



WESTOVER AIR RESERVE BASE JOINT LAND USE STUDY UPDATE

SCOPE OF WORK/WORK PROGRAM

- **TASK 1 - PROJECT INITIATION, ORGANIZATION AND ADMINISTRATION**

The project team, which consists of Pioneer Valley Planning Commission (PVPC) staff, will work with the JLUS Technical Working Group (TWG) jointly to initiate the project by refining the scope and project work plan. Both will work under the general direction and approval of the JLUS Project Steering Committee (PSC). The work plan will include the team's approach to communication, stakeholder engagement, communication protocol, information management, and operating protocols. A project website will be set up on the PVPC website to facilitate communication and document sharing.

Subtask 1.1 Project Definitions

This subtask includes any necessary refinements to the scope of work, project Work Plan, and/or administrative aspects of the study to ensure coordination with the PVPC, TWG and PSC. PVPC will present the final Work Plan before the TWG and PSC for approval. Goals of the project include:

1. Involving the public in all stages of the planning process
2. Mapping recent and planned development activity
3. Identifying areas where present land use conflicts are occurring and where future land use conflicts could occur
4. Identifying new measures, tools, techniques, and land use compatibility measures that minimize land use conflict
5. Developing a final action plan and narrative report with specific recommendations and implementation strategies
6. Integrating WARB's forthcoming Installation Operational Noise Management Plan (IONMP) and Air Installation Compatible Use Zone (AICUZ) Study
7. Identify areas for a types of mutually beneficial developments

Projected Completion Date – 11/1/16

Subtask 1.2 Stakeholder and Public Engagement

To encourage active participation, committees, meetings and workshops will be structured and facilitated. Stakeholders will be provided with clearly defined roles. PVPC will prepare a public involvement strategy that covers the key phases during the JLUS planning process. The public involvement strategy will include the identification of key stakeholders, a specific schedule, methods

of communication, and other tools to provide key project planning information to the following groups:

- Elected Officials
- State government agency staff
- Federal government agency staff
- Local government staff
- Military leadership and staff
- Other JLUS stakeholders (examples include, but are not limited to, major landowners, neighborhood associations, employers, homebuilders, real estate industry, conservation organizations, etc.)
- General public
- Media

The following are the four levels of formal stakeholder engagement:

1. Westover Air Reserve Base JLUS Project Steering Committee (PSC) - The JLUS Project Steering Committee will consist of senior-level stakeholders from the cities, towns, state, federal governments and military within the study area. The PSC will provide leadership and study direction to the PVPC and TWG and will review the draft and final written reports, consider policy recommendations, and play a key role in the implementation of the JLUS. This group reviews and approves interim submittals in each phase of work and are anticipated to meet bi-monthly.
2. Westover Air Reserve Base JLUS Technical Working Group (TWG) - The Technical Working Group will be comprised of the subject community's municipal planners, technical and professional staff, military planners, and representatives from the community. The TWG will be responsible for assisting PVPC in data collection, identifying and studying technical issues, evaluating alternatives, and developing recommendations for consideration by the PSC. The PVPC will manage and coordinate the efforts of the TWG. All members will be knowledgeable in the subject area and will provide local input. PVPC will be responsible for the following tasks:
 - a. Maintaining a database of JLUS committee and subcommittee members
 - b. Notifying members of the meetings
 - c. Developing agendas, draft the minutes of the meeting and distribute them to the members
 - d. Facilitating the meetings
 - e. Completing and distributing progress reports
 - f. Tracking attendance of members
 - g. Providing research services to the committee
 - h. Creating any additional reports required or requested related to the Task
3. Chief Elected Officials - The subject community's Chief Elected Officials will be briefed regularly to keep them apprised of potential recommendations that may impact local land use regulations. Said communities are identified as:
 - Chicopee
 - Springfield
 - South Hadley

- Ludlow
 - Granby
4. The Public - Public Outreach and Citizen input will be solicited by providing opportunities to attend public forums and provide comment and input on draft products throughout the course of the study. The public involvement strategy will include a variety of communication tools to facilitate early and continuing outreach to the above groups, such as a project website, media releases/media kits, periodic fact sheets, surveys, etc. Meetings will be held in various locations throughout the study area to ensure convenient access for participating stakeholders. PVPC will maintain a current contact list throughout the study process to mail/e-mail project information materials to interested parties.
- a. Establish Public Participation/Outreach Program
 - b. In consultation with the PSC, PVPC and the TWG will develop the final version of an ongoing public participation/outreach program for the WARB JLUS Project. This recommended program will be designed to insure that the Study's public participation program is open, broadly participatory and ongoing over the duration of the planning phase of the project. Primary responsibility for the coordination and conduct of the study's public participation and outreach activities will fall to the PVPC and TWG while the PSC will serve as the principal public liaison and input source to the Study. In addition, the recommended public participation/outreach program will identify the strategies and means whereby the general public can be made aware of and have access to the Study and the findings and recommendations that result therefrom (e.g. public informational meetings/briefings, press coverage, informational mailings etc.)

