

# Working With Regional Councils: A Guide for DoD Installations



**NARC** National Association of Regional Councils



**NARC**  
*Building Regional Communities*



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Dear Reader

Over the past forty years, the concept of regionalism has gained momentum and is now recognized as a trusted way for local, state, and the federal governments to work together to find regional solutions to local problems. As such, Regional Councils have played an important role in information sharing, research, data and best practices for the communities they serve. Such information can be easily shared and networking with Regional Councils is encouraged.



Military installations and Regional Councils share the responsibility for ensuring that the presence of an installation within a community does not negatively impact either. Managing the infrastructure and resources of the community serves jurisdictional as well as military needs. Therefore, collaboration between the Regional Councils and the installation commander and his staff is essential.

The National Association of Regional Councils (NARC) is a national non-profit membership organization whose mission is to improve the quality of life of communities by promoting regional approaches, collaboration and cooperation across local jurisdictions. Our members include Regional Councils and Metropolitan Planning Organizations across the country, which are your best point of contact for information about your installation's community.

This guide is designed to give you a background of what Regional Councils are and how they can be of help to you and your installation. We hope you find this information useful and informative.

A handwritten signature in black ink, appearing to read "Fred Abousleman". The signature is fluid and cursive, with a large initial "F" and "A".

Fred Abousleman  
Executive Director  
National Association of Regional Councils

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# ENGAGING STATE AND LOCAL GOVERNMENTS: THE FACTS

Common Issues	True/False	What the Law Says	What This Means
“DoD personnel cannot provide information to state and local governments about legislation that would protect our military bases and ranges.”	FALSE	<ul style="list-style-type: none"> <li>• “No part of the money appropriation...shall be used directly or indirectly to... influence...a Member of Congress, a jurisdiction, or official of any government, to favor ...or oppose any law, policy or appropriation.” [18 USC 1913]</li> </ul>	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Share information about Administration positions</li> <li>• Share information necessary to the administration of laws for which a government agency is responsible</li> <li>• Provide pre-existing materials</li> <li>• Give speeches on Administration positions (as long as not exhorting the public to contact government officials in support of position)</li> <li>• Send letters from agency to members of Congress</li> <li>• Make statements to news media on Administration positions</li> </ul>
“Providing information on impacts of local development action on our installation is lobbying.”	FALSE	<ul style="list-style-type: none"> <li>• Applicable to lobbying at the state and local level AND with regard to regulations and policy, not just legislation and appropriations</li> <li>• “No part of any appropriations contained in this Act shall be used for publicity or propaganda purposes... [DoD FY05 Appropriations Act]</li> </ul>	<p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Use appropriated funds to generate “grass roots” support, i.e., attempt to mobilize citizens or networks to call, write, email, or otherwise contact lawmakers in support of DoD initiatives</li> </ul>
“Giving speeches on legislation is considered lobbying.”	DEPENDS		
“If state and local governments take the military’s advice, the military may become liable for takings.”	FALSE	“Nor shall private property be taken for public use, without just compensation.” [U.S. Constitution, Amendment 5]	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Testify or provide information to governmental agencies about impacts of actions on military operations</li> <li>• Make recommendations or otherwise be persuasive about actions</li> <li>• Prepare draft ordinance/legislation</li> </ul>
“Testifying to a local land use planning authority makes the government liable for takings.”	FALSE	“The United States may use its position as a landowner to influence local zoning authorities without incurring liability for a taking.” [Persyn v. United States, 32 Fed. Cl. 579, 585 (1995)]	<p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Be part of a panel that VOTES on land use matters</li> <li>• Threaten, deceive or recommend others do what we cannot do</li> </ul>
“Working with state and local governments to combat encroachment is DoD policy.”	TRUE	“I recommend you direct more active involvement at the installation and Regional Environmental Coordinator level in all aspects of state and local planning that could impact readiness.”	<p>IT IS OK TO:</p> <ul style="list-style-type: none"> <li>• Participate, communicate, build relationships, and share information</li> </ul> <p>IT IS NOT OK TO:</p> <ul style="list-style-type: none"> <li>• Avoid all interactions with local planners and organizations about land use issues</li> </ul>

Reference Memo from Deputy Under Secretary of Defense (Installations & Environment) August 23, 2004, Subject: Working with State and Local Governments to Combat Encroachment

## FRAMING THE ISSUE

### *The Need for Communication*

Two-way communication between the military and outside stakeholders is crucial to successful, compatible land use planning. Regional Councils can enhance the military's efforts to protect its mission; through Regional Councils, the military can provide local governments with concurrent information about its operations to help them assess the impacts on community planning decisions at both the local and regional scale. Regional Councils can also help the military better understand regional planning and its potential impacts on current and future military training and operations. Together, the military and Regional Councils can find mutually beneficial solutions to common issues.

This guide is designed to:

- Help Department of Defense (DOD) officials and military installation commanders gain a better understanding of how Regional Councils operate and how they can work together to protect military operations.
- Facilitate communication and potential collaboration among stakeholders on encroachment issues.

### *The Issue*

Encroachment on United States military installations, and test and training ranges, is a serious and growing problem for the DOD. Encroachment – a term used by DOD to refer to incompatible uses of land, air, water and other resources – is the result of planned land development both at the local and regional level that impedes the military's ability to carry out its current and future testing and training missions.

