of evaluation approach, data collection, analysis, findings and recommendations. Discussion of industry best practices and rationale for specific recommendations is also included.

1.4 Location

The Cities of Clovis and Portales are located in eastern New Mexico, near the Texas border, as shown on Figure 1-1.

1.5 Planning Context

Planning the management of growth impacts from military activities presents communities with all of the challenges associated with non-military growth along with a number of very significant and unique challenges – and opportunities – only related to military activities. When regional population growth is combined with major DoD policy changes and transition of a base to a significantly different type of mission, the complexity of effectively managing growth implications expands. Difficulties in understanding and successfully managing individual and interrelated dynamics that result are highlighted in the following examples.

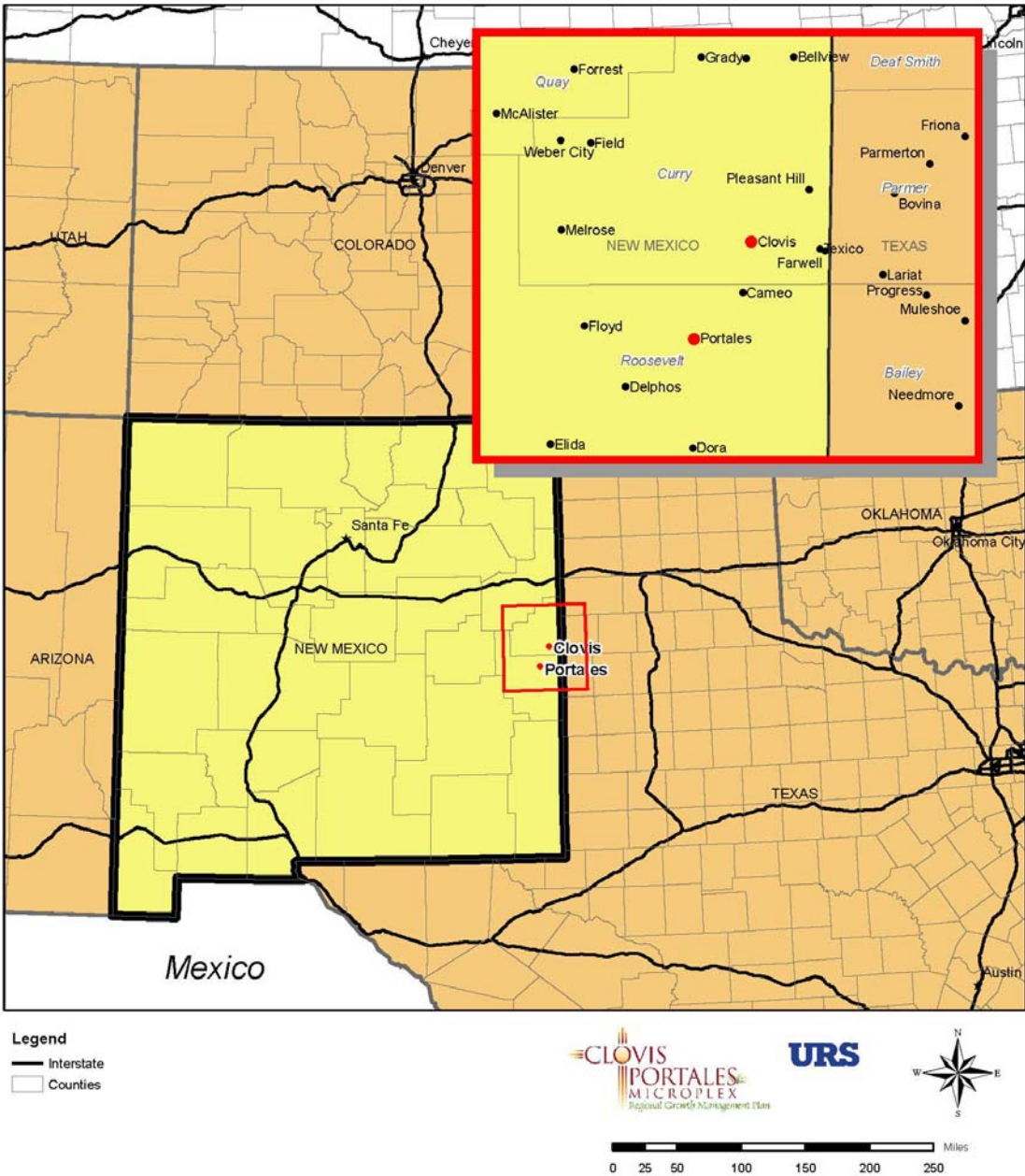
The most effective educational programs recognize, and can be tailored to support, a wide range of scholastic abilities possessed by military families. Tailoring support is essential to ensure military children are encouraged to pursue educational advancement, as well as remain competitive with their national peers. The need to manage needs' assessments, tailor instructional programs and allocate resources as a military population changes, presents special challenges to local school districts. The need to support the educational needs of the entire "military family" – children, spouses and military personnel seeking advanced degrees – is another longstanding priority.

Changes in DoD policy can introduce special challenges not normally faced when civilian workforces grow. For example, DoD's decision to rely on community housing for its personnel, rather than build on-base homes, is a policy change with significant impact. Recognizing that defense installations are generally adjacent to communities that can provide for personnel housing needs, DoD received Congressional approval to partner with

private industry for Military Housing Privatization Projects. These projects include a relatively small number of on-base housing units. The bulk of military personnel and their families are now expected to live in communities around the base. This policy change directly impacts Cannon AFB since there was a Military Housing Privatization Project ("Housing Project") in progress at the time DoD recommended base closure in 2005. At that time, the Housing Project was placed on hold and had to be revised when the base remained open with a different military force structure. In recent months, the Housing Project was restarted, but the delay means the growth in military personnel will take place during a time when the number of on-base housing units will decline and leases for housing in Clovis and Portales will expire.

Further complicating the transition challenge for Cannon AFB, is the change from an Air Combat Command (ACC) to an Air Force Special Operations Command (AFSOC) installation. Changing from one major command's operations to another's introduces a new professional military culture in addition to increases in population. In effect, the transition of Cannon AFB to AFSOC introduces a new branch of the Air Force to the region. AFSOC units have historically been located in areas unlike Eastern New Mexico, and there is no readily available network of colleagues who can offer personal experience about living and working in the area. This requires the Microplex to have a more aggressive outreach to determine the needs and desires of arriving personnel and their families. As part of the project, the Team worked with the Local Growth Management Organization (LGMO), Cannon AFB and AFSOC Headquarters to develop and distribute a survey for assigned and inbound personnel to gather needs, preferences and desires across the full breadth of the project's task areas. (See Supporting Materials, Tab K for the Survey and Responses.) The responses were used in task area analyses and development of recommendations to help address the general lack of familiarity with Cannon AFB and the Microplex.

Figure 1-1: Location Map



Finally, the transition is occurring on a time schedule that reduced personnel related to the departing ACC units faster than it increased personnel and mission activity related to arriving AFSOC forces. This resulted in a population and economic “bathtub” effect that presents additional challenges to community support services and businesses – particularly small businesses. The need for the Microplex to manage through this kind of local economic downturn in order to prosper in the long term has added difficult challenges not normally faced by other communities impacted by growth of nearby military missions. The lack of specificity about the rate of growth and ultimate population adds another variable that the Team has attempted to represent in its recommendations.

1.6 Need for Regional Growth Management Planning

Through 2013, construction of new facilities at Cannon AFB could add a significant number of non-DoD employees to the community. While they will not be long-term members of the community, the nearly 2,700 construction workers that will be needed between 2008 – 2013 will place demands on the community and its services.

The beddown of the 27th Special Operations Wing (SOW) will occur along with normal population growth in the Microplex. The Cannon AFB transition will take place as a part of other growth in the Microplex, and growth planning must consider the total impact on the community and not just the effects from Cannon AFB. Additionally, the total Cannon AFB growth will occur over a time period that has not been determined and results in population phasing are hard to predict.

Another unknown at this time will be the likely increase in contractor personnel directly supporting the growing 27th Special Operations Wing (SOW) mission capability, e.g., the beddown of Unmanned Aerial Vehicle (UAV) assets at Cannon AFB. Effective community management of both the near-term and long-term transition impacts will be

essential to successfully establishing AFSOC missions at Cannon AFB.

1.7 Planning Approach

Figure 1-2, Project Team Organization Chart depicts how the Team organized the study elements. The goal was to make the most efficient use of the Team’s experts, engage the community and maintain the integrity of individual tasks. This recognizes that the ten individual task areas are “discipline stovepipes” that must be fully assessed by experts with the appropriate professional experience. In addition, the organization of the tasks ensured the interactions from individual task areas were considered for how they impact other task areas. To formally ensure discipline experts of related task areas could coordinate their analyses, task areas were grouped by similar functions. This provided an efficient “look down” at the details of each discipline area and a first level “look across” in related areas for functional interdependencies.

Project findings were also coordinated by the Project Steering Group (“Steering Group”), which integrated the findings from different Task Areas so that the RGMP evolved on schedule and in focus. This provided formalized and systematic ways to identify interactions and implications needing additional analysis. The Steering Group worked to keep the community and installation engaged in the direction and project emphasis and connect policy to process to guide the Team.

Task Coordinators managed the efforts of individual Task Leads whose expertise were grouped into four functional categories. Each Task Coordinator was highly skilled in organizing and integrating the work of the Subject Matter Experts (SMEs). Their goal was to coordinate the work in his or her area of expertise. Together, the Task Coordinators helped identify overlapping activities and support development of an efficient and cohesive Plan.

Task Leads formed the core of the Project Team as SMEs with the technical background required to

fully research and analyze each task. Each Task Lead was assigned to a Task Area as depicted in Figure 1-2. Where the required knowledge and expertise demanded multiple SMEs, they coordinated their individual efforts to guarantee their collective result satisfied project requirements.

1.8 Public Outreach and Involvement

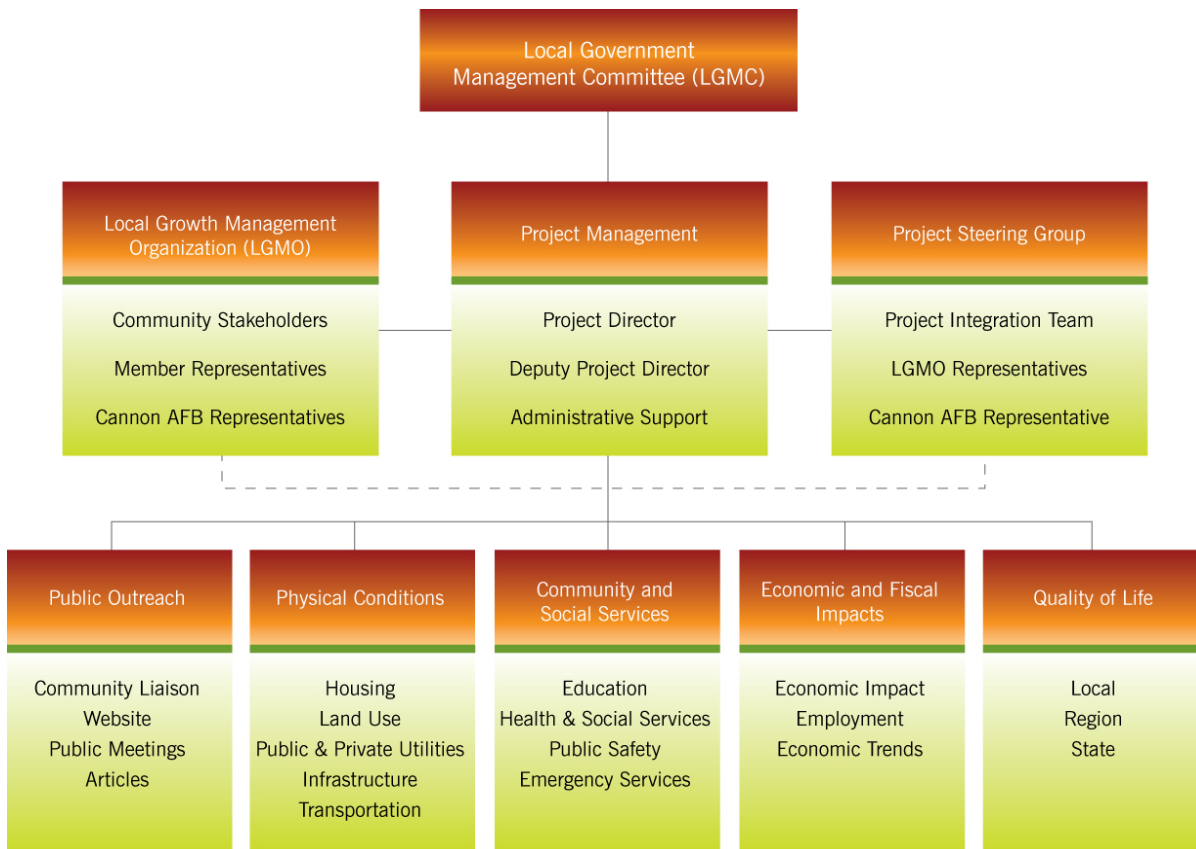
In efforts to prepare for the new mission at Cannon AFB, leadership in the Microplex responded by establishing a formal partnership with Curry and Roosevelt counties, the cities of Clovis and Portales and Cannon AFB. This partnership, the Local Growth Management Committee (LGMC), is comprised of elected officials from the cities of Clovis and Portales as well as the counties of Curry and Roosevelt. The LGMC, in an effort to engage all stakeholders, formed the Local Growth Management Organization (LGMO) to work with both the community and the subcontractor consultants. Members of the LGMO represented farmers and ranchers, local business leaders, representatives from local school districts, community facility and service providers, neighborhood organizations, and other non-governmental organizations. The LGMO met monthly and worked closely with consultants to address concerns from the Microplex and Cannon AFB.

An important part of the planning approach was the broader public participation process. In addition to the regularly scheduled meetings of the LGMO and LGMC, four meetings for the general public were held in the Microplex during April, 2009 to present the findings, conclusions and recommendations of the planning effort. Combined attendance at these meetings at Cannon AFB and in Portales, Clovis, and Melrose was over 100 individuals who listened to the presentations, asked questions, and offered comments. The comments from the public meetings were relayed to the LGMO and incorporated into the final RGMP, as appropriate. In addition, a wealth of information was also provided to the community through a project website developed as part of the public outreach program.



Photo 1-1 RGMP public meeting in Melrose

Figure 1-2: Project Team Organization Chart



1.9 Military Personnel Growth Assumptions

The analysis in this report uses estimated personnel impacts from two sources. The first is the “Air Force Special Operations Command (AFSOC) Assets Beddown at Cannon Air Force Base (AFB), New Mexico, Environmental Impact Statement (FEIS) – July 2007.” The FEIS is the only current and publically available source-document of the potential personnel growth at Cannon AFB. It estimates a maximum installation population of approximately 5,700 military, direct-hire DoD civilian and contractor personnel. As with all environmental impact studies, the assumptions are those that would result in the greatest possible environmental impact on the gaining location. However, as DoD and military service programs are developed, the size and timing of the expected

personnel increases often change and reduce the environmental impacts and/or change the timeframe in which they may be experienced. This circumstance has occurred with the implementation of Cannon AFB’s transition to AFSOC.

In order to provide the most consistent and useful analysis and recommendations to the LGMO, the report includes a “range of potential impacts.” The “upper possibility” uses the FEIS projections. The “lower possibility” is based on the estimate of growth provided by Cannon AFB leadership was approximately 3,400 in April 2008. This lower possibility number was increased to about 4,700 in March 2009.¹ Where the “lower possibility” is

¹ Source: 27th SOW Mission Support Commander, March 2009. This estimate is based on current programming documents. As of spring 2009, the actual number is lower.

considered to be the more realistic for planning purposes, it is clearly stated to avoid potential confusion in the analysis of those sections.

Because of the evolving nature of the AFSOC transition, local actions may need to be based on varying points in the range of impacts if the current Air Force program changes. In such case, the Microplex will need to reevaluate adopted recommendations to ensure actions taken will support the most current, projected population increases for the timeframe and planning horizon being considered.

1.10 Base Realignment and Closure (BRAC) Commission Actions

As part of the 2005 Defense BRAC process, the Air Force recommended closure of Cannon AFB. Based upon the defense mounted by community leaders, the BRAC Commission modified the DoD recommendation to permit deactivation of the 27th Fighter Wing and disbursement of its F-16 aircraft, but blocked the closure action. In its place the Commission directed the Secretary of Defense to seek a new mission for the installation and, only if a new mission could not be identified by December 31, 2009, could he close Cannon AFB using the BRAC statute. The specific language of the Commission's recommendation was:

Realign Cannon Air Force Base, NM, by disestablishing the 27th Fighter Wing and distributing its aircraft to meet the Primary Aircraft Authorization (PAA) requirements established by the Base Closure and Realignment recommendations of the Secretary of Defense, as amended by the Base Closure and Realignment Commission. After disestablishing the 27th Fighter Wing, the Air Force shall establish an enclave at Cannon Air Force Base that shall remain open until December 31, 2009 during which time the Secretary of Defense shall seek other newly-identified missions with all military services for possible assignment to Cannon Air Force Base, NM. If the Secretary designates a mission for Cannon Air Force Base during this

*period, the enclave would revert to the status appropriate for the designated mission. If the Secretary does not find a mission for Cannon Air Force Base by December 31, 2009, Cannon Air Force Base and the enclave shall be closed.*²

Following an aggressive effort to find a replacement mission, it was announced that Cannon AFB would be transferred from ACC to AFSOC – if the action could be completed in compliance with the National Environmental Policy Act of 1969 (NEPA) requirements. In August 2007, the Assistant Secretary of the Air Force for Installations, Environment and Logistics approved the environmental Record of Decision for the transfer and, on October 1, 2007, the 27th Fighter Wing (27th FW) became the 27th Special Operations Wing (27th SOW) and Cannon AFB formally became an AFSOC installation.

1.11 Major Findings and Recommendations

The following Chapters 2 through 5 are organized by the Task Areas depicted in Figure 1-2 and include summaries of the Findings and Recommendations from the individual Technical Reports (see Supporting Materials). Following the discussion of recommended actions is a table in each Task Area summarizing the recommendations, timing, estimated cost, potential funding sources and appropriate remarks. There may be lower priority recommendations for consideration in the Supporting Materials. Programs, considerations, opportunities and issues specific to the military are identified in the appropriate Task Area. More information about these items is included in Supporting Materials, Tab M.

The ideal planning scenario would permit a detailed evaluation of existing conditions and

² 2005 Defense Base Realignment and Closure Commission Report to the President, September 8, 2005; Vol. One, p. 144.

comparison to known growth requirements that are precise and fixed on an established timeline. Unfortunately, this is not the Microplex's situation. Because the installation's growth is not designated a BRAC action, there is no legally mandated deadline for completing the transition to AFSOC. Therefore, the growth at Cannon AFB is evolving in a less structured way based on budget funding availability, acquisition of weapons systems and operational priorities. The generalized growth predictions and timing available prevents planning with desired precision. Fortunately, Cannon AFB previously hosted a slightly larger population (F-111 mission) meaning the initial AFSOC growth can be absorbed as the Air Force refines its planning documents. It is important to note that the demographics of a special operations wing varies from a fighter wing in a higher proportion of officers and a slightly older base population.

The lack of precise plans and timing for the arrival of military personnel also limits the ability to anticipate other impacts of other types: need for contract or subcontractor workers, needs of small businesses, opportunities for new businesses, etc. In some areas, such as Housing, successfully dealing with these unknowns will require ongoing action by the Microplex to closely monitor Air Force plans and assess their impact on housing needs. There will be less significance to other Task Areas where existing capacity to absorb the growth is larger and the time required to react to increases and provide additional capability, if needed, is shorter.

Ensuring the RGMP is viewed in a proper context is important since there are significant differences between how communities can respond to military-induced, rather than civilian-induced growth impacts. There are numerous examples of growth management plans to support general community growth based on civilian-induced economic development; however, there are few plans supporting military-induced growth. Of those plans that are available, most use traditional growth planning models and practices and extrapolate

considerations to military installations, rather than develop analysis on the military growth implications and use that as an input to traditional planning approaches.