Deliverables:

1. Final Public Participation/Outreach Program
2. Organizational Chart of Public Participation/Outreach Program
3. List of Recommended Supplement Public Participation/ Outreach Activities
4. Proposed Schedule of Public Informational Meetings, Briefings and Hearings

Projected Completion Date – 2/29/18

Subtask 1.3 Administration

The PVPC staff will provide administrative support to the PSC and TWG to accomplish the following activities:

1. Establishing JLUS milestone completion dates
2. Creating a schedule of committee and public meetings
3. Preparation of meeting notices, agendas, minutes, handout materials, maps, presentations, and any other items to accomplish the study objectives
4. Providing written status reports that detail work in progress, work accomplished, and funds expended. Progress reports are due each reporting period for PVPC staff to develop, review and distribute to other JLUS participants.
5. Conducting an installation tour, including outlying facilities as appropriate. The purpose of the installation tour is for the PVPC, PSC and TWG members to gain a more comprehensive

- understanding of the military missions, issues, and constraints imposed through incompatible development.
6. Conducting tours of abutting communities as appropriate. The purpose of these tours are for the PVPC, PSC and TWG members to gain a more comprehensive understanding of the land uses, issues, and constraints imposed through incompatible development both on and proximate to the base.
 7. Creating and maintaining a project website to include posting of materials that could also be used on WARB and participating communities' websites

PVPC will emphasize the delivery of interim findings and technical reports throughout the process to ensure that the TWG, PSC and the public both have adequate opportunities for review and comment.

Deliverables

1. Project Work Plan
2. Project Schedule
3. Outreach Plan, which includes:
 - a. Overview of stakeholder engagement process, plan and meeting schedule
 - b. Identification of stakeholders
 - c. Scope of work for stakeholder groups and committees
4. WARB JLUS website as a subset of the current PVPC website

Projected Completion Date – 2/29/18

- **TASK 2- REVIEW AND RESEARCH**

This task is focused on a review of background data from existing studies, sources, organizations, groups, and individuals, both within the study area and from data provided by PVPC, Westover and community officials. A Summary of Existing Conditions Report will be based on comprehensive review of adopted plans and past related work, meetings with the TWG, inventory of existing facilities and programs, and an assessment of availability and quality of services within the study area.

Subtask 2.1 Assessments of Existing Conditions

Westover Air Reserve Base Document Review

1. Conduct interviews with base personnel and community officials
2. Identify and evaluate WARB plans, identify growth objectives, and review the impact of growth objectives on air traffic patterns and volumes
3. Identify existing land uses and approved land use developments located within the current Air Installation Compatible Use Zones (AICUZ) noise and potential air hazard zones
4. Analyze impacts of current and future base operations, including firing ranges, electromagnetic radiation, radio frequency interference, and AICUZ noise and potential air hazard zone impacts
5. Evaluate existing and proposed rotary aircraft operational routes
6. Evaluate standard operating procedures (SOPs) for the base and analyze how they impact the surrounding community, and what, if anything, may be done to eliminate or minimize these impacts

Community Document Review

1. Review, summarize, and assess existing local zoning ordinances
2. Review, summarize, and assess building code ordinances, paying special attention to noise attenuation requirements
3. Review, summarize, and assess critical areas ordinances
4. Review, summarize, and assess water quality regulations by watershed
5. Review, summarize and assess local comprehensive master plans
6. Review, summarize, and assess regulatory documents as determined by the PVPC and TWG

PVPC will prepare a table or other clearly formatted method showing existing compatible use standards/regulations by community and zoning district.