2 - PHYSICAL CONDITIONS



2.0 Physical Conditions

This chapter presents a summary of the Physical Conditions Task Area, which includes housing, land use, public utilities and infrastructure, and transportation. It focuses on factors which are especially relevant to regional growth planning as it relates to expansion of the military mission at Cannon AFB. Each section includes a description of study objectives, comments on the military-specific context, key findings, and recommendations. The complete Technical Reports for each of these Task Areas are included in Supporting Materials, Tab F.

2.1 Housing

A needs assessment was completed to help identify implications and potential changes required for housing based on changing base population and demographics. The results of the assessment were used to develop strategies and recommendations to accommodate regional growth and the installation's transition to an AFSOC mission. The goal was to develop recommendations to support an orderly beddown of incoming personnel and their families and successful fulfillment of their housing needs. The technical report for housing is in Supporting Materials, Tab F-5.

The LGMO identified the following specific objectives desired for the Housing Task:

1. Develop an estimate for time-series entry into the local housing market.
2. Determine the number/type of housing units required and home size requirements, mapped to time-series.
3. Identify preference for home ownership and rental and other requirements and expectations (location and amenities).
4. Determine the range of housing allowances (by rank and family members).
5. Identify the number and availability of existing housing units, on-base and in the

Microplex market by unit type, size, rental, and for sale and develop time-series.

6. Identify location and amenities for existing and projected housing units.
7. Identify cost range of existing and new rental market and home sales (federal and market).
8. Identify missing requirements that might be met by privatization or local market.

To address these objectives the Team reviewed available data for current housing, market trends and development plans from the four Microplex jurisdictions (Cities of Clovis and Portales and Curry and Roosevelt Counties) and Cannon AFB. The analysis was supported by a series of questions to the LGMO, a survey of AFSOC personnel and assumptions based on the FEIS and data provided by Cannon AFB. The questions to the LGMO were:

- What are the historical and current housing market conditions (number of housing units, owner/renter occupancy, average sales price, days on the market, units sold, active listings, housing unit type, rental pricing)?
- What is the historical and current construction activity and plans for new housing developments?
- What is the current base housing capacity, unit size and occupancy?
- What are the privatization plans and anticipated gaps in housing for both incoming military personnel and the Microplex communities?

Information compiled from LGMO and installation interviews and through the survey distributed to AFSOC personnel include:

- “Affordable” housing is a concern in the four jurisdictions; there is an unmet demand for housing priced in the \$90,000 – \$135,000 range.

- Multi-family/rental housing is needed in both Clovis and Portales; Portales demand is higher due to the high percentage of university-related housing needs.
- Home ownership in the four jurisdictions is currently priced similarly to rental pricing; owners occupy 51.5% of the market.
- DoD policy is for communities to satisfy housing needs to the maximum extent possible. (Supporting Materials, Tab M-2 for discussion of Housing Privatization Program and implications.)
- Cannon AFB projects that 2,700 military families and 1,100 unaccompanied military personnel will need housing.
- Cannon AFB will supply 1,034 housing units and 680 dormitory units by 2011 (the housing unit total is still in flux).
- There is insufficient information regarding the exact number of incoming personnel, military grade, housing preferences and timing of arrival to provide a precise, time-phased projection.
- There will always be unknowns about the military's plans, but that should not preclude planning and force reactionary solutions.

Key assumptions for the Housing analysis, include:

- Population growth in the Microplex will continue at approximately a 0.7% rate for the next five years (exclusive of incoming military personnel), per the Bureau of Business & Economic Research (BBER) at the University of New Mexico (UNM).
- Current Cannon AFB housing inventory includes 200 units of 801 housing in Clovis and 150 units of 801 housing in Portales, with leases to expire in 2012 and 2013. Exactly how these units may be used to satisfy Cannon AFB personnel's long-term housing needs cannot be determined at this time.



Photo 2-1 Chavez West 801 Housing in Clovis

- Cannon AFB's priority is to assign available base housing to arriving personnel and then consider use of 801 units.

As much precision was achieved as possible in the analysis, but this was limited in several areas. As noted in the foregoing, there is no mandated deadline for completing the transition to AFSOC. Since the growth at Cannon AFB is "evolving," rather than occurring on a fixed "program," only generalized growth predictions and timing are available and precise population projections linked to a credible timeline cannot be made.

2.1.1 Military-Specific Context

Unlike civilian employers, military personnel are paid a special Basic Allowance for Housing (BAH), are offered limited opportunity to live in government provided-or-secured housing,¹ and may be assisted in the sale of their homes at former assignments through the Homeowners Assistance Program (HAP). These programs may have important implications for how the military housing needs are met in the Microplex. The American Recovery and Reinvestment Act of 2009 should have a significant impact as it extends the benefits of the HAP program to personnel being assigned to Cannon

¹ Some personnel are required to live in government housing based on grade, longevity or mission essential status.

AFB.² (More information about these programs is included in Supporting Materials, Tabs M-1, 2 and 3, respectively.)

2.1.2 Findings

Current Real Estate and Market Conditions

Although the national housing market is currently experiencing an unprecedented downturn, conditions in the Microplex area are better than the national average. Average home sale prices continue to rise; sales volume is slightly lower and average days on the market slightly longer; however, these changes are insignificant when compared to national and regional conditions. The local market experienced an excess of homes for sale as the number of housing projects increased. The Clovis-Portales Microplex region is depicted in Fig 2-1.

Single Family Home Sales Pricing³

Using the 2007 sales data available at the time of this analysis, there were average sales prices for single family homes in Clovis of \$124,370, and \$91,609 in Portales. The average number of days on the market was 145 for both communities. New homes in Clovis were being built for an average of \$110 per square foot (not including land); in Portales the average was \$100 per square foot. Existing housing inventory (older homes) are selling at an average of \$85 - \$95 per square foot in both communities.



Photo 2-2 Newer single family home in Portales

Rental Pricing

As of November 2007, there were 52 active listings for rental properties in Clovis, most of which were for single family homes. There were no apartment or multi-family listings for rent in Portales. Apartment pricing in Clovis was slightly higher than rental prices for homes, ranging from \$295 to \$1,100. The Team was able to document at least 400 rental units (mostly apartments) available in Portales, with rents ranging from \$215 to \$1,250. About 20% are typically rented to Cannon AFB personnel, but this depends on the number of personnel assigned.



Photo 2-3 Rental apartments in Clovis

In November 2008, out of 1,583 units in management companies in Clovis, there were an estimated 69 units available for rent, including 25-30

² <http://appropriations.house.gov/pdf/PressSummary02-12-09.pdf>

³ Note that not all transactions are included in the Multiple Listing Service (MLS) database that was used for this analysis. It has been estimated that Portales home sales may exceed those shown in the MLS by 75%.

small, older one-bedroom units. Rents ranged from \$295 to \$1,100.

Extended Stay

There is some concern about the ability to accommodate temporary residents associated with Cannon AFB construction activities. A survey of existing hotel properties revealed an inventory of approximately 780 rooms, most with an average daily rate of \$50. Many properties are willing to offer discounted rates for an extended stay. Cannon AFB currently contracts with the Hampton Inn on Mabry and the Fairfield Inn on North Prince Street in Clovis for overflow from the temporary lodging facilities on the base. This generally serves the needs of official visitors.

Housing Quality

The most recent official data on housing quality available, the 2000 U.S. Census, showed that the housing stock in the Microplex was relatively old. The median owner-occupied unit was 31-years old in Clovis and 37-years old in Portales, while the median age for rental units was 33-years and 32-years in Clovis and Portales respectively. Anecdotally, the Team determined that some of the older ownership and rental units, as well as a portion of the extended stay housing, are not attractive housing options.



Photo 2-4 Existing neighborhood in Clovis

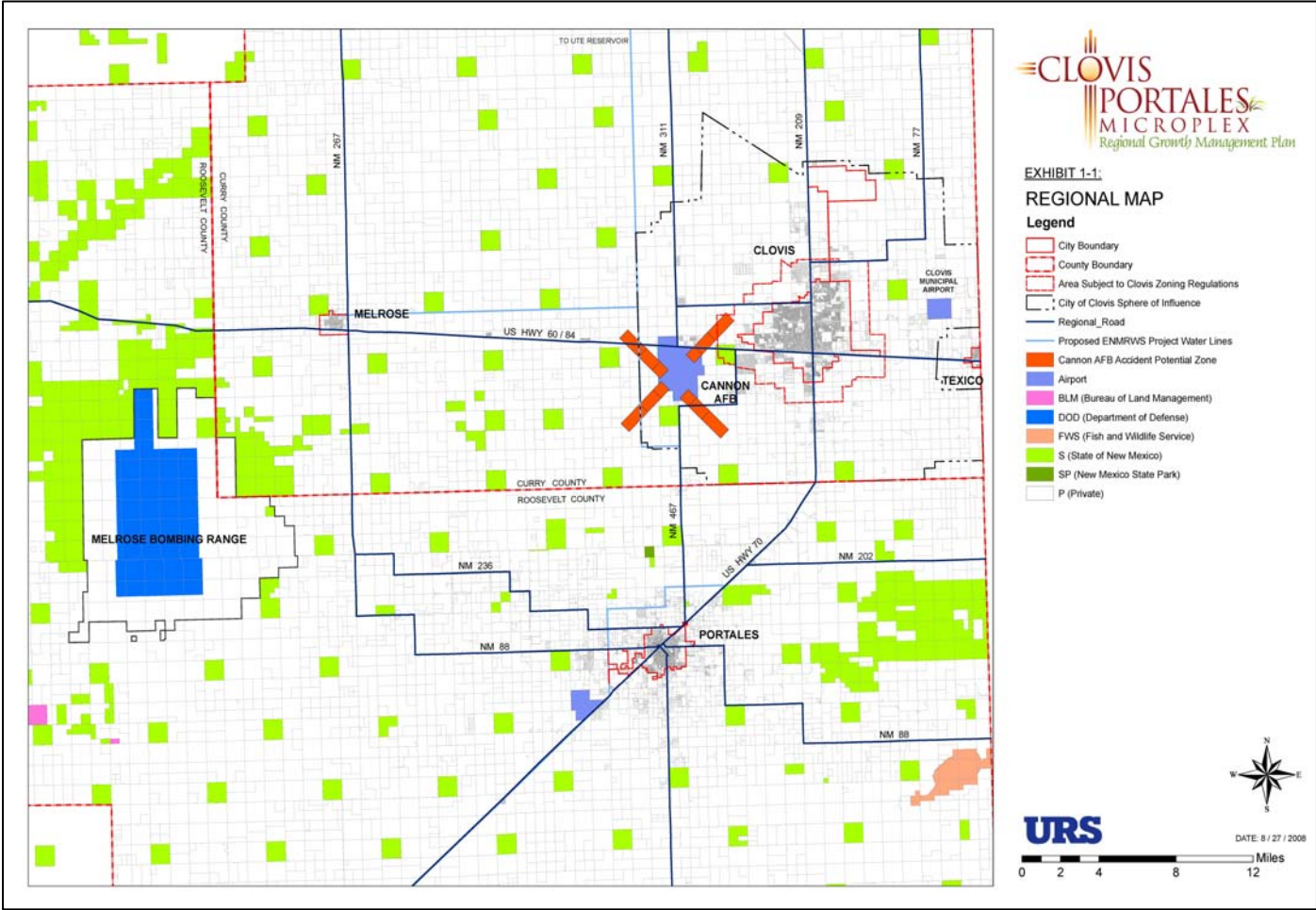
Construction Activity

From 2003 through 2007, an average of 172 building permits were issued per year in Clovis and the numbers historically match the pattern of home sales in the area. The majority of permits issued were for single family homes. In Portales, there was an average of 33 permits issued per year for the same period; 23% were for multi-family units. The majority of this building permit activity took place in 2006 for both communities. In the first sixth months of 2008, 191 residential permits were issued in Clovis, up from 98 for the same period of 2007. Another 22 permits were issued in July and August 2008.



Photo 2-5 New construction in Portales

Figure 2-1: Regional Map



Existing Market Conditions in Ft. Walton Beach, Florida

Since many of the personnel relocating to the Microplex will be from Hurlburt Field, the Team examined the existing conditions in Ft. Walton Beach to determine the potential impacts on the Microplex housing situation. The Ft. Walton Beach market has generally followed national trends. The number of sales began to slow in mid-2006, however, the sales price per square foot remained about the same. A comparison of relative pricing showed the Microplex housing market to be priced lower than Florida; however, local prices have risen to a similar level. It was thought that the depressed market for sales in Florida would threaten the ability of inbound personnel to purchase homes in New Mexico and could result in personnel leaving their families behind. Recently enacted tax benefits for home purchases and expansion of HAP eligibility to provide benefits to AFSOC personnel moving to Cannon AFB may mitigate those issues and increase the likelihood arriving personnel will bring their families and purchase homes. The HAP program is discussed in Supporting Materials, Tab M-3.

New Development

Most of the new homes being built in the Microplex are large, custom homes constructed by individual builders with most of this activity in Curry and Roosevelt Counties. One example is a 170-unit project (2½ - 3 acre parcels) that has been approved just outside of the Clovis city limits to the northeast. While most of the construction is in the outlying county areas, there are some custom homes being built in the City of Clovis. In addition to permanent housing, a new Holiday Inn Express on North Prince Street is serving Clovis.

The City of Portales is also experiencing new housing development. There is a 60-unit project under construction on the west side of town next to the existing Air Force 801 Housing complex. The project consists of single-family detached homes, ranging from 1,196 - 2,070 square feet with garages to sell for approximately \$100 per square foot. In an

effort to help guide development-to-need, the City is offering to donate land it owns in exchange for development of housing in the \$120,000 – \$200,000 price range.

In addition to single family housing, there continues to be a high demand for rental units, especially multi-family in the region. Several multi-family, rehabilitation and infill projects are taking place in Portales. Like the City of Portales' offer of land for "needed" development, Roosevelt County owns land near the University that it is willing to donate for the development of affordable units (\$90,000 – \$120,000).

Potential Development

The anticipated long-term market needs from the Cannon AFB transition has drawn the interest of a number of private developers. In addition, a number of local and regional builders and developers are paying attention to market needs throughout the Microplex. As of December 2008, a representative listing of some of the newly interested concerns includes:

- Pennell LLC. Travin Pennington of Pennell LLC in Arizona, in conjunction with Concordia Homes, has acquired 1,065 acres at the northwest corner of Llano Estacado and Martin Luther King in Clovis. He is also negotiating to acquire some additional land for commercial uses. Travin intends to build 150 to 250 multi-family units and 1600 to 2500 single family units, building 400 to 500 homes per year to meet perceived needs and at prices based on the military housing allowances.
- Southwind Capital LLC. William Newsome of Southwind Capital LLC in Kansas, in conjunction with First Management Inc. (contractors and property managers), hopes to create an apartment complex in Clovis. They state that units with amenities are expected to rent for about \$1.05 per square foot or roughly \$800 per month for a one-bedroom unit, \$1,050 for a two-bedroom unit, and \$1,300 for a three-bedroom unit.

- **Western Investment Property.** Western Investment already has 167 apartments in Clovis and intends to begin building another 700 apartments on 75 acres on West 21st Street by the end of 2008. Phase One will consist of 192 units (64 three-bedroom units at 1100 square feet and 128 two-bedroom units at 1000 square feet, each with 1 ¾ baths). They will be built as duplexes and triplexes with two covered parking spaces. Rents are expected to average \$.90 per square foot.
- **Roger Schuh.** Roger Schuh of California owns 31 acres in northeast Clovis and wishes to develop it as condos or zero-lot-line townhouses. The front 10 acres could be developed as apartments.
- **Portales Homes Supercenter.** This developer has constructed manufactured home subdivisions within Portales and south of the City in the County on larger lots. They are interested in doing another project within the Microplex to meet affordable housing needs. They could do a project of up to 200 units at a cost of \$38 to \$55 per square foot plus the cost of land; at their current capacity, they could build two units per week. Total costs are expected to fall in the \$80,000 to \$150,000 price range.

Cannon AFB

Cannon AFB currently has 1,582 units of family housing that consists of 1,232 on base units, 200 four-bedroom units of 801 Housing in Clovis and 150 (mix of 2, 3 and 4 bedroom) units of 801 Housing in Portales.⁴ Occupancy of these family housing assets is approximately 80%. There are currently 834 dormitory units on the base for unaccompanied personnel, but inadequate units are being demolished and the total will be reduced to 599. The number of on base housing units will also decline as plans to demolish 278 units are executed

⁴ Demolition and renovation of family housing units will cause the number of on base units to vary considerably.

and an additional 250 units are removed from inventory for asbestos cleanup. This will result in a temporary reduction to approximately 1,054 on base family housing units by the end of 2008 into 2009 for a total of 1,404 units including the 801 Housing. Although some of the units will be placed back in service for use in 2009 and 2010, the final number of family housing units on base is projected to be 1,034 by 2012.



Photo 2-6 801 Housing in Portales

Privatization

Housing privatization at Cannon AFB is delayed⁵. According to Cannon AFB officials, initiation of the Housing Privatization project will begin in 2010 with construction beginning in 2011 and should result in the 1,034 family units noted in the foregoing section. Until the leases expire, the 350 units of 801 Housing will also be available. While the 801 units may remain in the Microplex's housing inventory, its use to satisfy the long-term housing needs of the Air Force can neither be assumed nor dismissed. Discussions with the owners, the Housing Privatization Contractor (when selected) and Air Force Housing Program managers are necessary to determine the "possibilities" in order to

⁵ It is possible that the actual number of units may vary from currently planned to a lower number in response to budget realities and program decisions.

assess their relative costs and benefits to all stakeholders.

Incoming Military Personnel

Cannon AFB officials estimate a total population of over 4,600 personnel based on current programming documents. As of spring 2009, the actual number is significantly lower at about 3,000. Of these, approximately 1,054 military families and at least 612 unaccompanied personnel will be housed on-base.⁶ Those occupying civilian housing will receive BAH to offset their housing expenses. (BAH is discussed in Supporting Materials, Tab M-1)

The survey of AFSOC personnel was completed primarily by personnel at Hurlburt Field, FL – about 10% were received from personnel assigned to either Nellis AFB or Creech AFB in Las Vegas, NV. Key findings from the housing survey include:

- Demographics
 - ✓ 54% of respondents are married with children; 16% are married without children; 3% live with a significant other.
 - ✓ 24% of respondents are single or divorced without children; 3% are single with children.
 - ✓ The average household consists of 3.5 persons – 2.08 adults, 1.27 children under 18, and 0.15 dependent children over 18.
- Current Housing
 - ✓ 74% of respondents live off base
 - 58% own their homes – 63% would try to sell their home if assigned to Cannon AFB; 37% would try to rent them.
 - 42% rent.
 - ✓ 26% of respondents live on base.

- Housing Preferences
 - ✓ At Cannon AFB, 68% would prefer to live off base vs. 32% on base.
 - ✓ Of those who would not initially live on base, a slight majority would prefer purchasing to renting.
 - ✓ 56% of potential home buyers would like to purchase a home as soon as possible, 30% would like to buy within 1 year of relocation, and 14% within 1 to 3 years.
 - ✓ 88% of all respondents would prefer a single family home, 6% would prefer a townhouse or condominium, and 7% would prefer an apartment.
 - ✓ 42% would prefer 3 bedrooms, 38% would prefer 4 bedrooms, 16% would prefer fewer than 3 bedrooms, and 5% would prefer 5 or more bedrooms.
 - ✓ 55% would prefer 2 bathrooms, 20% would prefer 2.5, 12% would prefer 3, and 13% would prefer 1 or 1.5 bathrooms.
 - ✓ Of those wishing to purchase a home, values desired are: 39% ≤ \$135,000, 34% – \$135,000-\$180,000, 22% – \$180,000-\$250,000, and 5% > \$250,000.
 - ✓ Among renters, monthly rents desired are: 5% < \$350, 18% – \$350-\$550, 33% – \$550-\$750, 26% – \$750-\$1,000, and 18% > \$1,000.

Anticipated Housing Units Needed in the Microplex Area

As discussed in the foregoing, the RGMP was developed using a combination of population projections from the FEIS and from estimates provided by Cannon AFB officials. These are reflected in a “High Range” (FEIS projections) and “Low Range” (Cannon AFB leadership estimates) and are shown in Tables 2-4 and 2-5. Cannon AFB leaders projected 33% of personnel will purchase a home with the remaining 67% entering the rental market. Given the affordability of the area’s housing market, historical data that reflected that the majority of occupied housing was privately owned

⁶ Assumes 90% occupancy of 680 unaccompanied personnel units.

and results of the survey, and the expansion of the HAP program eligibility, home ownership may be more attractive than either estimated by the base leadership or reflected in the survey responses.

However, since the FEIS is the only programmatic estimate of the requirement and the survey responses are the best and most current planning estimate, Tables 2-1, 2-2, and 2-3 reflect the anticipated housing gaps. Table 2-1 was created using the 3,400 total personnel projected by Cannon AFB officials and calculating the “Families” and “Unaccompanied” demand using data from the

survey results. Table 2-2 used data from the FEIS. Table 2-3 breaks out “purchase” and “rental” desires using data from the survey for housing preferences.

Findings of the Housing study revealed that the City of Clovis has historically permitted new housing at an average of 173 per year for the past 10 years (average 33 per year in Portales). This is likely to increase significantly as a result of growth expected in the Microplex, particularly with the growing developer interest.

**Table 2-1
Estimated Microplex Housing Gap (Low Range)* (Housing Report Table 5-5A)**

Personnel		Accommodated Base + 801 Housing	Off Base Housing	Market Housing	Total Supply	Housing Gap
Families	2,550	1,034	1,028	285	2,347	203
Unaccompanied	850	599	143	65	807	43
Totals	3,400	1,633	1,171	350	3,154	246

**Table 2-2
Estimated Microplex Housing Gap FEIS (High Range)* (Housing Report Table 5-5B)**

Personnel		Accommodated Base + 801 Housing	Off Base Housing	Market Housing	Total Supply	Housing Gap
Families	4,260	1,034	1,028	285	2,347	1,913
Unaccompanied	1,420	599	143	65	807	613
Totals	5,680	1,633	1,171	350	3,154	2,526

**Sources: Cannon AFB, Association of Realtors Multiple Listings, 2008, and Cannon AFB input updated in April 2009.*

**Table 2-3
Housing Needed in 2014 – High Range^ (Housing Report Table 5-6)**

# Bedrooms	# Units Needed		# for Purchase	# for Rent
1	56	2.2%	29	27
2	273	10.8%	142	131
3	1,124	44.5%	584	540
4	957	37.9%	498	459
5+	116	4.6%	60	56
Totals	2,526	100%	1,313	1,213

Cannon AFB is in the process of reducing the number of on base housing units and the Air Force’s stated intent to not renew 801 housing leases will reduce inventory further by 2012 or 2013. While the disposition and future use of 801 units might influence local supply, under the High Range scenario there will still exist a housing gap – especially in the ≤ \$130,000 price point desired and considered as affordable housing in the Microplex. In summary, the housing assessment indicates a future "gap" of 2,526 units of housing in the Microplex to satisfy the High Range demands between 2008 – 2012. The gap under the Low Range scenario is 246 units, and it is quite possible that this gap may become a reality in summer 2009. However, these numbers are “end state analyses” and not a recommendation for developers to immediately start construction of new housing. A number of factors could influence how the projected demand may be met, such as the yet-to-be-determined phasing of incoming military personnel, rate of demolition or removal of existing base housing units from use, completion of the Housing Privatization Project and developer response.

2.1.3 Recommendations

Housing recommendations are summarized below and in Table 2-4.

H1 Establish a housing task force

Develop a task force to be the experts and clearinghouse for housing-related activities in the Microplex area. The Task Force members should be appointed by elected officials and should have significant knowledge of Microplex housing issues and details of housing production. Its purpose is to monitor demands and capacities, assist local government management and minimize the projected housing gaps, as well as assist implementation of adopted housing strategies. A detailed Housing Task Force Background/Strategy Paper was provided to the LGMO. A notional needs assessment tool was also provided as of possible value to the Housing Task Force. (Supporting Materials and Tabs L-1 and L-4, respectively. The

Assessment Tool is also included with the Supporting Materials as a Microsoft Excel © file.)

H2 Market local housing requirements to the builder and finance communities

Analysis of the upper projection of housing need indicates a potential gap for up to 2,526 more homes over the next five years. Recommend the LGMO or its assignee(s):

- Initiate conversations with local, regional and national home builders to encourage and promote the Microplex area.
- Hold an industry day for interested developers, realtors and landowners to familiarize them with the projected housing impacts/needs and community efforts to minimize impacts.
- Take a year-by-year approach to new housing development that includes:
 - ✓ Annual tracking of housing trends (vacancy, # units built, price point, rent/sale)
 - ✓ Annual monitoring of new projects and whether they meet some of the military community’s needs as well as those of the Microplex area.
 - ✓ Maintain regular discussions between Cannon AFB (and get any housing market studies from them), the LGMO, the real estate community and local builders.

H3 Begin discussions concerning 801 Housing disposition

Limited discussions with the owners of 801 Housing in Clovis and Portales found that neither currently have plans for disposition of their units or property at lease end. This housing stock may represent opportunities for the Microplex; therefore:

- the LGMO or its assignee(s) should begin discussions with the property owners to determine the disposition desired.
- the LGMO or its assignee(s) should begin to formulate a plan for inclusion of the 801

Housing in the solution for the regional “housing gap.”

- the City of Clovis, if appropriate, should work with the property owner to subdivide the Clovis 801 Housing units and expedite any necessary rezoning. This could be important since the Clovis units are not platted.

Table 2-4
Recommendation Summary – Housing Task Area

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks
H1 Develop a housing task force	I	N/A	Local and OEA funding, if needed. Community volunteer organization.
H2 Market requirements to builder and finance communities	N	\$10,000/year	Local and OEA.
H3 Begin discussions concerning 801 Housing disposition	I	N/A	In progress for 801 Housing located in Portales.

LGMO priority recommendations are indicated in **bold**.

2.2 Land Use

Land use was assessed in the Microplex jurisdictions and on Cannon AFB to evaluate current policies, regulations and use in the vicinity of Cannon AFB to understand which factors are compatible with the scope of the AFSOC mission expansion at the base.

The results of the assessment were used to develop strategies that support the continuing growth of the region based on both the changes at Cannon AFB and throughout the Microplex. However, it is important to note that the transition to an AFSOC mission will bring the numbers of military and support personnel back to the level of the mid-1990's. The land use requirements for a special operations mission differ from those of a fighter mission. With this in mind, it does not appear that land use and land availability represent a constraint for future growth in any of the communities or

counties. The technical report for Land Use is in Supporting Materials, Tab F-2.

The LGMO identified the following Land Use Task objectives for the study effort:

- Determine incompatible uses of land, air, water and other resources near the installation that could interfere with operations or mission requirements.
- Work with the LGMO to establish goals and guidelines for development that support smart growth principles.
- Identify areas best suited to accommodate growth based on those goals and guidelines.
- Identify areas that should be protected from any development.
- Identify actions that may be needed if development occurs in less desirable areas.

6. Identify needed improvements in current government structures responsible for implementing planning and zoning within the communities.
7. Identify methods for improved regional cooperation and coordination of growth and development policies and practices to ensure the orderly and planned growth of the region.

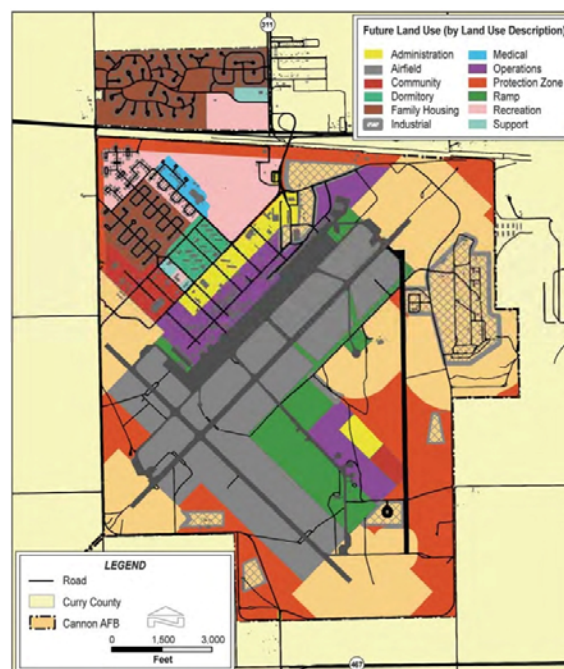
To accomplish these objectives, the Team analyzed current land use trends, planning jurisdictions' comprehensive plans, zoning codes and subdivision regulations to identify conflicts with approaches to regional growth planning and recommend ways to address these conflicts. The Team also distributed a questionnaire and conducted interviews with personnel responsible for land use planning that yielded useful information about current regional growth issues and concerns of different stakeholders. Following is a brief synthesis of information from the interviews and questionnaires.

- Unplanned growth has caused unanticipated pressure on public resources and existing regulatory powers.
- The absence of zoning regulations surrounding Cannon AFB and the Melrose Air Force Range and lack of inter-jurisdictional coordination of land use decisions may inhibit effective regional growth planning.
- There is a common understanding in the region that development should occur where infrastructure exists or is planned (an important tenet of “Smart Growth”). Frequently, however, land use decisions allow unplanned growth on the fringes of the communities, which occurs at the expense of infill development, requires additional public investment, and diminishes the attractiveness of the communities as places to live and work.
- The timing and magnitude of AFSOC mission growth cannot be predicted with precision. As a result, the community should promote sound, long-range planning solutions that serve both the civilian and military communities.

- Land use decisions within the different jurisdictions must be made from the perspective of the entire region.
- Quality of life is a very important concern related to land use – community appearance can be directly related to appropriate development regulations and their enforcement. Other quality of life issues (such as parks, trails, open space and public amenities) are critically important to individual communities and the region as a whole.
- Lack of enforcement of existing regulations has contributed to blighted conditions as well as distrust between the jurisdictions.

The Team also reviewed the recently completed FEIS to assess information available from land uses at Cannon AFB and the Melrose Air Force Range that is related to local development plans, policies and regulations. The Cannon AFB land Use Plan is shown on Figure 2-2.

Figure 2-2 Cannon AFB Land Use Plan



2.2.1 Military-Specific Context

There are two military-specific considerations that apply to this section of the RGMP – Enhanced Use Lease (EUL) and Joint Land Use Study (JLUS). Enhanced Use Leasing could be employed to increase cost-efficiency of the installation, if desired. A JLUS project is in progress to analyze existing land uses around the installation and planning policies in place to address future land uses. The goal of the JLUS is to prevent future mission-encroachment caused by incompatible land uses around Cannon AFB. (More information about these programs is included in Supporting Materials, Tabs 4 and 5.)

2.2.2 Findings

Regional Coordination and Cooperation

The four jurisdictions in the Clovis-Portales Microplex are in agreement that coordination and cooperation are essential for successful growth planning and management. The four comprehensive plans share a common philosophy toward regional planning that can be summarized in the following plan implementation recommendations:

- Coordinate extra-territorial planning.
- Joint review of development within spheres of influence.
- Develop/coordinate municipal annexation policies.
- Coordinate/standardize county/municipal zoning and subdivision regulations.
- Study feasibility of establishing county-wide zoning.
- Develop integrated trail systems between county and city.
- Improve appearance of major transportation corridors and urban/rural boundaries of Clovis and Portales.

Prior to the creation of the LGMO, there was no single organization responsible for coordination between Clovis, Portales, Curry County and Roosevelt County. The LGMO has been able to

foster a regional perspective to growth issues. After the completion of the RGMP, regional growth management discussions should continue, and should include monitoring the implementation of the RGMP recommendations.



Photo 2-7 Community entry sign and gateway treatment

Quality of Life

While quality of life issues are addressed as an individual task area, it is important to understand the relationship between quality of life and land use. For example, ample parks and open space are important contributors to quality of life. One of the ways a community can achieve these is through long-range planning and creation of up-to-date development regulations that require that trails, parks and open space be provided in new housing areas. Areas in which quality of life can be improved through the implementation of land use policies and enforcement of regulations include:

- Landscaping along major public rights-of-way
- Well-developed and maintained parks and open spaces
- Community-wide trail systems
- Attractive and commercially vibrant downtown
- Attractive entrance “gateways” along major entrance routes to the community
- Redevelopment of vacant and undeveloped areas



Photo 2-8 Clovis Municipal Park

- Refurbishment of deteriorated structures
- Attractive signs in the public right-of-way



Photo 2-9 Downtown Clovis



Photo 2-10 Downtown Portales

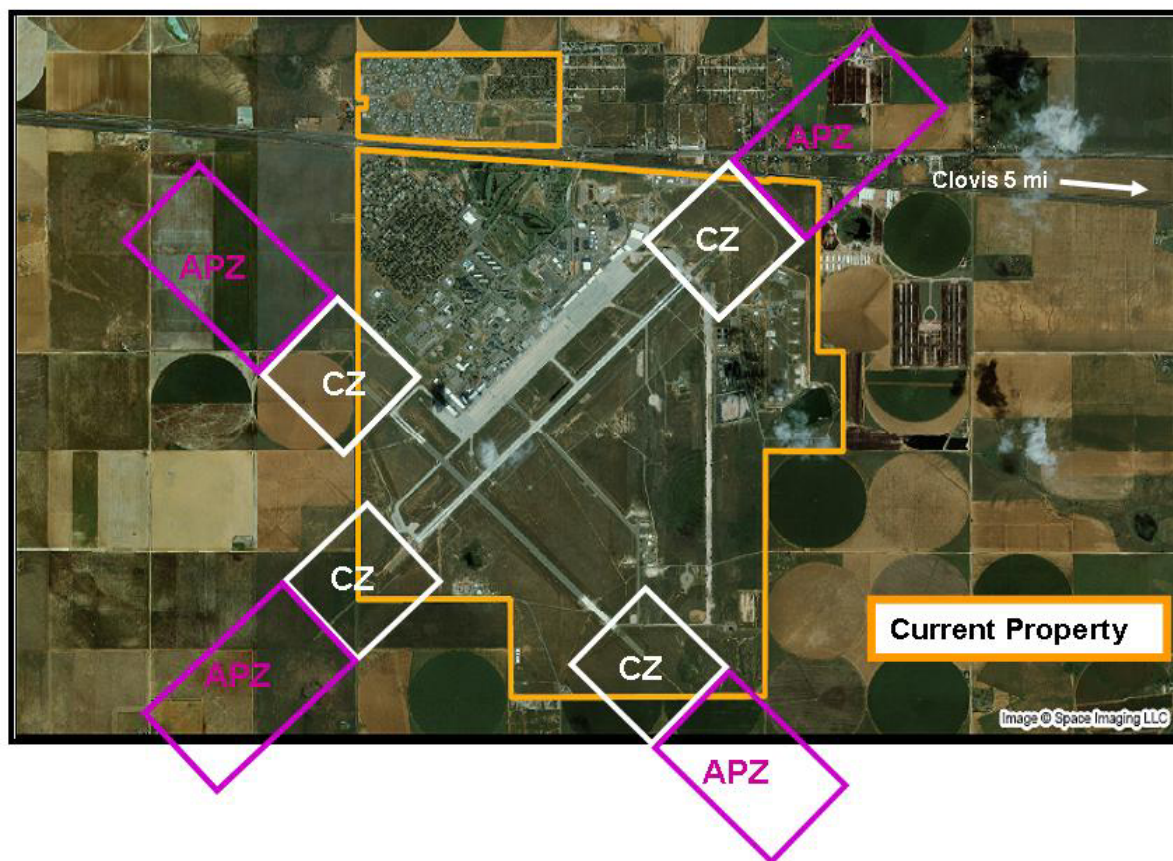
Encroachment and Land Use Compatibility

Even though the majority of land use around Cannon AFB and Melrose Air Force Range is undeveloped agriculture, encroachment and incompatible land use are always installation concerns. Figure 2-3 shows runway Clear Zones and Accident Potential Zones at Cannon AFB.

Based upon the Clear Zones, Accident Potential Zones, installation boundaries, and surrounding land use, the 27th SOW expressed the following concerns:

- Lack of Control of Clear Zones and Accident Potential Zones – These are not on USAF-owned or leased property and Cannon AFB has no control over land use in these sensitive areas (see graphic). While Cannon has some easements that provide a degree of control, the base must rely on the community honoring Air Force concerns expressed during land use discussions related to these zones.

Figure 2-3: Cannon AFB Clear Zones and Accident Potential Zones



- Airspace Corridor between Cannon AFB and Melrose Air Force Range – There are no current restrictions to civilian use of the airspace between the base and range. However, when the desired airspace corridor is designated, some level of restriction will be required to permit safe “mission profile operations” by C-130 aircraft and Cannon AFB’s Unmanned Aerial Vehicles (UAVs) without requirement for manned “chase planes” that are needed when operating UAVs in unrestricted, national airspace. Without the ability to create and use an airspace corridor between Cannon AFB and the Melrose Air Force Range, the ability to conduct effective, efficient and mission-profile training will be degraded.
- Potential obstructions in the vicinity of Cannon AFB – The energy boom in the area and interest in alternative energy sources has resulted in potential for construction of wind generators (which can be up to 350 feet high). Depending upon location and physical characteristics, wind generators in the region might conflict with aircraft operations and airspace management.
- Lack of Zoning Controls – The lack of zoning that would restrict the type and size of facilities built around Cannon AFB and Melrose Air Force Range is a concern.
- Need for a Joint Land Use Study (JLUS) – A current JLUS is important for host communities and its installations. It is used to help protect military missions from encroachment. This is particularly important when installation missions change – as is the

case at Cannon AFB. (JLUS is discussed in Supporting Materials, Tab M-5.)

- Use of the DoD Readiness and Environmental Protection Initiative (REPI)⁷ – DoD operates this program and it may be useful at Cannon AFB to help mitigate actual or perceived encroachment. REPI provides funding to implement partnering projects with the purpose of relieving encroachment pressures on training, testing, and support operations at U.S. military bases – from either incompatible development or loss of natural habitat.

Smart Growth

Quality growth strategies allow for continued growth while preserving the existing qualities that make a community attractive in the first place.

Like many communities, the Microplex communities actively work to follow Smart Growth principles⁸, which are:

1. Create a range of housing opportunities and choices.
2. Create walkable neighborhoods.
3. Encourage community and stakeholder collaboration.
4. Foster distinctive, attractive communities with a strong sense of place.
5. Make development decisions predictable, fair and cost effective.
6. Mix land uses.
7. Preserve open space, farmland, natural beauty and critical environmental area.
8. Provide a variety of transportation choices.

9. Strengthen and direct development towards existing communities.

10. Take advantage of compact building design.

Clovis, Portales, and Curry County have recently (2006 – 2007) adopted new comprehensive plans and Roosevelt County updated its plan in 2002. All include some level of development standards in their subdivision regulations. However, only the cities have adopted zoning codes that regulate where particular uses can be located. (There is discussion about using city zoning regulations in some areas of the counties.) In our review of these documents, we found commonalities among the jurisdictions that can be capitalized upon.