Projected Completion Date – 2/29/17

Subtask 2.2 Regional and Comprehensive Plan Review

PVPC will assess study area comprehensive plans and land use documents relative to employment and population growth and the adequacy of providing infrastructure and public services to new developments being built. The purpose of this task is to ensure that communities adjacent to the base are administering these policies and regulations in an orderly and coordinated manner that considers the needs of the military facilities. The plans to be reviewed under this task will focus on the land use elements of the following documents, but will also review for significant policy direction(s) that may encroach upon the mission at WARB:

- PVPC Regional Land Use Plan
- Chicopee Master Plan
- Springfield Master Plan
- South Hadley Master Plan
- Ludlow Master Plan
- Granby Master Plan
- WARB Master Plan
- Other Comprehensive Plans as identified by the Steering Committee

PVPC will review these plans for consistency in community land use policies and zoning capacity.

Projected Completion Date – 3/31/17

Subtask 2.3 GIS Basemap

PVPC is responsible for creating a regional Geographic Information System (GIS) database for the study area that includes existing information from WARB. The initial GIS database and base maps are expected to include the following layers:

1. Jurisdictional boundaries (municipal boundaries, county boundaries, utility and emergency management service district boundaries, etc.)
2. Aerial photography
3. Future land use patterns, zoning designations, and planned growth areas identified in communities' adopted Master Plans and the WARB Master Plan
4. Uses that do not conform with the underlying zoning regulations
5. Development activity within the study area during the past five years

6. Development proposed within the study area
7. Locations of proposed capital improvement plan/projects
8. Sensitive biological and/or cultural/recreational resource areas, including habitat and species data
9. Special resources areas, i.e. aquifer recharge zones, wetlands, wellhead protection zones, agricultural, etc.
10. Noise contours for military operations
11. Military flight operations, i.e. Clear Zones, Accident Potential Zones (APZs)
12. Military range Safety Danger Zones (SDZs)
13. Military operation line of sight corridors
14. Commercial airport flight paths
15. Land mobility corridors and the regional transportation system
16. Compile population forecasts from participating jurisdictions
17. Compile and create GIS layers depicting projected growth trends related to population forecasts
18. Compile and review local, State and Federal regulatory framework for community development
19. Compile and review military documents to map footprint for military operations, and any other pertinent documents
20. Identify policies and regulations that govern siting of on-shore alternative energy projects, transmission lines, natural gas storage and pipelines, and oil drilling

Deliverables

1. Existing Conditions Summary Report that provides an introduction of the project, policy context, baseline conditions, and early goals of the study, and will also:
 - a. Summarize data gaps
 - b. Identify information and survey needs, including GIS information
 - c. Preliminarily identify issues that are not being addressed
2. Regional Online GIS Database

Projected Completion Date – 6/30/17

Subtask 2.4 Analysis of Encroachment and Sustainment Challenges (ESCs)

PVPC will apply the thirteen-point (13) encroachment and sustainment challenge criteria used by the Department of Defense (DoD) to consider potential encroachment issues that may negatively affect military readiness and thus economic sustainability for areas surrounding Westover ARB. The purpose of this task is to identify the current and/or potential existence of any of the encroachment factors highlighted per the DoD criteria, determine potential options to address these constraints and presenting communication methods to inform partners on how these will be mitigated.

Encroachment and Sustainment Challenge Criteria (13 factors):

1. Airspace and Land Restrictions
2. Airborne Noise
3. Urban Growth
4. Spectrum Encroachment
5. Endangered Species and Critical Habitat

6. Air
7. Water
8. Cultural Resources
9. Unexploded Ordnance and Munitions
10. Marine Resources
11. Energy Compatibility and Availability
12. Security/Safety
13. Natural Factors and Climate Effects

Deliverables

1. Encroachment and Sustainment Analysis Report
2. Regional Online GIS Database showing encroachment and sustainment challenge areas
3. Maps/display materials for meetings

Projected Completion Date – 4/30/17

- **TASK 3 - COMPATIBILITY AND DEVELOPMENT POTENTIAL ANALYSIS**

PVPC will assess the projected land use capacity needs compared against the projected land use capacity required to meet WARB's mission. PVPC will provide a set of land use strategies or policy recommendations to help modify existing plans for growth where the development that is proposed could threaten current, projected, or reasonably foreseeable activities at WARB. Specific assignments include:

1. Identify areas where recent development patterns support the projected future land use patterns and estimate the potential intensity of future development
2. Identify and evaluate the base's capacity for future mission operations possibilities
3. Identify existing incompatible land uses and future potential land or air use conflicts considering past, present and future possible mission scenarios at WARB
4. Identify future types of land uses both within and outside the study area that could negatively impact future mission opportunities at the base
5. Develop a preferred future compatible land use scenario, based on an analysis of alternatives, that will maximize future mission operation possibilities at WARB
6. In conjunction with local planning efforts, identify land use policy and implementation measures that need to be developed, updated, or revised to reduce potential conflicts between the preferred future compatible land use scenario and those WARB operations that reflect those possibilities
7. Provide an analysis of the economic impact of the study's recommendations on affected properties and on development opportunities within the communities
8. Present data and mapping to the TWG, PSC and public to solicit input on impacts

Deliverables

1. Compatibility Analysis Report
2. Regional Online GIS Database showing compatibility areas
3. Maps/display materials for meetings

Projected Completion Date – 6/30/17

- **TASK 4 - PREPARE JLUS REPORT**

PVPC will present the results of data collection and analysis, information about existing and anticipated future conflicts between community development and military operations, proposed strategies to mitigate and/or eliminate identified conflicts, and other preliminary recommendations. Public comments will again be solicited with emphasis on the implementation strategies.

Subtask 4.1 Study Refinement

1. Make revisions to JLUS Draft based on PSC and TWG recommendations
2. Include mitigation measures to address potential negative impacts on existing landowners
3. Develop a tool box of policies, regulations, ordinances, agreements, etc. to address existing incompatibility issues and guide future compatible development to protect and preserve military readiness and defense capabilities while supporting continued community economic development and quality of life. Options could include:
 - a. Model noise attenuation standards
 - b. Land exchanges
 - c. Development incentive programs
 - d. Transferable development rights programs
 - e. Performance standards
 - f. Special overlay zones
 - g. Procedures for reviewing developments of regional impact within the study area
 - h. Conservation Easements

Deliverables

1. Draft Report Sections including summary of recommendations, implementation plan and action steps, and strategies/procedures for ongoing communication, coordination, and monitoring of implementation of the JLUS
2. A PowerPoint presentation that summarizes the plan and recommendations that can be used by local officials at public meetings
3. Development of a prioritized set of improvements to meet the identified needs
4. Recommended and prioritized steps for coordination between study area agencies and WARB to prevent encroachment and promote compatible development
5. Identification of opportunities for partnerships between WARB, local jurisdictions, and other agencies/entities. This should include, but not be limited to, a prioritized list of areas for conservation efforts, such as acquisition and easements, in coordination with the Army Compatible Use Buffer (ACUB) Program and DoD's Readiness and Environmental Protection Integration (REPI) Program.
6. Summary of next steps and key outcomes

Projected Completion Date – 8/31/17

Subtask 4.2 Study Production

Prior to any participating jurisdictions taking formal actions, PVPC will present the final JLUS report, including recommendations, and an Implementation Plan.

1. Present Final JLUS to PSC for final approval
2. Present Final JLUS to participating local jurisdiction legislative bodies for formal adoption
3. Deliver completed JLUS document to study sponsor

Deliverables

1. 20 full color, hard copy reports of the final JLUS to include:
 - a. Executive summary
 - b. Documentation of coordination and public involvement
 - c. Assessment and compatibility analysis results
 - d. Strategies/procedures for ongoing, communication, coordination and monitoring of implementation
2. Appendices in PDF format of all technical memos
3. Ten flashdrives/dvds that contain all final document materials
4. Supporting maps and GIS data in a format that can be used by regional planners and service providers
5. Final presentation of findings and recommendations
6. A four-page maximum Project Overview to post on the PVPC website which shall include:
 - a. A description of military operations at WARB
 - b. A graphic display of the study area and the military operations footprint
 - c. A description of the community organization structure and participants for both planning and implementation of the JLUS
 - d. A summary of compatible use issues
 - e. Highlights of the primary JLUS recommendations

Projected Completion Date -11/30/17

- **TASK 5 - IMPLEMENTATION PLAN**

The value of the JLUS is not solely in the data that is produced but in the implementation of the actions and strategies that the Study recommends. In order for the JLUS recommendations to be effectively implemented, communities in the Study Area must work closely with WARB officials.

This task will assess the existing levels of intergovernmental and interagency coordination and evaluate where improvement to coordination within and between the agencies can be realized, and most importantly, develop an implementation plan for improved coordination. PVPC will identify appropriate responsible parties, timelines and steps to be taken to achieve the recommendation, and appropriate financing mechanisms (including potential grant programs) to implement the recommendations. Metrics will be developed to measure plan effectiveness.

Deliverables

1. 20 full color, hard copy reports of the Implementation Plan

Projected Completion Date – 2/29/18