Comprehensive Land Use Planning

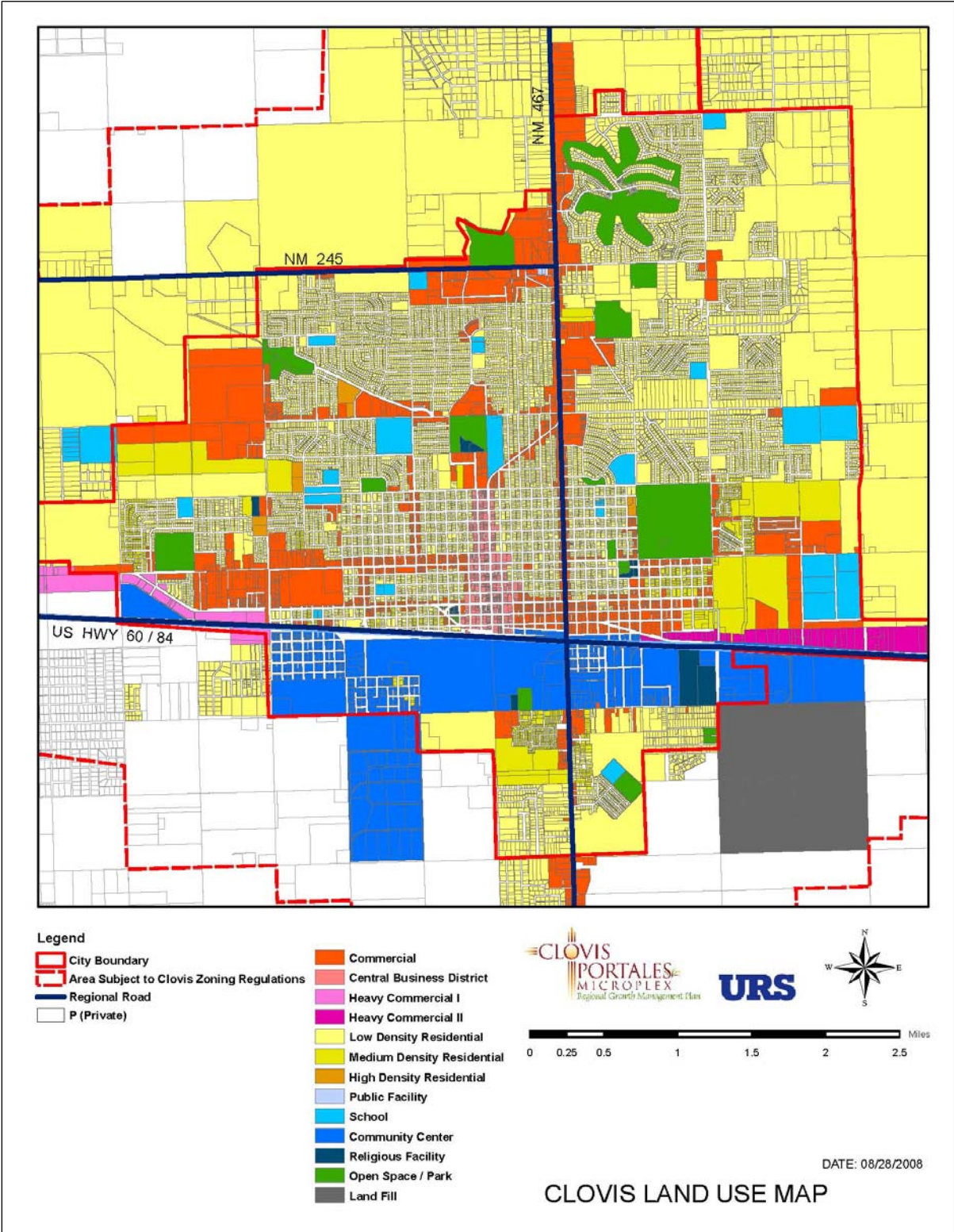
The review of the policies in the four comprehensive plans identified the following policies that can help the region achieve coordinated and quality growth. The Land Use Maps for the Cities of Clovis and Portales are shown on Figures 2-4 and 2-5.

- Military installations, higher education institutions, and agriculture are important assets that need to be protected and supported for future prosperity.
- The individual municipalities are actively pursuing revenue-generating development in a small market.
- The quality of life for residents, prospective businesses, the military and tourists is noticeably damaged by the appearance of development along the entryways.
- Affordable housing that meets jurisdiction standards should be available for everyone in the community, and local government has a role in achieving this.

⁷ The Thin Green Line, An Assessment of DoD's Readiness and Environmental Protection Initiative to Buffer Installation Encroachment, Beth E. Lachman, Anny Wong, Susan A. Resetar, prepared for the Office of the Secretary of Defense by RAND National Defense Research Institute, 2007.

⁸ Smart Growth Network website, http://www.epa.gov/smartgrowth/sg_network.htm

Figure 2-4: Clovis Land Use Map



- Zoning and land use decisions in any of the municipalities cannot be made without consideration of effects on others.
- Development should occur only where infrastructure exists or is planned.
- Storm water drainage is a critical issue that has created problems in the past.
- Conserving existing water and providing additional water supply is a regional issue.
- The communities agree that safe and accessible recreational opportunities create current and future benefits.
- There is a long list of transportation projects that need to occur – the cities and Cannon AFB support expanding public transit throughout the region.

Zoning and Subdivision Regulations

Given these common quality growth goals, the Team reviewed the zoning and subdivision documents of the four jurisdictions to identify possible conflicts, missing sections, and ways that they might be amended to achieve better regional growth planning and development. The zoning analysis identified:

- City zoning and subdivision regulations make it less expensive to develop on the rural fringe and more expensive for planned developments that offer greater flexibility than conventional zoning.
- The residential zoning district standards do not reflect the type of development desired in each distinct transition area from rural edge to urban.
- The zoning districts in the urban areas are more concerned with separating uses than the form of development and related amenities – such as street trees, curbs, gutters, pedestrian usability, etc.

- The regulations do not do enough to protect the view of night skies (“dark skies”) and big sky daytime views from buildings.
- Long-term community objectives should be incorporated into subdivision and zoning regulations to ensure goals are met.
- The street standards do not address improvements to create an attractive environment where people will want to work and live, such as requiring sidewalks, bike lanes and street trees at the time of subdivision.

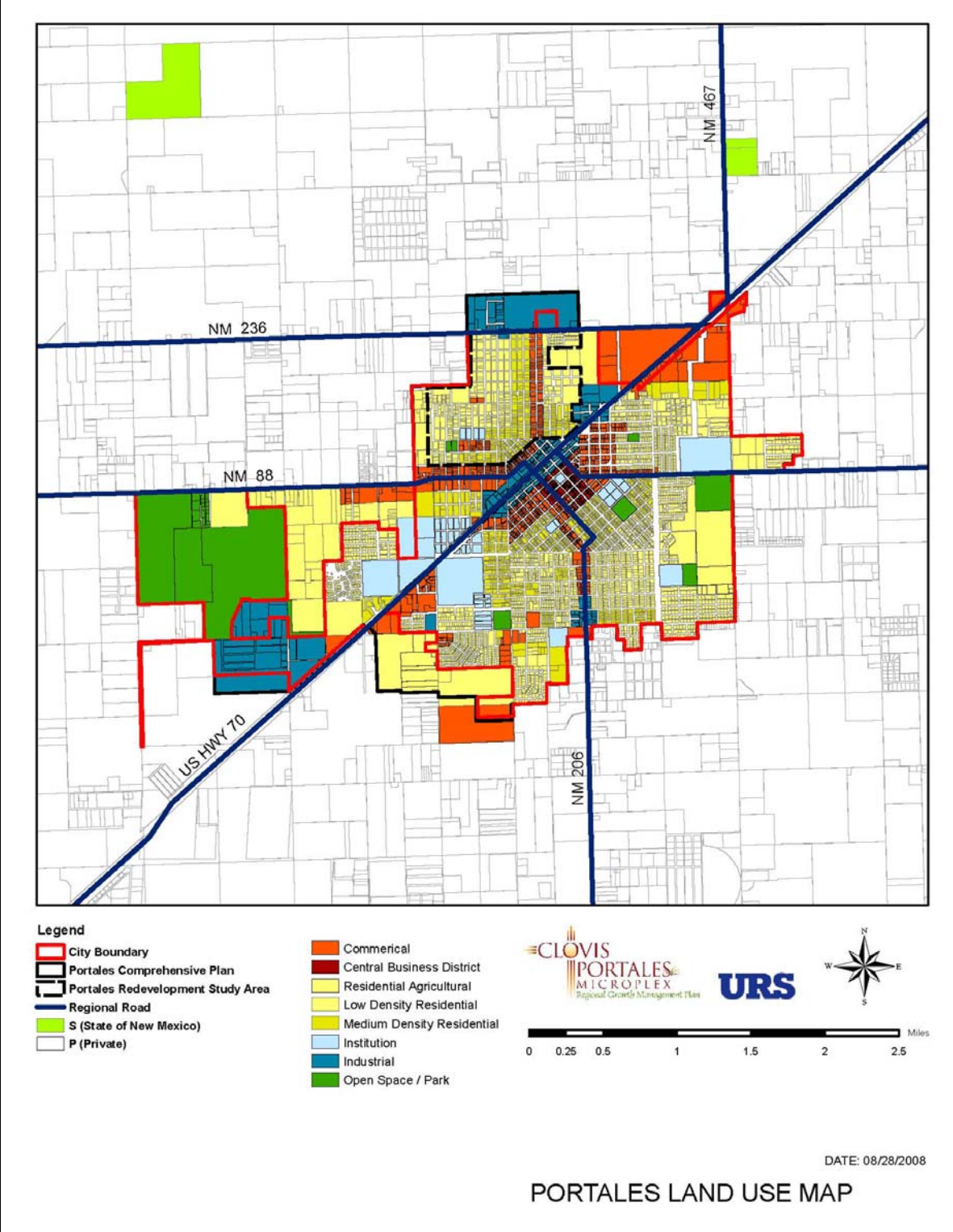
2.2.3 Recommendations

It is particularly important to emphasize the overarching recommendation mentioned in the Executive Summary to create a Regional Growth Management Organization. This is especially important to the land use task area, but also applies across all other task areas. Land use recommendations are summarized below and in Table 2-5:

L1 Complete the Joint Land Use Study (JLUS)

The Team recommends that the JLUS to identify potential issues related to aircraft operations at Cannon AFB and the Melrose Air Force Range be completed (it is currently underway by Curry County with support by OEA). The JLUS should also identify measures to protect these resources from mission encroachment, while enabling compatible surrounding property uses.

Figure 2-5: Portales Land Use Map



L2 *Revise and coordinate planning, zoning and subdivision regulations to be consistent with regional growth management policies and objectives*

There are critical pieces of pursuing smart growth principles that may be missing even though the four municipalities are consistent in their good intentions to manage regional growth. It was often the case that the comprehensive plans and joint action plans included good direction, whereas implementation mechanisms were not found in the regulatory documents. The Team recommends that related land use regulations be revised and updated to be consistent with regional growth management policies and objectives.

L3 *Adopt regional land use growth management goals and guidelines*

The Team recommends that the LGMO or its successor organization, as well as the related jurisdictions (Curry and Roosevelt Counties, and the Cities of Clovis and Portales) are encouraged to consider the following Regional Land Use Growth Management Goals and Guidelines:

- Extra-territorial planning - Coordinate extra-territorial planning between the City of Portales and Roosevelt County and between the City of Clovis and Curry County.
- Joint development review - Provide joint review of development proposals by the respective city and county within spheres of influence or future annexation areas.
- Coordinate annexation policies - Develop and/or coordinate municipal annexation policies between the respective city and county.
- Standardize zoning and subdivision regulations - Coordinate and/or standardize county and municipal zoning and subdivision regulations.
- County-wide zoning - Study the feasibility of establishing county-wide zoning for Curry

County and the City of Clovis and for the City of Portales and Roosevelt County.

- Trails and connections - Develop integrated trail systems and connections between the respective cities and counties.
- Corridors and fringe areas - Improve the appearance of major transportation corridors (US 70 and US 60/84) and the urban/rural boundaries of Clovis and Portales.
- Transportation improvements - Plan transportation improvements to meet current needs, accommodate future trends, and provide transportation solutions using multiple modes.
- Environmental conservation - Conserve air, water, and agricultural assets, sensitive resources, and strategic open spaces in the region, especially around Cannon AFB.
- Housing options - Provide housing options for a range of family and income types in the region.
- Jobs housing balance - Provide a sustainable balance of jobs and housing in the region, while encouraging healthy competition for revenue between the communities.
- Community boundaries - Preserve distinct boundaries between communities in order to maintain community character, open space, and foster pride.
- Existing comprehensive plans - Follow the Smart Growth principles and other guidance provided in the Clovis, Portales, Curry County, and Roosevelt County Comprehensive Plans.

L4 *Implement local jurisdictions' smart growth plans and policies*

All have adopted comprehensive plans which include elements in support of Smart Growth. Each of these plans also includes specific implementation recommendations and action plans. Each community should review the action plans on an annual or more frequent basis, and chart the progress in meeting the objectives.

Table 2-5
Recommendation Summary – Land Use Task Area

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks	
L1	Complete the Joint Land Use Study (JLUS)	N	\$80,000 - \$160,000	OEA with Local 10% match. Project underway by Curry County.
L2	Revise and coordinate planning, zoning and subdivision regulations to be consistent with regional growth management policies and objectives	N	\$25,000 - \$50,000	Local and OEA.
L3	Adopt regional land use growth management goals and guidelines	N	N/A	Local and OEA.
L4	Implement local jurisdictions' smart growth plans and policies	N	N/A	Local and OEA.

LGMO priority recommendations are indicated in **bold**.

2.3 Public and Private Utilities and Infrastructure

Utility services, their infrastructure and locations are an essential factor in successful community and regional functioning. The Microplex requires service by a wide array of public and private systems, such as communications (telephone and broadband internet access) and utilities (water, wastewater, solid waste, natural gas, and electric service). All will experience demand changes as growth takes place at Cannon AFB. The Team assessed the existing conditions and expected needs of these public and private utility systems and their infrastructure. The technical report for Public and Private Utilities and Infrastructure is in Supporting Materials, Tab F-4.

The LGMO identified the following Public and Private Utilities and Infrastructure Task Objectives for the Keystone Team effort:

1. Assess current and projected needs for communications (telephone and broadband internet access) and utilities (water, wastewater, solid waste, natural gas, and electric service).

2. Compare current and projected needs to current and planned capacities.
3. Identify improvements and additions needed to meet the projected community growth.
4. Include cost estimates and potential funding sources for needed improvements.
5. Discuss the need for a sustainable water supply and projects identified to meet a growing demand including water reuse programs.

To accomplish these objectives, the Team collected information solicited in questionnaires, followed up with personal/telephone contact, and conducted a “utilities workshop” to present the Team’s initial findings and receive stakeholder feedback.

The questionnaires distributed to the various utilities yielded the following information about current utility conditions and concerns:

- The public utility providers have trouble keeping up with industry best practices and state standards related to electric, wastewater and storm water utilities due in large part to an insufficient funding stream.

- Water is the top growth management concern for Microplex municipalities and Cannon AFB.
- Conserving existing and providing additional water supply is a regional issue that must be addressed.
- Storm water drainage is a critical issue that has created flooding problems and will soon become more critical with revised State regulations.
- Development should occur where utility infrastructure exists or is planned.

Comparison of existing utility and infrastructure conditions with expected growth at Cannon AFB allowed the Team to make recommendations on needed utility improvements and/or increases in capacity and locations.

2.3.1 Military-Specific Context

There are five programs that may affect Cannon AFB sometime during the time AFSOC increases its population at Cannon AFB. It is worthwhile for community leaders to be aware of these programs since they focus on opportunities for Cannon AFB to become more cost efficient through local actions: Air Force efforts to privatize services, reduce operating costs, reduce land facilities, or help fund improvements to roads are considered critical to the Air Force. The programs are: “Monterey, CA, Model,” “DoD Utilities Privatization,” “20/20 by 2020 Program,” “Shrink from Within Initiative,” and “Defense Access Roads (DAR) Program.” (More information about these programs is included in Supporting Materials, Tabs 6, 7, 8, 9 and 10, respectively.)

Although the current, senior Air Force leadership is taking a “wait and see the results” attitude toward several programs being evaluated by the other Services, Air Force program managers admit that budget pressures will probably soon result in greater acceptance of risks associated with new ideas and less insistence on proven outcomes.

2.3.2 Findings

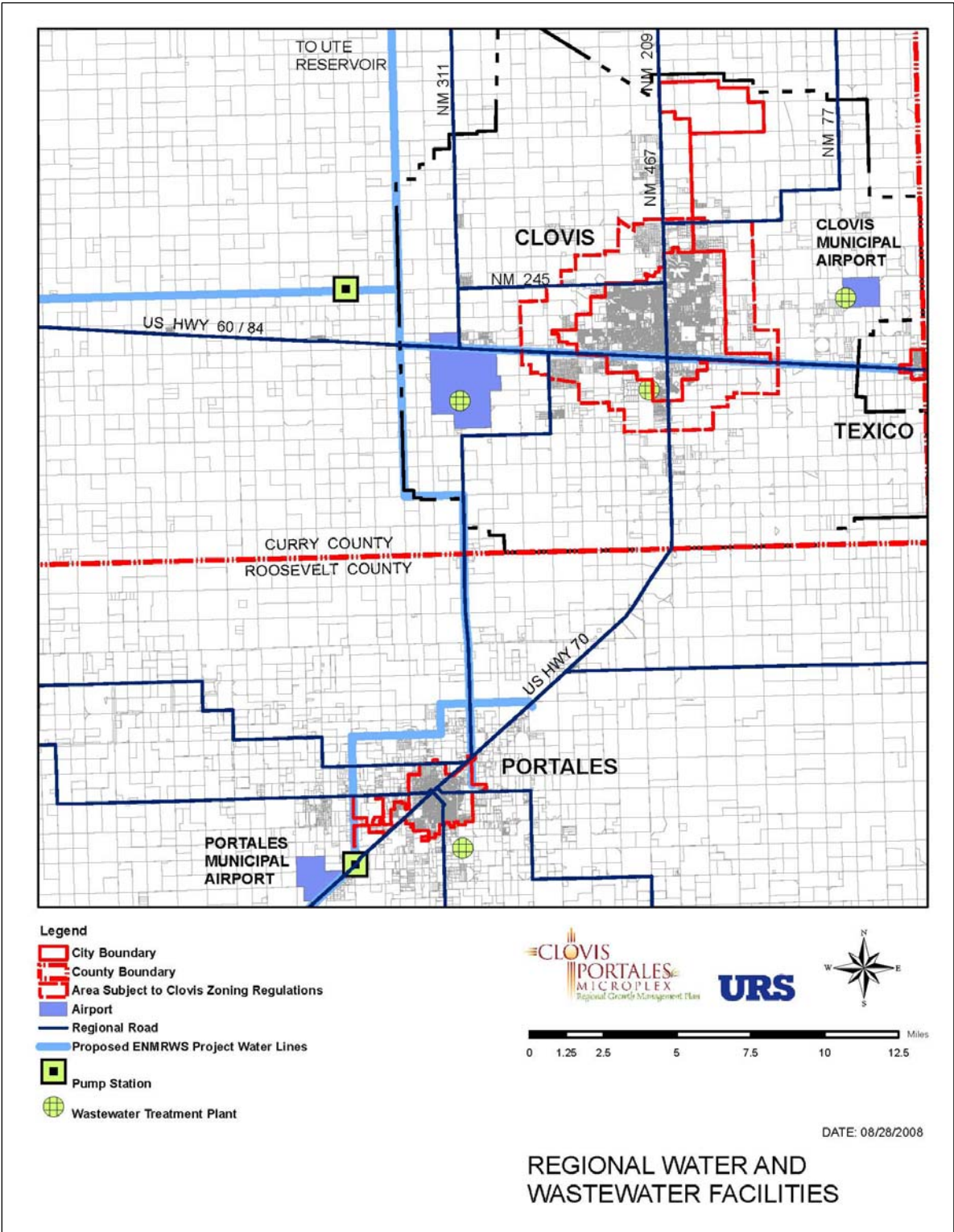
Comprehensive Plans as they relate to utilities are generally complete and limited to few items. The four cities and counties have adopted comprehensive plans and all have development standards as stated in their subdivision regulations. Regional water and wastewater facilities are shown on Figure 2-6. The Team found commonalities among the jurisdictions that are synthesized in the following points:

- Development and infrastructure provision need to be coordinated.
- Conserving existing water and providing additional water is a regional issue that must be addressed.
- Lack of storm water management facilities has created problems.

Capacity and condition of all utilities are generally sufficient except for wastewater treatment

Capacity and condition of existing public utility systems, both governmental and non-governmental, are sufficient with few exceptions, which are all related to wastewater. These exceptions are being addressed by city and Cannon AFB officials. There is a limitation to accepting discharge from the cheese plant; a solution is being pursued to provide increased revenues.

Figure 2-6: Regional Water and Wastewater Facilities



Obtaining a sustainable water supply is critical and will require efforts on multiple fronts

Ute Reservoir, on the Canadian River near Logan, New Mexico, provides for future municipal and industrial water supply needs in Curry, Roosevelt, and Quay counties. The proposed water supply project represents an updated approach to development of a project that builds on almost 40 years of research and planning. The Ute Water Commission has an agreement to purchase 24,000 acre-feet annually for beneficial consumptive uses. The agreement, in effect since 1997, is extendable through 2086.

The Eastern NM Rural Water System will provide the members with a sustainable source of water for municipal and industrial use over the long term. The project offers significant potential for long-term economic development and growth for the region. Construction and operation of a water supply system in eastern NM will have positive impacts on economic activities in the region and generate regional income and employment.

Water will be centrally-treated and potable water delivered in bulk (wholesale) to the members. County reservations will be available for future wholesale delivery to currently unincorporated areas—for fire protection, livestock taps and for redistribution as domestic water supply. Key project features include: intake structure and raw water pump station, raw water storage, central water treatment facility, treated water pump stations with storage, approximately 87 miles of main transmission pipeline ranging in size from 54” dia. to 30” diameter, and approximately 95 miles of lateral pipelines to serve individual communities and county demands.

The Ute Reservoir Project will not solve all water problems in the Microplex. First, it will only address potable water needs, leaving the impacts of declining water on irrigated agriculture largely unanswered. Second, the project will not be fully

in place for five to ten years, at the earliest. Thus, Microplex communities will have to continue to rely on the present water source for some significant time. Even when completed, the Ute Reservoir Project will not provide a complete answer for domestic water supply because of continued reliance on individual wells by residential users not connected to public water systems.

The lack of a comprehensive solution, timing, and individual well issues point to the need for water management strategies in addition to the Ute Reservoir Project. These strategies include actions related to agricultural use and actions related to municipal use. In both cases, Microplex communities have a significant stake in identifying solutions as well as implementing them.

Agricultural Use Related Activities

As the overwhelming water user in the Microplex, agricultural activities must begin to address the declining aquifer levels. Agriculture related interests need to look into alternative irrigation methods, perhaps in conjunction with New Mexico State University, that can reduce the amount of water lost using current irrigation practices. They also need to prepare for impacts related to increased dry land farming. Judicious teaming and prompt initiation could position the area as a demonstration project for water conservation due to climate change. This could include the introduction of modified or new crops that are more drought tolerant. Securing a sustainable water supply for agricultural uses is critical to the regional economy. One possible approach might be to link availability of treated community wastewater to the adoption of aquifer conservation measures. This could put a premium on the reliable supply of treated wastewater available from the municipalities.

Municipal Use Related Activities

Communities need to approach water conservation from both use and reuse perspectives.

DoD utilities privatization initiatives may affect Cannon AFB's approach to obtaining needed utility services

Utilities privatization initiatives present both challenges and opportunities to the community. Early consideration by the Microplex of the implications of privatization of utility systems on Cannon AFB will allow making a decision on the desired approach before the “last minute.” While there are differing opinions about the applicability or timing of utilities privatization at Cannon AFB, early discussions would benefit all the stakeholders in case the Air Force pursues this initiative in the near future. The program is discussed in Supporting Materials, Tab M-7.

On-base options for recycling used materials are limited and expensive

Clovis collects paper, plastic, cardboard and various metals and sends them to a local recycler. The same is true for Portales. Some arrangement might be possible with the local recyclers to enable recycling on Cannon AFB.

Potential Funding Sources

Significant efforts are underway to secure funding for the Ute Reservoir Water Project and the wastewater projects for Clovis and Portales. Other projects will need to seek a combination of local, State, and Federal funding.

Local

Funding at the local level is available from rates, gross receipts taxes, and environmental services gross receipts tax. Water and wastewater rates have been increasing to accommodate needs, but there is a limit to what community users can afford. Gross receipts revenue should increase with increasing economic activity, but these tend to lag the need for services. Also, most municipal utilities are structured as enterprises and are not tax supported.

State

Funding from the State is received from a combination of grants and loans. The annual

capital outlay projects appropriation by the Legislature is the major source of funding for many local projects. The amount of such funding varies with State revenues and priorities. Loans for water and wastewater projects are available through the NM Environment Department and NM Finance Authority. The Community Development Block Grant program is another potential source for low-income areas. The Interstate Stream Commission and the State Water Board are potential source of funding for water related projects, and Clovis is pursuing these options.

Federal

Funding from Federal programs is even more uncertain than funding from the State; however, the larger number of agencies as potential sources of funding increases the possibilities of obtaining needed support. The EPA is the primary provider of grants and loans for wastewater. While not suitable for implementation of projects, the Microplex could possibly benefit from technical and planning programs like those of the OEA that are focused on supporting communities affected by military actions.

Private

Private utilities are subject to the Public Regulation Commission (PRC) for rate decisions. Utility privatization of Cannon AFB systems could provide access to private sector funding.

2.3.3 Recommendations

Public utilities and infrastructure recommendations are summarized below and in Table 2-6.

PU1 Continue to support the Ute Reservoir Water Project

The Ute Reservoir Water project is critical to the region and support should continue.

PU2 Continue development of a means to accept cheese plant wastewater

The Team recommends that effort continue to develop a means to accept cheese plant wastewater flow at the Clovis Wastewater Treatment Plant (WWTP).

PU3 Investigate the potential to operate Cannon AFB utilities

The Team recommends that the City of Clovis and or Portales prepare for the potential opportunity to bid on operation of Cannon AFB utilities, if Air Force programs result in installation divestiture of their operation.

PU4 Evaluate water use strategies

The Team recommends that both communities examine low-water-use irrigation methods, prepare for increased dry-land farming and increase municipal involvement in fostering agricultural use solutions.

PU5 Optimize water distribution system maintenance

The Team recommends that both communities evaluate ways to reduce pipe network leakage.

Reducing water loss from distribution system leakage has proven to be a significant factor in improving conservation. It is important to note that water distribution system maintenance be performed by a commercial company under contract.

PU6 Investigate the use of reclaimed wastewater

The Team recommends that both communities continue assessing the use of reclaimed wastewater for municipal public space irrigation. Since these kinds of strategies can be expensive, implementation alternatives should be carefully evaluated to balance benefits, costs, extent, uses and configurations.

**Table 2-6
Recommendation Summary – Public & Private Utilities and Infrastructure Task Area**

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks
PU1	Continue to support the Ute Reservoir Water Project	M	\$443 million (2006 est.) Primarily Federal and State, with some local funding.
PU2	Continue development of a means to accept cheese plant wastewater	N	\$0 - \$25,000 Local funding for study: implementation will generate revenue.
PU3	Investigate the potential to operate Cannon AFB utilities	N	N/A Local, state, public and private utility agency funding, if Air Force offers systems.
PU4	Evaluate water use strategies	N	\$10,000 Local, NM Environmental Department or Finance Authority, Federal EPA or U.S. Department of Agriculture.
PU5	Optimize water distribution system maintenance	N	\$25,000 - \$100,000 Local, Governor’s Conservation Fund, utility agencies and companies.
PU6	Investigate the use of reclaimed wastewater	N	Cannot determine without alternative definition. Local. Costs will be determined without alternatives definition.

LGMO priority recommendations are indicated in **bold**.

2.4 Transportation

The surface and air transportation systems are critical in the daily functioning of the Microplex. Moreover, AFSOC identified the future capabilities and capacity of the Clovis Regional Airport as significant issues during its transition. The transportation assessment summarizes the current transportation system and its capability to support the mission changes at Cannon AFB. The assessment results are used to recommend transportation priorities to meet the needs for regional growth. The technical report for Transportation is in Supporting Materials, Tab F-3.

The LGMO identified the following objectives for the Transportation assessment:

1. A report on the specific network conditions of the Microplex.
2. A review of the capital improvements plans for the short, medium and long term.
3. Funding strategies and the potential for regional cooperation to provide these improvements.
4. Public transit service, including bus and air, expansion opportunities.

The LGMO also identified several key questions that were to be answered as part of the RGMP. Additionally, questionnaires were distributed to the various Microplex jurisdictions to obtain insight into their transportation needs and concerns. The following summarizes the additional issues identified.

- Funding for transportation maintenance and improvements is a concern for nearly all of the jurisdictions.
- The Cities of Clovis and Portales both identified concerns pertaining to the maintenance and operations along main thoroughfares in each city (Prince Street and US 70, respectively).
- Cannon AFB identified long range plans to improve the main gate area and move the visitor center to the north side of US 60/84,

which could impact the surrounding transportation system.

- Cannon AFB reported it may desire the closure of a Curry County Road railroad crossing, and closure of County Road R itself. The base leadership has raised concern about limitations on airfield operations caused by traffic and has suggested these may represent an encroachment issue. The rail crossing is adjacent to the base housing area and the requirement of trains to sound their horns at the crossing adversely impacts personnel “crew rest cycles” – of particular importance based on the larger number of aircrew members assigned to the AFSOC units – and the general quality of life for assigned families.

The existing conditions of the Microplex transportation system were assessed using information gathered from each jurisdiction as well as the New Mexico Department of Transportation (NMDOT). The transportation modes assessed included highways and streets, transit, railroad and aviation.



Photo 2-11 BNSF Railroad Facility in Clovis

2.4.1 Military-Specific Context

One significant program of possible value to the Microplex and Cannon AFB is the Defense Access Road (DAR) Program. This is discussed in detail in Supporting Materials, Tab M-10.

2.4.2 Findings

Counties

In each county, the main highways provide enough capacity to meet traffic demand needs. In addition, most show the ability to carry increased traffic loads in the future without a decrease in levels of service. Major roadways are shown on Figure 2-7.



Photo 2-12 Typical Rural Highway in the Microplex

State

The state of New Mexico considers the existing local transit providers as “Rural Public Transit Providers.” This enables them to apply for Rural Public Transportation Assistance and Discretionary Capital Grants from the State of New Mexico. In order to become an Urban Transit Provider, the regional system would have to serve a metropolitan area with a population greater than 50,000 people. At some future date, this designation would enable the Clovis transit service to access additional funds directly from the Federal Transit Administration (FTA).

Clovis Municipal Airport

Planned additional passenger demand at Clovis Municipal Airport will require an increase in water capacity at the airport, as well as service by an improved wastewater treatment facility. In addition, a TSA screening checkpoint will be required to serve the increased number of passengers. The airport has laid out a capital

improvement program for the next five fiscal years to improve the terminal and passenger areas/facilities, as well as extend the main runway to provide opportunity for larger aircraft (regional jets) to use the facility.

In addition, subsidies for attracting and retaining other commercial airline service are budgeted in the capital improvement plan. Funding for the airside projects is provided by the Federal Aviation Administration (FAA) and the State of New Mexico. Landside improvements are funded by the City of Clovis and the State of New Mexico. The airport management is working through the process of securing funds for each fiscal year and has the process well in hand. Additional local or NMDOT funds may be required to improve NM 523 from the City of Clovis to the airport entrance.



Photo 2-13 Clovis Municipal Airport Terminal Complex

City of Portales

The high number of heavy vehicles passing through downtown Portales is seen as a detriment to the growth and improvement of downtown Portales. In addition, the vehicles cause continual damage to Portales’ main street requiring frequent maintenance. The Portales Transportation Plan completed its draft stage in January 2008 and provides a summary of transportation improvements proposed for the City of Portales. Of primary concern within the study is roadway safety, high heavy vehicle percentages on major

arterial roadways, roadway congestion and transportation system aesthetics. The plan recognizes the transportation system as a vital component in quality of life and economic development in Portales.

Figure 2-7: Transportation Map

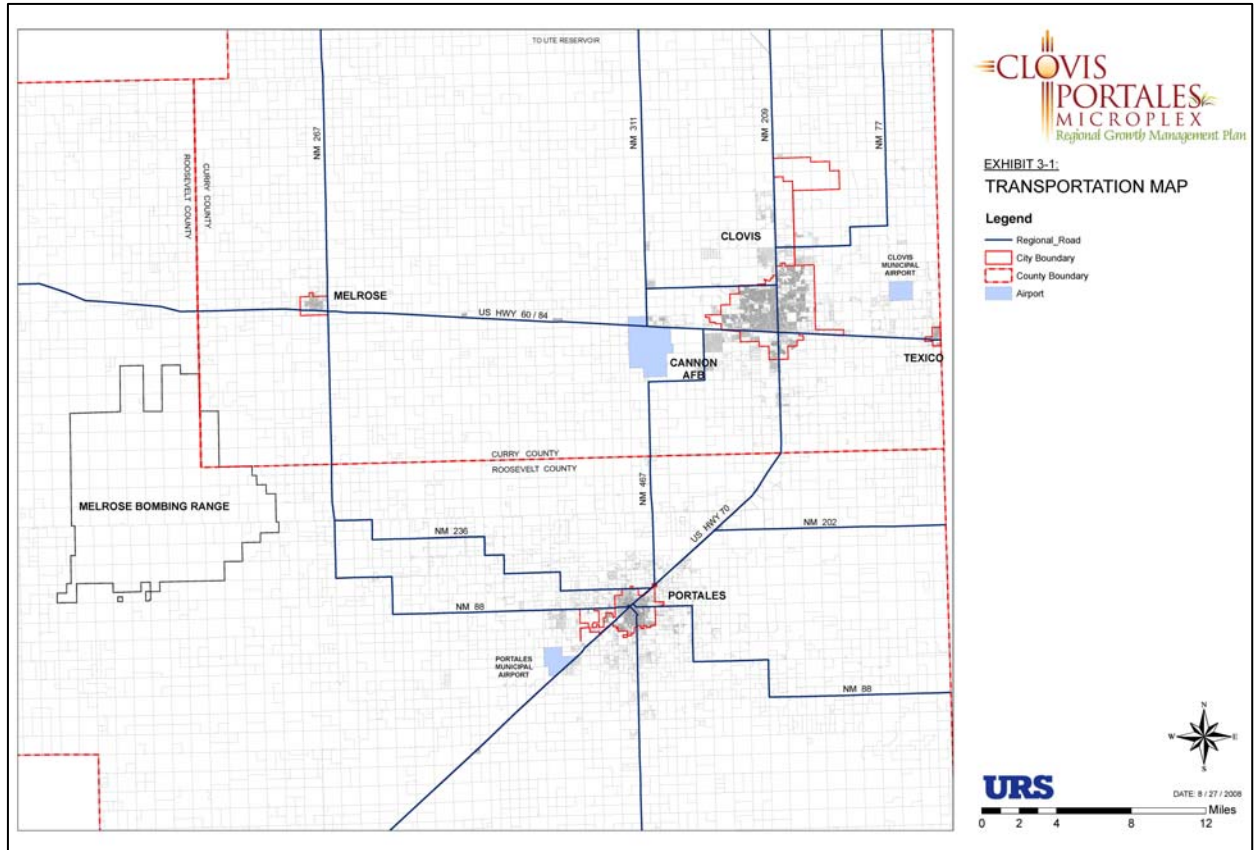




Photo 2-14 US 70 in Portales

City of Clovis

The City of Clovis has several large-scale projects planned. All portions of the highway system within Curry County operate at Level of Service (LOS) C or better. One exception is the segment of Prince Street between 7th Street and Commerce Way. This segment operates at LOS D. Since this portion of Prince Street is the primary commercial corridor within the city, an exception should be considered to allow LOS D as an acceptable standard.



Photo 2-15 US 60/84 in Clovis

2.4.3 Recommendations

Transportation recommendations are summarized below:

T1 Support Clovis Municipal Airport improvements

Continue to support improvements to this important asset. Funding for the airside projects is provided by the Federal Aviation Administration (FAA) and the State of New Mexico. Landside improvements are funded by the City of Clovis and the State of New Mexico. The airport management is working through the process of securing funds for each fiscal year and has the process well in hand. Additional local or NMDOT funds may be required to improve NM 523 from the City of Clovis to the airport entrance.

T2 Develop a regional comprehensive transportation plan

The Microplex region should consider developing a regional comprehensive transportation plan to assess other aspects and design elements of the roadway network. Items such as pavement conditions, drainage conditions, and capacity constraints can be identified in such a way that improvements to those specific areas can easily be transferred into future roadway improvement projects. This document would also enable all jurisdictions with the Microplex to combine all their individual plans and projects into one comprehensive vision for the region.

T3 Continue efforts in support of the Portales truck route/bypass

The City of Portales should continue its efforts to build a vehicle route around the city to reduce heavy vehicle traffic through downtown and other parts of Portales. The heavy vehicle bypass would help to prolong the life span of pavements through the city as well as improve the quality of life within downtown Portales. Safety along US 70 through Portales would likely improve, as well. No reliable cost estimate is available at this time due to the number of possible alignments being considered, but this project should be high on the priority list for funding, especially if a “new” alignment is chosen by the steering committee. The status of US 70 as part of the National Highway System and

the Strategic Highway Network, should aid in securing state and federal funds.

T4 Expand transit service to the region

The cities of Clovis and Portales should undertake, jointly, the expansion of transit service on a regional scale to provide service between the cities, as well as between Clovis and Cannon AFB. The combined effort should focus on continued local service within both cities, as well as provide limited demand-response service. The expansion to a regional service would provide a service area of more than 50,000 residents, which could conceivably qualify the system as an “urban” provider, making it eligible for funding directly from the Federal Transit Administration, as well as the State of New Mexico.

**Table 2-7
Recommendation Summary – Transportation Task Area**

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks	
T1	Support Clovis Municipal Airport improvements	N	N/A	Local, State Capital Outlay, NMDOT and FAA. Funding identified in capital improvement program.
T2	Develop a regional comprehensive transportation plan	N	N/A	Local if contractor support required.
T3	Continue efforts in support of the Portales truck route/bypass	N	\$3.5 - \$10 million	Local, NMDOT, Federal Highway Administration.
T4	Expand transit service to the region	N	\$50,000 - \$100,000	Local, transit providers and possibly OEA.

LGMO priority projects in **bold**



3 - COMMUNITY AND SOCIAL SERVICES



3.0 Community and Social Services

This chapter presents a summary of the Community and Social Services Task Area, which includes education, health and social services, and public safety and emergency services. It focuses on factors which are especially relevant to regional growth planning related to the AFSOC mission at Cannon AFB. Each section includes a description of study objectives for that Task Area, comments on the military-specific context, key findings, and recommendations. The complete Technical Reports for each of these Task Areas are included in Supporting Materials, Tabs B, C, and D.

3.1 Education

3.1.1 Introduction

This section summarizes key analysis, findings, and recommendations of the Education Report, which is in Supporting Materials, Tab B.

3.1.2 Military-Specific Context

Of the different types of support required by military personnel and their families in a community, only education of their children is required by Federal Law. Considerations applicable to military populations include funding support through traditional Federal Impact Aid Funding and recent DoD Office of Economic Adjustment (OEA) and DoD Education Activity initiatives to support growth communities. (More information about these programs is included in Supporting Materials, Tabs 12 and 13.)

Child care services covering infants, toddlers, and preschool children are particularly important to military parents. The facilities in Clovis and Portales are adequate and expanding. In addition, a new child development center at Cannon AFB has been funded. Three new facilities in the Microplex have opened in the last eighteen months.



Photo 3-1 Private Daycare Facility in Clovis



Photo 3-2 ENMU Child Care Facility in Portales

3.1.3 Findings

Teacher and Administrator Capacity

At the present time, all school districts and institutions in the Microplex have sufficient numbers of teachers, administrators and staff to meet the current needs. As the population of Cannon increases, the Clovis Municipal Schools anticipates a need for an additional middle school by the 2012/2013 school year. The remaining districts in the area feel they will be able to meet growth needs without additional buildings.

Clovis Municipal Schools (CMS)

Clovis Municipal Schools projects a 23.8 to 25.3% increase in students district wide over the next five years. To accommodate that growth, the Clovis Schools Facility Planning Committee recommended to the CMS Board that a new middle school be constructed in North Clovis. The District also currently has approval for \$43 million dollars in classroom construction and building renovations. These additions will renovate older buildings, provide additional multipurpose rooms, increase capacity, and eliminate portable buildings at several elementary schools in the Clovis District. The New Mexico Public School Facility Authority is funding 80% of this construction and the Clovis District will fund the remaining 20% match. Additional information about the recommendations of the Clovis Schools Facility Planning Committee can be found in the Education Report in Supporting Materials, Tab B.

Portales Municipal Schools

Historically, Portales Municipal Schools have averaged 100 military dependent children with its existing schools. Construction of the new Steiner-Lindsey Elementary School and reconfiguration of grade levels should mean the Portales Municipal School district is well positioned to support student growth in the community for several years.



Photo 3-3 Portales Junior High School

Rural School Districts

The smaller school districts of Dora, Elida, Floyd, Grady, Melrose, and Texico have fairly stable enrollments and existing capacity to receive additional students. While the Texico and Melrose Districts are more favorably located to attract students of military families, both have capacity for growth.

Higher Education Institutions

While the Clovis Community College (CCC) and Wayland Baptist University (Clovis Campus) lost enrollment due to the transition of the mission at Cannon AFB, Eastern New Mexico University (ENMU) was maintained its enrollment level in the fall semester of 2007 and attracted students from other sources. There is ample capacity at these institutions for additional students.



Photo 3-4 ENMU Administration Building

Cannon AFB Training and Education Services

Based on discussions with the Director of Cannon AFB's Training & Education Services Office, it is clear military personnel and family members can choose from a wide range of opportunities for continuing education.



Photo 3-5 Military personnel and families have a variety of education opportunities in the Microplex

The office is available and its staff assists students with opportunities at the local ENMU, CCC and Wayland Baptist campuses, as well as those available from Embry-Riddle Aeronautics University, the Community College of the Air Force, and the Defense Activity for Non-Traditional Education Support Distance Learning (DANTES-DL) Program. Testing Services are provided through this facility including the ACT Scholastic Aptitude Test (SAT), College Level Examination Program (CLEP), and the DoD DANTES Subject Standardized Test (DSST).



Photo 3-6 Clovis Community College Facilities

3.1.4 Recommendations

Recommendations for consideration are the following:

Clovis Municipal Schools (CMS)

Since Cannon AFB is located in the CMS District, it is assumed - and supported by past experience - that the district will receive 85 - 95 % of the newly arriving students. A recent Clovis Schools Growth Study projects an increase of 1875 - 2100 new students by the 2014-2015 school year. This increase is due to both growth at Cannon AFB and growth within the community not associated with the base. The construction of a new middle school would allow the District to move 6th graders from the existing elementary schools to three 6-8th grade middle schools. This move would free two to three 6th grade classrooms at each elementary school in the district. This change would allow for growth in both the elementary and middle schools grades throughout the CMS District.

E1 Construct a new middle school in the Clovis School District

The Team recommends support for construction of a new middle school in Clovis and restructuring the District to move sixth graders to a 6 - 8th grade middle school model.

E2 Rezone Cannon AFB and the Cannon AFB Chavez Housing Area

The Team recommends the rezoning of Cannon AFB and Cannon AFB Chavez Housing area to maximize use of capacity at Ranchvale Elementary School, located six miles north of the base. The action would assign all elementary students living in military housing to the Ranchvale Elementary School which has an enrollment of approximately 130 and capacity well over 400.

Based on a Team member's experience in the District, participation on the District's Long Term Planning Team session on October 10, 2007, interviews of District administrators, and review of the District's Facilities Master Plan, this was

accepted and action taken by the CMS Board of Education in April 2008.

E3 Support changes to State Education Funding Formula

Recommend all Microplex school districts urge their elected officials to support changes to the State Education funding formula as part of the 2010 legislative session.

E4 Develop alliance with other DoD growth communities

Recommend the LGMO, or successor organization, develop an alliance with other DoD growth communities, such as those hosting Forts Drum, Riley, Benning, Bliss, and others to collectively support efforts to address growth concerns based on increased school populations.

E5 Create standing education committee

Recommend the LGMO, or successor organization, create a standing committee of local educators, governmental leaders, and Cannon AFB personnel that would meet on a regular basis to monitor the coordinated efforts of the Microplex in helping the incoming military students receive quality educational opportunities.

**Table 3-1
Recommendation Summary – Education Task Area**

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks
E1 Construct a new middle school in the Clovis School District.	N	\$30 million	The Clovis School District is currently working on this (80% State and a 20% Local match)
E2 Rezone Cannon AFB and the Cannon AFB Chavez Housing area	I	N/A	Adopted and implemented.
E3 Support changes to the State Education Funding Formula.	I	N/A	Work during 2010 Legislative Session.
E4 Develop alliance with other DoD growth communities	I	N/A	Local and OEA.
E5 Create standing education committee	I	N/A	Local

LGMO priority projects in **bold**

3.2 Health and Social Services

3.2.1 Introduction

There are few areas that can generate major issues as quickly as Health and Social Services. The capacity and quality of the care or programs available in a community strike at the heart of its citizens' quality of life and, therefore, the Team expended considerable effort to thoroughly and comprehensively address this area. In order to determine the current ability to address health care needs of Cannon AFB personnel and of the civilian population of the Curry and Roosevelt County area we examined:

- Comparative Health Status
- Comparative Health Behavior
- Current and projected Health Infrastructure capacity
- Current and projected Health Workforce capabilities

The technical report for Health and Social Services is in Supporting Materials, Tab C.

3.2.2 Military-Specific Context

The most significant health care consideration associated with planning for growth of a military population is availability of services through the DoD Health Care system, the Tri-Service Health Care Program (TRICARE). The need to find healthcare support in host communities has increased in recent years as DoD has converted most on base medical facilities from hospitals to ambulatory clinics with a more limited array of medical services. (More information about this program and a link to the official DoD website is included in Supporting Materials, Tab M-14.)

3.2.3 Findings

TRICARE Network

The current networks used by TRICARE (the administrator of military medical benefits) and United Concordia (the administrator of military dental benefits) include the vast majority of

physicians and dentists in Curry and Roosevelt Counties. Physicians currently do not have excessive waiting times and are projected to have sufficient capacity within most specialties currently represented in the community.

Healthcare Workforce

Availability of Physicians

An additional 17 Full Time Equivalents (FTE) physicians will be required to serve the growing populations of Cannon AFB and the community at large by 2012, based upon projected demand and expected retirement and retention of currently practicing physicians.

Physician Recruitment

Physician recruitment top priorities include psychiatry, orthopedic surgery, otolaryngology, oncology, urology, and pulmonology.

Dental Care Providers

There is a need for 3 to 4 additional general dentists in Curry County and 1 to 2 in Roosevelt County. Current average waiting times for routine care at most dental practices in Curry County are approximately 1 to 2 months. Waits may be longer for certain specialized dental services.

Cannon AFB has a dental clinic, but except for emergencies, it is available only to active duty personnel.

Healthcare Infrastructure

Hospital inpatient and emergency department capacity is adequate in the area based on projected demand through 2012.



Photo 3-7 Clovis - Plains Regional Medical Center Emergency Facility



Photo 3-8 Roosevelt General Hospital

Alcohol and Drug Abuse

Microplex residents in general – and Curry County residents in particular – receive less accessible treatment for alcohol and drug abuse problems than needed as measured by relative mortality from these diseases. The Eight County Treatment Initiative to locate a Regional Alcohol Treatment Center in Ft. Sumner has been funded. The center is designed as an in-patient facility with limited outpatient services.

To more appropriately address the demands for these services, the Microplex should support establishing an outpatient drug and alcohol treatment center within the region.

Diabetes

Diabetes is a major health problem in the Curry and Roosevelt County area, with prevalence rates roughly equivalent to New Mexico as a whole and significantly greater than the US.

Mental Health Providers

There is a clear deficit of behavioral health providers in the area. The two-county area is served by only 10 mental health professionals (excluding Cannon AFB providers). Cannon AFB personnel are directly affected by this shortage since there is significant referral from the on base medical facility to community mental health care resources, particularly for spouses and family members.



Photo 3-9 Clovis Mental Health Resources

Youth High Risk Behavior

Teen pregnancy is a particularly troubling trend in both Curry and Roosevelt Counties, as it is nationally. Nearly one in five babies is born to mothers 15-19 years old. In Roosevelt County, the number of teens reporting being injured in a suicide attempt in a recent 12-month period was an alarming 8%, significantly higher than the State as a whole.

3.2.4 Recommendations

Important recommendations for consideration by the LGMO are summarized below.

HS1 Support continued recruitment of physicians and physician specialists

Recommend that area hospitals continue their efforts to recruit selected medical specialists needed to adequately serve the community at large. The highest priority specialties include: Psychiatry, Orthopedic Surgery, Oncology, Gastroenterology, and Urology.

HS2 Support continued recruitment of dental care providers

A critical issue in recruiting and retaining dentists in the area that serve the Medicaid population is that the reimbursement rate is very low compared with commercial reimbursement rates. As a result, most dentists in the area either restrict or severely limit the number of Medicaid patients seen in their practices. Recommend that the LGMO explore the following options:

- Work with the New Mexico Board of Dentistry to develop a model of care that incorporates dental hygienists and assistants in a coordinated approach to providing dental care that would be more efficient and allow dentists to provide additional services with easier to locate mid-level professionals.
- Explore the possibility of establishing an efficiently staffed dental clinic at one or both community hospitals that would cater to both the community at large and Cannon AFB family members.
- Work with the New Mexico Board of Dentistry and other provider groups in recruiting additional dentists to the area.

HS3 Support establishing a Microplex outpatient drug and alcohol treatment center

Recommend the LGMO support establishing a Microplex outpatient drug and alcohol treatment center drawing on lessons learned from the initiative used to secure funding for the Eight-County Treatment Regional Treatment Center in Fort Sumner. The center should focus on intensive

outpatient service, a partial hospitalization program, and an after-care, follow-up program.

HS4 Create a mental health steering group to address mental health provider support in light of national shortage of specialists and resources

Recommend a steering group be established to address the following issues:

- Supporting State legislative authorization and appropriation of funds for increased capabilities at those mental health service providers currently treating state-supported outpatients.
- Supporting an increase in the levels of reimbursement for mental health providers under the Medicaid program in order to help attract additional outpatient mental health capacity and workforce in the area.
- Providing a coordination-of-care mechanism so that private sector, military sector, and public sector patients are assured of appropriate placement based on resources available.

Suggested members would be representatives from Cannon AFB, community-based mental health providers, the two community hospitals, local law enforcement, public health, and public officials.

HS5 Consider developing a diabetes education and self management program in the Microplex

The Microplex would benefit from a program that would fund diabetes education and self management initiatives. Neither Curry nor Roosevelt Counties are currently pursuing such a program. Some funding may be available from the New Mexico Department of Health's Diabetes and Control Program.

HS6 Assemble a local task force to develop a plan to address high risk behaviors among youth

Recommend the LGMO assemble a multi-faceted and multi-institutional group that includes parents, schools, clergy, law enforcement, health care, and other institutions to develop a plan to address high risk behaviors among youth. We suggest the following guidelines for such an effort:

- A three to six month planning study to determine the optimal approach to address these high risk youth behavior issues.
- Define appropriate roles for each of the institutions as guidelines for action.
- Define goals and objectives in measurable terms using the New Mexico Youth Risk and Resiliency Survey as a baseline document.
- Address recreational opportunities for youth and structured activities which serve as an alternative for high risk behaviors in addition to educational and treatment oriented goals.
- Strive to develop panoply of choices for recreational activities ranging from sports to arts to extra-curricular educational opportunities.
- Ensure goals and objectives are sustainable and adequately funded. This will undoubtedly require a partnership between the public (including military) and private sectors. All avenues of funding and cooperation between and among the private and public sectors should be explored.
- Ensure parental involvement in addressing high risk youth behavior is included as this is essential for success.
- Include specific efforts to focus on providing parents the necessary tools to work with their children on an ongoing basis.
- Ensure media messages are included as a key part and that they focus on the highest priority risk behaviors.
- Engage a professional and objective facilitator to lead this important effort.

Table 3-2
Recommendation Summary – Health Care Task Area

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks	
HS1/2	Support continued recruitment of physicians and dental care providers	I	Unknown	Local hospitals and government. Long-term project.
HS3	Support establishing a Microplex outpatient drug and alcohol treatment center	I	Unknown	Local and NM Department of Health.
HS4	Create a mental health steering group to address mental health provider support in light of national shortage of specialists and resources	I	N/A	NM Department of Health and National Mental Health Information Center.
HS5	Consider developing a diabetes education and self management program in the Microplex	M	N/A	NM Department of Health's Diabetes and Control Program. Long-term project.
HS6	Assemble a local task force to develop a plan to address high risk behaviors among youth	I	N/A	Community volunteer group and planning.

LGMO priority projects in **bold**

3.3 Public Safety and Emergency Services

3.3.1 Introduction

As the population of eastern New Mexico increases there will be a corresponding demand for increased services that include police, fire, emergency and medical services. Regardless of whether potential incidents are linked directly to mission growth at Cannon AFB or not, it is clear that the greater the population, the larger the footprint of the urban centers, the more robust the local economy, etc., the greater the likelihood of situations demanding a broader range of response options.

The Team worked with the various law enforcement, fire, emergency management and emergency medical service agencies to determine the current and anticipated needs based on both high and low projections for population increases. The Team found the current ability of the Microplex jurisdictions to respond to situations involving emergency services and to provide for the public is very good. The observations and recommendation offered are focused on improving capabilities and providing a safe and secure environment for a growing population. The technical report for Public Safety and Emergency Services is in Supporting Materials, Tab D.

Because public safety and emergency services are linked, it is difficult to separate the two distinctly for individual attention. As a result, the distinction made in this report is arbitrary in order to provide a comprehensive review of the Microplex region.

3.3.2 Military-Specific Context

The most significant consideration of public safety and emergency services between military installations and host communities is of “jurisdiction” – the scope and limit of authority to implement laws, rules and regulations – on the installation or application of the Federal Magistrate

Program.¹ Since military installations are Federal property, formal agreements must exist to permit civilian law enforcement agencies to operate within the installation boundaries or within the boundaries of non-contiguous property controlled by the military base. (More information about jurisdiction is included in Supporting Materials, Tab M-15.)

3.3.3 Findings

Public Safety

Emergency Management

Clovis/Curry County and Portales/Roosevelt County Emergency Management agencies and organizations are proactive and have a good relationship with each other and Cannon AFB. Periodic meetings and exercises have enhanced emergency services cooperation and readiness. Planning, coordination, grant application and management, as well as other duties and responsibilities, will grow in concert with Cannon AFB and these offices may very well need additional personnel.



Photo 3-10 Portales Police Department

The current Clovis/Curry County Emergency Planning Committee (LEPC) represents an important facet of the inter- and intra-agency communication of the Microplex and the

¹ “The Military Command and the Law,” 2008, Chapter 5, (<http://milcom.jag.af.mil/milcom2008.pdf>)

considerations for the public safety of the various communities and jurisdictions within the Microplex. Ongoing meetings and planned exercises have helped the communities in preparing for emergency response scenarios. The LEPC model has proven its effectiveness in emergency planning and preparedness, training and public information dissemination. It has also been used in many areas for the development of community-based programs, such as the “Citizen Emergency Response Training (CERT)” program.

Emergency Planning and Preparedness

Clearly, a larger Microplex population will increase the potential for an adverse impact on the communities or a single community from any large-scale event. It will not only affect a larger number of residents, it will further stress emergency services, place additional demands on local infrastructure and make both prevention and recovery more challenging. Weather-related and wildfire events appear the most likely natural threats to the Microplex, while the potential for wildfire on the Melrose Air Force Range, transportation/ hazardous materials accidents and an attack of any sort on Cannon AFB may present the most probable man-made threats to the entire area. Fortunately, the LEPC is an active and viable asset within the Microplex.



Photo 3-11 Portales Fire Department

Current versus Projected Staffing

Although significant growth associated with the Cannon AFB mission transition is expected, the actual numbers and timeline for military personnel, their families and defense contractors moving to the Microplex remains imprecise. Consequently, public safety agencies anticipate some impacts upon service delivery, yet they feel these will be gradual and therefore not create immediate staffing increases.

Fire Protection and Prevention

- Code Review and Enforcement. As a minimum, the Microplex must ensure that respective land use, building and fire codes are and will continue to be compatible. Code enforcement at time of permit application is most effective. As the State Fire Marshal’s Office moves toward the adoption of the new International Fire Code and the State Construction Industries adopt the sister International Building Code, the Microplex must be prepared for potential impacts on staffing, resources and infrastructure. Concurrently, liability and risk may increase and Insurance Services Office (ISO) ratings may also be impacted. While Portales’ current ISO rating will most likely have fewer impacts, Clovis’ ISO rating may become more costly to maintain as it is currently in the process of upgrading the current rating of “3” to “2” – which should coincide with a general Cannon AFB growth timeline.
- Fire protection infrastructure. As mentioned earlier, ISO ratings throughout the Microplex may be impacted – fire flow, hydrant locations and flow, automatic sprinkler systems and alternative water sources are a few items that must continue to be reviewed.

Federal and State Preparedness Planning Cycles and Requirements

- Understanding and leveraging Federal and State planning cycles helps maximize opportunities to satisfy local requirements. Essential to accessing these resources is

ensuring all emergency plans and annexes, mutual aid agreements, memoranda of understanding, training, emergency exercises and relevant policies and procedures remain current, relevant and serve the public safety needs as the population increases. These documents and the cooperation they support contribute to the ability of the Microplex to compete more effectively when decisions about funding and emergency support are being made.

Counter Terrorism Planning and Security

- Although it may be considered a low probability, the low density and high value assets – both human and physical – now assigned to Cannon AFB could make it a possible target for terrorist actions. There are programs available that could be useful to increase protection of the installation, its personnel and equipment from terrorist threats. These are addressed in the related recommendation in the next section.

Emergency Services

Civil-Military Service Cooperation

Cooperation, coordination, compatibility and interoperability provide quality emergency services throughout the Microplex. The City of Clovis provides emergency medical service to Cannon AFB. The Melrose and Floyd Volunteer Departments provide similar services to the Melrose Air Force Range. These are excellent examples of Civil-Military Service Cooperation. The medical capabilities and specialties available in Clovis allow military personnel and their families to often obtain prompt access to specialized treatment and stabilization services not immediately available on the installation. However, some high acuity medical cases require ground- or air-transport to Lubbock, TX. While these services contribute to the Microplex's economy, the use of medical transports also removes valuable resources from the community for several hours leaving the Microplex unable to respond as effectively to other, similar life

threatening situations. Continued reliance on out-of-area transport for medical care as the population increases could influence the structure and staffing of the entire EMS system.

Mutual and Automatic Aid Agreements

These are key documents in multi-jurisdictional environments that define and codify roles and responsibilities to ensure resources available can be most effectively brought to bear on the critical issues of public safety. Most of the appropriate agreements are in place and functional underscoring the level of cooperation among the various public service entities. Additional stress may be imposed upon these relationships by future growth and, as service and response area demographics change, resource allocation may face additional or new challenges.

Microplex Dispatch/Communications Systems

Currently, the Microplex and Cannon AFB utilize a number of different types of dispatch and radio communications systems. Recognizing the importance of being able to talk to one another in emergency situations, many agencies have developed workarounds to the challenges presented by different systems such as use of programmable radios, additional frequencies and state-of-the-art dispatch and mobile base station technologies. Although the operations of the different dispatch systems appears to currently work for all responders, as Cannon AFB continues to grow, the impacts may require modifications and/or improvements.

Civil-Military Communications Cooperation

As with Civil-Military Service Cooperation, there is a healthy relationship between the Microplex and Cannon AFB in regard to emergency communications.

Current versus Projected Call Volume

Emergency response calls will rise incrementally with projected growth, and, according to Microplex public safety personnel, should be manageable if

supported by some gradual increases in staffing, as needed.

Current versus Projected Emergency Response Areas

With incremental increases in call volume and the impacts of growing populations and road use, current response areas may need to be changed to ensure continued rapid and safe responses throughout the Microplex.

Current versus Projected Emergency Medical Services (EMS) Scope of Practice

Existing EMS support to the Microplex is properly sized and there is an ongoing program among Microplex EMS agencies to monitor the requirement. As the population increases and the number of calls for EMS grows, it is reasonable to assume there will be impacts on existing response times and need to evaluate service areas, as well as any needed changes in EMS scope of practice.

Current versus Projected Resource Plans and Programs

Coordination of resource plans and programs across the Microplex is needed to ensure the effective use of limited resources and most effective and efficient strategies to address both public safety and emergency service issues.

3.3.4 Recommendations

Whether directly stated or not, all recommendations associated with compatibility, interoperability and training include the assumption that Cannon AFB is included in such consideration. Recognizing that the installation's safety and emergency operations requirements are unique to the low-density, high-value assets assigned to the base and may be more stringent than needed by a civilian municipality, those capabilities and capacities will be supported by – and support – Microplex response more effectively if fully coordinated wherever possible.

PS1 Periodically evaluate and adjust emergency management/public safety staffing

The Team recommends a periodic evaluation and adjustment of staff to ensure it can handle larger demands of planning, coordination, grant application and management, and other duties and responsibilities that will likely result from growth at Cannon AFB and in the communities.

PS2 Review medical emergency services to identify most effective ways to meet changing needs in the Microplex

The Team recommends a comprehensive review of the medical capabilities of the Clovis Medical Center, Roosevelt and Curry Counties and the Cannon AFB Clinic be discussed to identify the most effective way to meet the emerging needs of the Microplex. This review should include alternatives to transporting high-acuity medical cases outside the region.

PS3 Establish a Microplex working group representing each jurisdiction and Cannon AFB to develop plans to address future needs

The Team recommends establishing a Microplex Working Group with representatives from each jurisdiction and Cannon AFB to develop plans to address shared resources, equipment, training and staffing needs.

PS4 Evaluate public safety resource issues, opportunities and organizations to ensure maximum efficiencies

The Team recommends resource planning, budgeting, sharing and organizational structures be evaluated for the way to create hierarchical and functional efficiencies.

PS5 Implement progressive, participative fire protection and prevention codes and ordinances

The Team recommends front-loading development and growth with progressive, participative codes and ordinances.

PD6 Continue to periodically evaluate and update emergency preparedness plans, agreements, and policies and procedures

The Team recommends periodic review and update of all emergency plans and annexes, mutual aid agreements, memoranda of understanding, training, emergency exercises and relevant policies and procedures.

PS7 Review emergency services mutual and automatic aid agreements every three years

The Team recommends that mutual and automatic aid agreements be reviewed for currency, accuracy and response area appropriateness at least every three years.

PS8 Review EMS scope of practice issues and impacts as growth occurs

The Team recommends a review of EMS scope of practice issues and impacts as population growth projections change.

PS9 Evaluate potential benefits of creating a Microplex EMS medical director to supplement city and county directors

The Team recommends evaluation of the potential benefits of creating a Microplex EMS Medical Director position to supplement City and County directors.

**Table 3-3
Recommendation Summary – Public Safety & Emergency Services Task Area**

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years			Estimated Cost	Potential Source(s) of Funding/Remarks
PS1	Periodically evaluate and adjust emergency management/public safety staffing	N	N/A	Should occur on an annual basis.
PS2	Review medical emergency services to identify most effective ways to meet changing needs in the Microplex	N	N/A	Local
PS3	Establish a Microplex working group representing each jurisdiction and Cannon AFB to develop plans to address future needs	N	N/A	Local
PS4	Evaluate public safety resource issues, opportunities and organizations to ensure maximum efficiencies	N	N/A	Local
PS5	Implement progressive, participative fire protection and prevention codes and ordinances	N	N/A	Local
PS6	Continue to periodically evaluate and update emergency preparedness plans, agreements, and policies and procedures	N	N/A	Should occur on an annual basis.
PS7	Review emergency services mutual and automatic aid agreements every three years	N	N/A	Local
PS8	Review EMS scope of practice issues and impacts as growth occurs	N	N/A	Should occur on an annual basis.
PS9	Evaluate potential benefits of creating a Microplex EMS medical director to supplement city and county directors	N	N/A	Local

LGMO priority projects in **bold**



4 - ECONOMIC AND FISCAL IMPACTS



4.0 Economic and Fiscal Impacts

4.1 Introduction

The Economic and Fiscal Impacts chapter provides information on the potential impact to the local economy and the fiscal impact to local governments that will occur as Cannon AFB transitions to AFSOC. It also offers recommendations on how to go about improving regional economic performance. This section summarizes portions of the significant discussions. The technical report for Economic Impact and Employment is in Supporting Materials, Tab A.

4.1.1 Military-Specific Context

The future of Cannon AFB and the rate at which it is transformed into an AFSOC base will be influenced by the strategies used to make decisions to locate personnel and missions. Parts of developing those strategies are considerations of the cost of operating at Cannon AFB. Three of the most important elements in financial analyses are: military personnel's Basic Allowance for Housing (BAH), the installation's Area Cost Factor, and Civilian Locality Pay for DoD civilian employees. All may impact the timing and extent of the growth at Cannon AFB. (More information about these considerations is included in Supporting Materials, Tabs 1, 16 and 17, respectively.)

4.1.2 Findings

Population

From 1970 to 2000 Curry and Roosevelt counties appear to follow national trends with declining population growth rates in small and rural areas and larger growth rates in urban settings. However, a close examination of the Census data identifies a unique set of circumstances in Roosevelt County. During those years, Roosevelt County's unincorporated, rural areas report average annual growth of 0.78%, exceeding the 0.18% average

annual growth reported for Portales, the County's largest city. This trend corresponds with growth in food processing and dairy production in the county over the same years, with several major food processors and dairies locating just outside Portales. The trend in Roosevelt County's rural-over-urban population growth appears to reverse itself from 2000 to 2007.¹

In Curry County, population figures tell a different story. From 1970 to 2000 small, incorporated communities located within easy commuting distance to Cannon AFB – notably, Texico and Melrose—demonstrated positive average annual growth. The village of Grady, some 40 miles from Cannon AFB and outside the distance for easy commuting, reports a decline in population for the same years. More recently, population estimates released by the U.S. Census Bureau, place Curry County in line with national trends.² According to the Census Bureau, populations in smaller, incorporated communities of Curry County are on the decline, while growth is centered in Clovis, the Microplex's largest city.

Overall, average annual population growth in Curry and Roosevelt counties for 1970 to 2000 fell short of the state's average annual rate of 1.96% and the national rate of 1.09%.

From 2000 to 2007, the rate of growth slowed in Curry County (0.44 to 0.14) and increased in Roosevelt County (0.30 to 0.89). In keeping with national trends, the larger, incorporated cities of Clovis and Portales reported population growth rates

¹ Population Division, Census Bureau, U.S. Department of Commerce. 2008 Release. Data table prepared by the Bureau of Business and Economic Research, University of New Mexico. Found at www.unm.edu/~bber/demo/citypopest5.htm/. Released on its website July 10, 2008. (BBER July 10, 2008)

² Ibid.

that exceed the rates reported for rural areas. Notably, Portales posted the largest positive increase in average annual growth from 0.18% in 2000 to 1.09% in 2007.

Households

During the 30-year period from 1970 to 2000, the number of households in Curry County increased 46.27%, while the average number of persons per household fell from 3.25 to 2.62. In Roosevelt County the number of households increased 29.97%, while persons per household dropped 2.94 to 2.60.

Age

From 1990 to 2000, the data reflect an aging population in Curry and Roosevelt counties, a trend fully consistent with populations in New Mexico and the nation.

Employment

From 1970 to 2006 total full- and part-time employment in the two-county region grew from 24,838 to 34,489, according to the U.S. Bureau of Economic Analysis. This represents an increase of 38.86%, or a compound annual growth rate of 0.92%. The figures fall short of the nation's 1.62% annual growth rate and vastly underperform statewide growth of 175.61% (2.86% compound annual) for the same years.

Labor Force and Unemployment Rates

The New Mexico Department of Workforce Solutions tracks employment and unemployment statistics across the state. According to the Department, unemployment in Curry and Roosevelt counties declined for the period 1990 to 2007, a positive achievement for the region and its population.

Economic Base

Economic growth within the region is steady, but reliant on federal spending at Cannon AFB, historically the largest employer in the two-county region. Income from farming and ranching operations demonstrates recent growth and the potential for continued expansion. As is the case

throughout New Mexico, public spending on healthcare and education (counted as Local Government) contributes significantly to the economic base. Roosevelt County's largest employer is ENMU.

There are notable differences in the economies of Curry and Roosevelt counties. In Curry County employment within the sectors of agricultural, forestry and wildlife grew more than 80% during the six-year period, outstripping the 28% employment growth for the same industry groups in Roosevelt County. Meanwhile, Roosevelt County outranked Curry in growth of employment in finance, insurance, real estate, rental and leasing industries. In Curry County employment in administrative services grew substantially from 2001 to 2007, while Roosevelt County saw growth in food service jobs.³



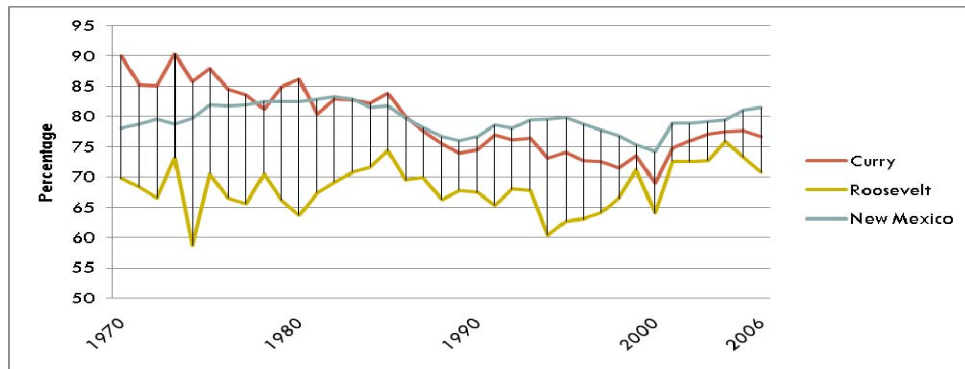
Photo 4-1 Southwest Cannery, Inc. facility

Per Capita Income

Income levels for Curry and Roosevelt Counties are disappointing, standing at only 76.74% and 70.81%, respectively, of the U.S. average for 2006 and 94.13% and 86.69% of the state average for the same year. Although Roosevelt County shows a modest gain over time, the Microplex, as a whole,

³ Portales city officials note that, based on their observations, growth in the percentage employment "Accommodation and Food Services" sector in Roosevelt County may be exaggerated.

Figure 4-1
Per Capita Income for New Mexico, Curry and Roosevelt Counties as % of U.S. Average
(1970 – 2006)



Source: Bureau of Economic Analysis, U.S. Department of Commerce. Found at www.bea.gov/

demonstrates lack of sustained progress in this arena. Figure 4-1 shows the range of difference in per capita income for New Mexico, Curry and Roosevelt counties compared to U.S. averages for 1970 to 2006.

Economic Performance

The challenge of achieving substantial economic growth in the Microplex can be examined from two different perspectives: a comparison of the region's occupational mix and educational achievement of the workforce.

Occupational Mix and Wages

Analysis suggests that improving the economic welfare of the Clovis-Portales community may rely less on creating new jobs than on raising wages. The Microplex fares poorly when compared in 22 occupations against the average annual pay in U.S., New Mexico and the peer cities of Albuquerque and Farmington. In actual wages, the Microplex pays a premium in merely two of the 22 categories, while Albuquerque and Farmington pay higher wages in twelve and eight of the categories, respectively. Additionally, analysis finds the Microplex is a weak magnet for high-paid occupations, ranking last in the percentage concentration of high-paid occupations and first among communities with a high percentage of low-paid jobs.

Educational Achievement

One key to moving up the occupational ladder is preparation of the workforce through education and experience. The analysis compared data for educational attainment of those 25 years and older in the U.S., New Mexico, Albuquerque, Farmington, Clovis, Portales, as well as Durango, CO and Chandler, AZ – two southwest cities notable for their recent economic improvement. Compared to the U.S. and sister cities, Clovis falls short of the U.S. standard for bachelor's and advanced degrees, while Portales, reports 11.2% of its population with advanced degrees, a likely reflection of the contribution of ENMU. Clovis and Portales have lower percentages of their populations earning a high school diploma or its equivalent than the cities compared.

In some respects, the Microplex's inability to capitalize on its assets – land, transportation, climate, university and community college, and military infrastructure – rests, at least to a degree, with the relatively poor educational achievement of its labor force. The occupational wage and employment data, combined with information on educational attainment, suggests that building a more highly educated and better trained work force may be the key to improving economic performance.

Impact of Cannon AFB

Population: One of the greatest challenges of the transition of Cannon AFB has been the temporary “bathtub” or downsizing of its workforce, historically the region’s single largest employer. Figure 4-2 shows the historic correlation between population and employment in the Microplex from 1970 to 2006. Based on this data, it appears that any downturn in regional employment, however temporary, may result in reduced population. Conversely, as regional employment opportunities increase, it is possible population will increase as well. This relationship underscores the value in planning for civilian growth in the Microplex as a complement to growth at Cannon AFB.

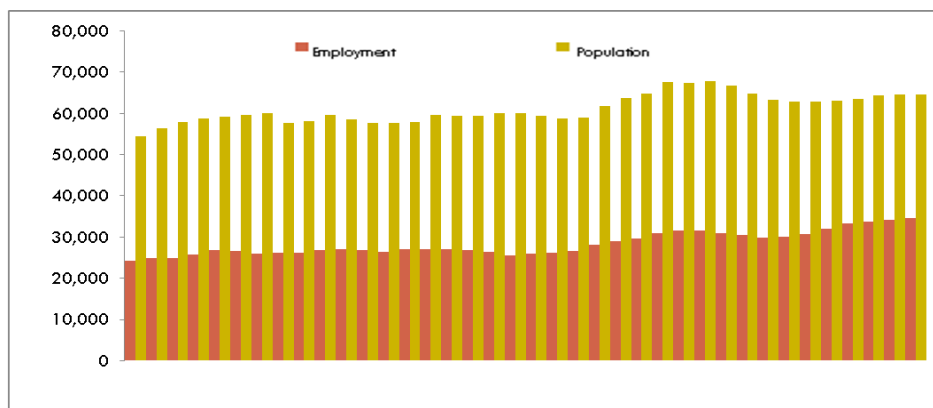
Population projections from the University of New Mexico’s Business and Economic Research and Air Force sources indicate the percentage of the region’s population represented by Cannon AFB is likely to increase as the transition continues.

Employment, Payroll, and Industrial Output:

Since 2004 there have been several studies to assess the impact of Cannon AFB on the Microplex. In 2004 in anticipation of BRAC, the state of New Mexico conducted a study to quantify the economic impact of its four major military installations: White Sands Missile Range, Kirtland AFB, Holloman AFB and Cannon AFB. For Curry-Roosevelt counties, the study identified more than 25% of jobs within the two counties at that time depended upon direct spending of Cannon AFB. This represented \$104.5 million in regional wages and salaries, an enormous impact under any circumstance.

After the May 2005 BRAC announcement, a separate study, also commissioned by the State, identified the magnitude of potential losses within Curry and Roosevelt counties.⁴ A smaller study, conducted at the request of Roosevelt County officials, assessed potential losses to that county. The larger study found that one in every 4 to 5 regional jobs could be tied to Cannon AFB. Later that year, a study commissioned by the State’s

Figure 4-2
Total Employment and Population for the Clovis-Portales Microplex, 1970-2006



NOTE: Total Employment is calculated as wage-and-salary jobs plus proprietors’ employment (owners) Source: Regional Economic Accounts, U.S. Bureau of Economic Analysis. Found at www.bea.gov/regional/reis/

⁴ “Regional Economic Impact of Cannon AFB”, July 2005. Obtained via request to the New Mexico Office of Military Base Planning and Support.

Military Base Planning Commission, analyzed the potential economic impact to the Clovis-Portales Microplex of a partial, phased drawdown at Cannon AFB over a two-year period – to align with the DoD recommended BRAC “drawdown period.”

In 2008, the Team sponsored an online survey of incoming special operations personnel and their families. (See Supporting Materials, Tab K for full results) Among other things, the survey was designed to identify the demographic mix of new personnel arriving at Cannon AFB, allowing for comparison with the former F-16 population. This information was used for an updated impact analysis. With survey results taken near the bottom of the Cannon AFB “bath tub,” the updated analysis indicated a smaller, albeit temporary, impact of Cannon AFB on the regional economy. The 2008 analysis found Cannon AFB accounted for approximately 11% of total full- and part-time jobs, some 14% of personal income, and about 10% of total industry output. As such, Cannon AFB in 2008 – near its lowest population in decades – still accounts for a hefty impact of one in every nine jobs within the two-county region.

Although the various impact studies reviewed or developed in this analysis differ in time and purpose, findings from each leave little doubt of the significant contribution of Cannon AFB to the region’s economy. The impact of Cannon AFB on Curry and Roosevelt counties, sizable as it is even during drawdown, holds the potential to increase and continue to grow well into the future.

Gross Receipts Tax Revenues: Local governments in New Mexico rely on Gross Receipts Taxes (GRT) for their day to day operations. GRT collections, as they are known, are shipped from the point of sale to the state Taxation and Revenue Department in Santa Fe. A portion of the collections are then disbursed back to the originating city or county government, depending on where the sale was made. In New Mexico gross receipts disbursements may account for more than 80% of local government revenues.

Using an econometric model and applying regression analysis identifies a statistically significant, predictive relationship between the number of military and civilian employees at Cannon AFB and annual gross receipts reimbursements to Clovis and Curry Counties. The same analysis finds no statistically significant connection between the growth or decline in the population at Cannon AFB and growth or decline in gross receipts reimbursements to the City of Portales or Roosevelt County. This finding does not mean there is no connection, only that the connection cannot be proven statistically.

The analysis also shows that for each additional military or civilian employee at Cannon AFB, the city of Clovis can expect to earn approximately \$2,950 in annual gross receipts revenues. The analysis also finds that for each additional dollar in private sector wages paid to workers in Clovis, the city government can anticipate reimbursement of 5.5 cents in gross receipts revenues.

The analysis finds a statistically significant, but smaller impact (\$103) as measured in GRT reimbursements to Curry County for each additional employee at Cannon AFB. Additionally, Curry County can expect to collect ½ cent in GRT revenues for each additional dollar in private sector wages paid in Curry County.

Property Taxes: New Mexico property taxes are calculated as a percentage of the assessed value of local properties with the full value of a property adjusted when a property is sold. In Curry and Roosevelt counties property tax collections are likely to be driven by the sale of residential properties to 27th SOW personnel and new residents associated – directly or indirectly – with the buildup of Cannon AFB. Applying the results of the Team’s survey to econometric and financial modeling tools, it is possible the regional property tax base from home purchases could increase from 2008 to 2013 by \$308 to \$331 million based on the low- and high-range of population projections used in the analysis.

Local Government Fiscal Stability: Although the Microplex remains heavily reliant on spending and growth at Cannon AFB, local governments are likely to see fiscal growth in revenues from taxes, fees and other income sources. Current tax structures combined with military growth predictions provide a level of confidence that local governments will be adequately funded to support existing services and functions and to maintain existing public infrastructure through 2013, the end date for this analysis. Although there may be impacts from the national economy that cannot be anticipated, the growth of special operations forces in general and AFSOC in the Microplex, in particular, may place the region in a uniquely enviable position of seeing growth both in population and income through 2013. If so, local governments may be able to engage in long-term financial planning and to entertain options for investment in capital improvements.



Photo 4-2 Roosevelt County Courthouse

Other Findings

The individual characteristics of the Microplex municipalities, Cannon AFB and the region combine to provide benefits greater than the sum of the parts. The following are discussed in aggregate as the potential benefits accrue to the region and would be best pursued in a collaborative way.

Main Street Studies

Recent “Main Street” studies by the UNM’s BBER organization highlights the potential for new opportunities and employment in downtown Clovis and Portales.⁵ These reports provide some guidance on how the central downtown areas of Clovis and Portales might benefit from investment and local government assistance.



Photo 4-3 Clovis downtown movie theater



Photo 4-4 Portales business corridor

⁵ <http://www.unm.edu/~bber/pubs/mainstreet.htm>

Economic Incentives

Economic incentives have played a role in attracting a large dairy industry to the area and population growth in Roosevelt County may be traced directly to investment in this industry. Recently, commercial airline service has been attempted from Albuquerque to Clovis. Regardless of outcome, these developments should not go unnoticed. Economic incentives, carefully crafted, are found to work. Portales, poised for economic growth and less reliant on federal spending at Cannon AFB, stands to benefit from incentives that bring younger workers to the community, allowing the community to take greater advantage of the college-age population at ENMU. Incentives might include access to low-cost business loans, community revitalization programs, and down payment assistance for first-time home buyers.



Photo 4-5 Renewable energy facilities

Quality of Life Amenities

Clovis demonstrates a strong economic base, but fails to capture fully the benefits of certain quality of life amenities. The city possesses beautiful parks, a public zoo, regional shopping, and proximity to regional outdoor recreational sites that offer boating, hiking, camping, and skiing. Such amenities provide an economic stimulus of their own and can serve as a magnet for outside investment. The Clovis High School music program is among the best in New Mexico. With incoming special operations personnel at Cannon AFB, Clovis might best position itself to capture fully the needs of these new residents.



Photo 4-6 Clovis Public Library

Natural History Tourism

Although statewide tourism has captured the eye of economic development specialists in Santa Fe, the Microplex has yet to benefit significantly from tourism. The region possesses an enormous wealth of archaeological history. The Backwater Draw site, for one, is known worldwide for its significance in advancing our understanding of early human cultures. Incentives for tourism might include archaeological tours or “vacation digs” sponsored by Eastern New Mexico University or a local preservation group.

Norman Petty Music Studios

The annual Clovis Music Festival attracts tourists from around the state and nation to visit the source of the "Clovis Sound" made famous by Buddy Holly and the Crickets. The studio is open for private tours and remains a prominent attraction to music lovers.



Photo 4-7 Historic Norman Petty music studios

Agricultural Industry

Investments in New Mexico agriculture are driven by specialty food processing. New Mexico specialty food items include flavored peanut butters, spiced and candied pecans; wines, beers and champagnes; a variety of cheese products; a host of chili products including fermented mash for hot sauces; spices; and the production of natural dyes. Because of the regional strength in agricultural production, the Microplex is well situated for expansion or growth in food processing and related agricultural production. Roosevelt County contains the largest U.S. producers of certified organic peanut butter and the nation's largest milk protein concentrate plant. Curry County hosts the nation's largest American cheddar cheese plant. New investments in this industry have provided significant growth in employment and stability in the regional economic base, diluting reliance on federal spending at Cannon AFB. A similar benefit could result from investment in additional livestock facilities. Examples might include a beef packing operation or

rendering facility, with the needed supporting stockyards.



Photo 4-8 Dairy Farmers of America facility in the Portales Industrial Park

Military

Over time, providing for slow, but continued growth in non-military industry sectors, the make-or-break impact of Cannon AFB on the Microplex economy is likely to shift, becoming less significant. This should be viewed as a community-wide goal. Declining impacts from spending at Cannon AFB will significantly broaden the regional economic base, a positive achievement by any measure.

Spousal Employment

The importance of providing employment opportunities is discussed in the next section, Quality of Life, but success will be manifest in both the professional and social quality of the community, as well as the economic vitality of the region. Therefore, the efforts taken by both the State of New Mexico and Microplex to address this DoD emphasis area as an economic element of growth management bear notice in this section.

In October 2007 the New Mexico Eastern Area Workforce Development Board published the results of a \$1 million study that detailed the impact to eastern New Mexico of anticipated changes at Cannon AFB. The study, funded under the U.S. Department of Labor's National Emergency Grant

program, highlighted the need to “pay special attention” to the spouses of incoming military and non-military personnel associated with Cannon AFB. The report noted:

During a transition of this magnitude it was also observed that there are key individuals that require special attention, these individuals are military spouses. Military spouses bring a tremendous amount of education, knowledge, and skill to the workforce. Increased employment opportunities for military spouses should be a primary focus, and community commitments to helping them start rewarding careers is a must. Awareness among local employers about the value of hiring such individuals could have a positive impact at the state level where licensing and certification requirements differ state to state.⁶

As part of the grant, a website was developed to assist incoming spouses seeking employment in the Microplex (<http://www.connections.mmm.org>). The website includes considerable information on opportunities for training and education targeted to displaced, unemployed or underemployed workers.

4.1.3 Recommendations

The following recommendations address objectives highlighted in this report that are likely to foster improvements in regional economic welfare. A comprehensive list of potential funding sources to pursue these recommendations is included in the full Economic Impact and Employment (Fiscal) Report. (Supporting Materials, Tab A)

EF1 Expand regional educational achievement to enhance economic development

The Team recommends that the Microplex develop a community-wide campaign to enhance both

economic development and regional educational achievement. This recommendation should be viewed as a priority as educational achievement directly supports the ability of communities to prosper over the long term.

EF2 Identify local workforce skills that match needs of high-wage employers

The Team recommends that the Microplex identify factors that contribute to high-wage employment and that draw upon the unique strengths of the local workforce. It is difficult to predict – in the case of the Microplex – what factors are likely to prompt an increase in market productivity. The lack of information about the demographic mix of incoming personnel at Cannon AFB makes a comprehensive assessment a significant challenge as well. Therefore, as more information becomes available, an examination of new employment skills should be a priority.

EF3 Apply for an OEA Economic Diversification Grant⁷

While the AFSOC growth is occurring, the Team recommends that the Microplex pursue an Economic Diversification Grant in order to synchronize growth and diversification planning and execution. As noted in the foregoing, the economy is heavily dependent upon DoD spending and OEA has a formal grant program to help communities protect themselves from economic declines based on Federal actions. The “Community Economic Adjustment Diversification Planning” Program is conducted through an OEA Project Manager who works with a Defense-dependent state and/or local government and can include support for such items as development of diversification studies; assessment of local economic strengths, weaknesses, opportunities and threats; enhancement of local economic development capacity to diversify local

⁶ Eastern Area Workforce Development Board, United States Department of Labor, National Emergency Grant Final Report; October 2007; p. 47.

⁷ http://12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=12.614

DoD dependencies; and outreach to local small businesses, workers, and other community interests. Further diversification of the Microplex’s economy would also help achieve other important goals, such as increased regional employment numbers, occupational diversity, and more opportunities for employment of spouses of Cannon AFB personnel.

EF4 Identify and develop action plan to attract high-wage companies

Based on findings from the foregoing recommendation, the Team recommends that the Microplex develop a strategy to identify and attract high-wage companies that benefit from investment in the region. Many firms seek to locate or expand their operations in or near communities with a demonstrated capacity for an improved quality of life for their employees. Targeting firms that prefer small or rural locations, for example, has considerable potential. Nonetheless, firms in high-wage industries should be a top priority for the Microplex.

EF5 Market Microplex’s outdoor and recreational amenities

The Team recommends that the Microplex highlight its amenities that cannot be found elsewhere, including world renowned archaeological sites and nearby outdoor recreational facilities. These provide certain economic benefits. Highlighting these attractions builds community pride and works to offset doubts among those who may not know the region.

EF5 Highlight cost of living and small-town values

The Team recommends that the low cost of living and small-town character be promoted for the region. This recommendation can be woven in among others, but holds a special attraction to retirees. Recent popular literature stresses the value to retirees of a friendly, small community with a lower cost of living. Articles in U.S. News & World Report and Money magazine highlight the attraction to retirees of a nearby university.

EF6 Highlight school activities

The Team recommends that the Microplex highlight the region’s curricular and extracurricular school activities including state championship sports and music education. This recommendation is targeted to incoming Cannon AFB personnel who may be unaware of the community’s strengths in this area. Strong, successful school programs foster volunteer networks and after-school social opportunities.

EF7 American Chamber of Commerce Researchers Association

The City of Clovis may soon reach the threshold for participation in the prestigious ACCRA Cost-of-Living Index, sponsored by the Council for Community and Economic Research. Participation in the Index is used by corporations, marketing firms, relocation experts, large retailers and others for investment and marketing decisions. The Index allows for comparisons of the cost of living among communities across the U.S. Participation in the Index involves a formal application to the Council. Applicants are limited to incorporated communities with a minimum population of 50,000. The City of Clovis and Curry County are likely to reach these thresholds within the next five to six years.

EF9 Catalogue Skills and Market to New Industry

Develop a program to catalogue skills possessed by AFSOC personnel and families and match them to potential industries that could be attracted by well disciplined and already trained workers separating from the Air Force.

Table 4-1
Recommendation Summary – Economic & Fiscal Task Area

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks
EF1 Expand regional educational achievement to enhance economic development	N	Unknown	State and Federal Education or Workforce Development Agencies or private foundation.
EF2 Identify local workforce skills that match needs of high-wage employers	N	\$50,000 - \$75,000	State and Federal Economic Development Agencies. Local economic development agencies might be able to complete study.
EF3 Apply for an OEA Economic Diversification Grant	N	\$75,000 - \$150,000	OEA with 10% local match of funds or in-kind.
EF4 Identify and develop action plan to attract high-wage companies	N	\$100,000	State and Federal Economic Development Agencies. Local economic development agencies might be able to develop strategy.
EF5 Market Microplex's outdoor and recreational amenities	I	N/A	Include in Microplex community information.
EF6 Highlight cost of living and small-town values	N	N/A	Include in Microplex community information.
EF7 Highlight school activities	N	N/A	Include in Microplex community information.
EF8 American Chamber of Commerce Researchers Association	N	\$10,000 - \$30,000	Local. Possible support from Portales and Clovis Chambers of Commerce, Clovis Industrial Development Center, etc.
EF9 Develop a program to catalogue skills possessed by AFSOC personnel and families and match them to potential industries that could be attracted by well disciplined and already trained workers separating from the Air Force	L	\$100,000 - \$150,000	Department of Labor Workforce Development Grant.

LGMO priority projects in **bold**



5 - QUALITY OF LIFE



5.0 Quality of Life (QoL)

5.1 Introduction

The technical report for this chapter is in Supporting Materials, Tab E. In preparing a QoL Report for the Microplex region, it quickly became apparent that establishing a common frame of reference for this discussion was both crucial and essential for success.

Quality of life is one of the most personal determinations people make about where they live – or may live. Normally, people exposed to different regions and their social cultures understand QoL is something they contribute to creating, not something simply thrust upon them. Therefore, potential concerns about the QoL at an unknown location may be anchored more on what personnel and their families do not know about the region than what they do.



Photo 5-1 Local families at Portales Heritage Days

There are two distinctly different approaches to attempts to characterize QoL with the two being quantitative (objective) and qualitative (subjective). Since both have pluses and minuses from an evaluative perspective, they both need to be addressed, discussed and then balanced to provide a meaningful characterization of the Microplex QoL.

The term “characterization” is used in the foregoing to underscore that the Microplex – like any region – cannot possess a “perfect” quality of life anymore than it can be considered to have an “unacceptable” quality of life for all its residents. Characteristics and factors some believe to be essential to being happy are simply not valued by others and vice versa.



Photo 5-2 Portales Heritage Days

The first approach to assessing QoL is use of quantitative or objective factors and mathematical calculations to derive results that can be compared. Crime statistics, property tax rates, teacher-to-student ratios, number of physicians per capita, etc., fall into categories appropriate for quantitative evaluation. While this approach can lead to great precision, not all of the characteristics people value can be quantified. Moreover, the conclusions drawn from comparisons between communities, or against a hypothetical standard of excellence, may still be biased by the analysts’ personal values and perspectives.

The second approach is used by people who believe quality of life is first-and-foremost a qualitative, or subjective, assessment of numerous elements and factors – some observable and some not – that create an overall “feeling” of a community. Importance

placed on proximity to family and friends or the significance attributed to life experiences, shared social values, or simply the sense of “belonging to” a community often determines how people measure their QoL. Although there is no objective way to evaluate a feeling, there is considerable precedence for communities to attempt using a qualitative approach to make comparisons.

While a quantitative process lacks the ability to fully capture subjective values of residents, the qualitative approach relies heavily on those values at the expense of measurable factors. Even if two communities offered exactly the same QoL based on quantitative factors, their residents would likely consider the QoL to be different based on subjective ties to the communities. Therefore, neither a purely quantitative or purely qualitative approach to discussing QoL is acceptable.

Overlaying both the quantitative or qualitative approaches is the flaw of making assumptions about the perspectives of people living in markedly different regions. While it is natural to make assumptions about what residents in different locations may believe adds to their quality of life, those assumptions may not be valid. For example, people living in Miami, Florida, and Spokane, Washington, are assumed to value different types of weather, life styles, etc.; however, a person’s presence – particularly a military person who is assigned temporarily – in a specific location may bear little-to-no correlation to what an outsider might conclude determines the location’s QoL. In some cases, the QoL of an area may be simply based on the fact a person is employed in the area. The only reasonable conclusion that can be made between Miami and Spokane in regard to QoL is that the two areas possess some markedly different factors that are often used to assess QoL.



Photo 5-3 Clovis Farmers’ Market

In the foregoing, reference was made to familiarity of personnel with an area before they arrive contributing to how they may view the anticipated QoL. When individuals have no personal knowledge of an area and only limited exposure to those who do, it presents a greater challenge to community efforts to be “known” to individuals before they arrive. The military services recognize the need for relocating personnel to have a source of information about their new duty locations and have formal “sponsorship” programs to match assigned personnel of a similar demographic with inbound personnel. The sponsorship program is a key contributor to the formal education on a region for new personnel; however, there is a less formal, but no less powerful, contributor, as well.

When offered orders to a new duty station, military personnel quickly seek out colleagues with experience at the new installation. In situations where installations have long histories with a major command – such as existed at Cannon AFB with Air Force fighter commands – it is not difficult to find personnel to answer questions about the new location and provide first-person assessments of the good, average, bad and other aspects – from their perspectives.

This supplements the information personnel obtain from personal research and their sponsors. Since Cannon AFB is transitioning to a new command that has historically assigned personnel to a small set of

installations, the ability of inbound personnel to find colleagues with personal experience at the base is limited. Therefore, the perceptions arriving personnel have about the QoL offered by the Microplex may be based more on what they and their families do not know about the region than what they do, underscoring the value of an aggressive outreach program by the Microplex to new or potential personnel.

5.1.1 Military-Specific Context

There are five considerations related to the military growth at Cannon AFB that may have significant impacts. Each consideration is discussed in detail in Supporting Materials, Tab M as shown in parentheses. The considerations include issues associated with DoD priorities – Spousal Employment (M-18) and the rate special operations shift to the Western United States (M-19); financial realities facing the Air Force – economic environment impacts on program schedule (M-20) and reassignment of personnel (M-21) and building capacity in the region – temporary construction and contract workers (M-22).

5.1.2 Findings

QoL is Not a Goal

QoL should not be thought of as a goal or objective; rather, as a continual process that cannot be taken for granted or considered self-perpetuating. Like all communities, the Microplex has the opportunity and obligation to not only maintain, but to enhance QoL in order to mature, not just for incoming military personnel but for all its residents. QoL enhancements do not just happen. They require the constant attention and initiative of individual citizens, neighbors, communities and organizations.



Photo 5-4 Clovis Municipal Golf Course

Many QoL Targets Require Careful Focus

There are a great many elements with potential impacts on the QoL in the Microplex. The number of factors identified by the Team – and those likely to be added over time by the Microplex – presents a significant challenge to developing and implementing effective enhancement strategies. Aggregating individual factors into functionally compatible groups will help the Microplex focus resources and efforts in logical ways that will maximize the individual and collective effectiveness of community leaders, citizens and organizations to leverage strengths and mitigate weaknesses – both real and perceived.

Both Financial and Human Resources Required

QoL is about more than available entertainment venues, availability of sporting events, etc. In some cases, QoL initiatives will require primarily financial resources to effect. For example, transportation and infrastructure projects demand local capital outlays often supplemented by regional, State and Federal agencies. Similarly, housing demands capital investment, although such projects generally rely on the private sector for funding and not public agencies. However, money alone cannot support a robust QoL strategy as has been learned from other communities that have faced, or are facing, the goal of maximizing the quality of life for their residents – present and future.



Photo 5-5 ENMU performing arts facility

In addition to the excellent literature, lessons learned and professional expertise offered by the OEA (www.oea.gov), organizations such the National Governors' Association (NGA) (www.nga.org), International County and City Manager Association (ICMA) (www.icma.org) and Association of Defense Communities (ADC) (www.defensecommunities.org) offer access to valuable materials and resources. Perhaps the most valuable of contributions from these types of organizations is a network of people who have helped other communities meet or plan for similar growth challenges. The NGA and ADC have active, formal focus areas addressing the needs of communities growing based on DoD activities. These programs provide excellent information through Information Papers, task area forums and conferences.

Microplex QoL is a Regional Responsibility

QoL results from an individual's unique approach of selecting inputs about things they feel should be valued from the entire range of their interactions – self, family, friends, neighbors, coworkers, community leaders, local businesses, government agencies from every level, State and Federal representatives, etc. Therefore, virtually everyone and every organization play a role in how the Microplex QoL will be perceived. This makes creating the highest QoL possible a team effort if the Microplex's vision for its future is to be achieved. Approaching issues of QoL as a region, as opposed

to a group of individual entities, provides the highest probability of success in the shortest time. Like so many other things the Microplex is approaching with its LGMC and LGMO organizations, the benefit of regional strategies is that the total of the collaborative efforts will be significantly greater than the sum of individual initiatives.

5.1.3 Recommendations

A QoL Matrix was developed as a tool for use by the Microplex and contains very detailed recommendations from each of the task area analyses and survey results (Appendix 3). It captures both quantitative and qualitative attributes considered significant by the Team or included in the survey results of assigned and inbound personnel.

The Team developed the QoL Matrix as a tool to efficiently track/assess changes and trends over time and to be useful in obtaining insights needed by Microplex officials – both as Cannon AFB transitions through 2012 and as it matures in the years beyond. Since generation of the underlying data included in the QoL Matrix is routinely captured to a large degree by various offices and agencies within the Microplex, evaluating progress is a matter of distilling data and correlating it to the various QoL indicators. The Keystone Team strongly recommends that this report not be limited to a single snapshot of QoL considerations in 2009, but that the QoL Matrix serve as the basis for a process of assessment completed annually.

While each of those specific recommendations in the Matrix are considered valuable and stands on its own merit, the Team recognizes the difficulty of community leaders trying to address QoL issues in such detail. Therefore, this section represents an effort to provide a few macro level recommendations that may allow Microplex leaders and organizations to assess and deal with QoL issues in a manageable way.

The following recommendations for consideration by the LGMO are intended to treat QoL in a comprehensive and integrated manner:

Q1 *Review Quality of Life factors every three years*

The Team recommends that the Microplex establish a commission, committee or panel to review selected QoL factors triennially. Reviews could be conducted more frequently, but the triennial basis allows, at least initially, for a time period allowing manageable and meaningful assessment and potential action. If determined beneficial, individual communities could establish their own organizations to mirror the Microplex's that would address local conditions, issues and progress.

The Microplex should consider consolidating the actions listed in the QoL Matrix into three groups to make them easier to address and monitor. The following consolidations appear appropriate: (1) land use, public utilities and infrastructure, and transportation; (2) health care and medical services, emergency services and public safety, and cultural and recreational services; and (3) housing, education and the regional economy. These focus areas appear to be functionally compatible and aggregating them for attention could facilitate appointment of ad hoc committees of individuals with appropriate expertise.

Q2 *Inventory available resources and support in the Microplex*

The Team recommends that the Microplex canvass its members, agencies and organizations to identify resources and sources available to pursue individual recommendations. Whatever the Microplex selects for its QoL review/assessment, determining the resources required and sources of support available to act on and monitor the selected recommendations is integral to QoL characteristics and perceptions. Some potential funding sources could be bonds, endowments, grants, gross receipts or property taxes, etc.

Q3 *Approach Quality of Life as regional responsibility*

Recommend the Microplex use the QoL Matrix as a starting point for its “think piece on QoL” and add, delete or modify issues as deemed appropriate. Involvement and commitment are required at the individual, neighborhood, community and regional levels; and State and Federal support may be available, as well. Maintaining and enhancing the QoL within the Microplex will require identifying, securing and placing a number of building blocks from a wide range of agencies and organizations. Although much of QoL is perception, using solid, resilient building blocks throughout the region will be just as important to success as if QoL were a physical structure.

Q4 *Network and communicate with other growth communities*

The Team recommends that the Microplex reach out to other communities that have faced, or are facing, the goal of maximizing the quality of life for their residents. Representative potential partners include: OEA, the National Governors' Association, International County and City Manager Association, Association of Defense Communities, etc.

**Table 5-1
Recommendation Summary – Quality of Life Task Area**

Action & Timing I = Immediate, N = 1-3 years, M = 4-9 years, L = 10+ years		Estimated Cost	Potential Source(s) of Funding/Remarks
Q1	Review Quality of Life factors every three years	N	N/A
Q2	Inventory available resources and support in the Microplex	I	N/A
Q3	Approach Quality of Life as regional responsibility	I	N/A
Q4	Network and communicate with other growth communities	I	N/A

LGMO priority projects in **bold**



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