The rapid pace of urban growth into rural areas around military installations and ranges presents two sets of encroachment problems. First, DOD's activities may have adverse impacts on neighboring communities. As residential and commercial development increases near military installations, people may experience more aircraft over-flights, dust and noise from military activities. Second, important military training exercises may be compromised due to incompatible development adjacent to or near installations and ranges. For example:

- Night training can be compromised when light from nearby shopping centers and built up areas in a region interferes with aviation night vision training

- Parachute training can be halted when housing developments are built near drop zones
- Widely-used test and training ranges can be adversely affected when development leads to the destruction of natural habitat in the region of the installation, particularly that of rare, threatened, endangered or sensitive species. If any of these species are displaced to within the fenceline of a nearby installation, then they will be protected there, leading to the segmentation or diminishment of the test and training ranges

Other issues that can lead to degradation of testing or training capabilities include:

- Competition for radio frequency spectrum amongst growing military and civilian requirements
- Construction of tall structures, such as cell phone towers or windmills, in military use airspace
- Construction of new highways near or through training areas

### ***The Implications***

The United States military is responsible for protecting the nation and U.S. interests around the world. To maintain the country's premier military edge, military personnel must have the most realistic training and preparation for the challenges of combat. Restrictions caused by increased local and regional growth and development can have a detrimental impact on the military's ability to "train as they fight." Restricted training is more likely to produce trainees that misunderstand combat strategies and tactics, leading to poor skills and unsafe practices on the battlefield.

The military footprint of most installations usually spans several cities, towns, counties and, in a few cases, states. While the land use management authorities of state and local governments have responsibility for managing local growth and development, many local governments have also formed Regional Councils to discuss shared concerns, pool resources and information, and take coordinated action. These councils can be a key partner for military installations seeking a coordinated approach to working with neighboring governments. Working collaboratively with Regional Councils and individual local governments, the military can help to conserve important national resources and maintain community well-being, while protecting military training and testing capabilities.



# INTRODUCTION TO REGIONAL COUNCILS

## *What is a Regional Council (RC)?*

Regional Councils (RCs) are non-profit, public agencies dedicated to serving local governments. They seek to solve regional problems or provide services, beyond a single jurisdiction, that cannot be addressed at the local level. Local representatives from the various jurisdictions come together as a group to jointly address overlapping issues, allowing each member to retain local control in the shared solution. RCs are stable, broad-based organizations that are adept at consensus-building, creating partnerships, providing services, problem solving and fiscal management. The role of an RC has been shaped by changing dynamics in federal, state and local government relations, as well as the growing recognition of regions as the venue in which local governments must work together to resolve social and environmental challenges.

Regional Councils are designated by many names, including Regional Planning Commissions, Regional Development Organizations, Metropolitan Planning Organizations, Councils of Governments, Regional Service Districts, and Rural Planning Organizations, among others. Most have the following characteristics in common:

- They have legal status and exist through agreements of their membership (local governments), gubernatorial executive order or specific state law(s). They cannot tax, issue bonds or legislate. **RCs are not “super governments.”**
- Membership, financial contributions and local implementation of RC decisions are almost always voluntary. RCs generally have no statutory authority to require local governments to be members or to adhere to its plans. Even in cases where the RC has technically delegated powers over land use, the decision-making power of member governments is rarely challenged.
- Multiple cities, towns, special districts and/or counties comprise an RC. An elected official from each member represents their government on a Board of Directors. This board meets regularly to discuss and debate issues and to set regional policy. Voting membership is restricted to local elected officials, such as county commissioners, mayors or city council members.
- RCs deal with a variety of public issues including transportation, health, public safety, economic development and environmental quality. They prepare comprehensive and functional plans to guide and provide for orderly growth and development.

*Detailed information about each Regional Council is available on that RC’s website. A complete list of Regional Councils across the country is available on NARC’s website, <http://narc.org/regional-councils-mpos/listing-of-cogs-and-mpos-2.html>*

*The exceptions to this list are Metropolitan Planning Organizations which are created by federal law to carry out regional transportation planning. (See page 9 for more details.)*

## ***Short History of Regional Councils***

*Of the 39,000 local, general-purpose governments in the United States (counties, cities, townships, towns, villages, boroughs), a total of 35,276 are served by over 500 Regional Councils.*

Regional planning is relatively new, with over 80 percent of RCs having been formed since 1966. Between the 1950s and 2008, over 500 RCs were formed and many are now celebrating more than fifty years of service.

Early federal regional initiatives were begun to support inter-municipal, multi-county and multi-state planning and programming in areas such as floodplain management in river basins, economic development and housing. These early initiatives proved that regional planning is critical to the success of city, state and the federal governments alike.

## ***Who Belongs to a Regional Council?***

The majority of an RC's Board Members are selected by the participating local governments and are usually composed of elected officials. Members often comprise state elected and appointed officials, special district representatives, and local business representatives, and can include university and minority representatives, as approved by the existing Board of Directors.

## ***What Is the Purpose of a Regional Council and the Scope of Its Services?***

*A current example of a Regional Council forum is the ongoing discussions taking place among members of the San Diego Association of Governments, a single county, multi-city agency, about involving all stakeholders, to include DOD installations, in comprehensive planning.*

The most important function of the RC is to give local officials the capability to make area-wide decisions among themselves. Within their RCs, local representatives are able to define and direct the proper course for the solution of area-wide problems that cannot be solved within a single jurisdiction. Regional Councils thus provide a way to balance local concerns with what is best for the regional community as a whole. The capability provided by RCs can avert state and federal involvement in local affairs and, by banding together, local governments have been able to acquire state and federal aid for regional and local problem solving. Specifically, RCs review state and federal funding proposals and local plans to avoid duplication and serve as a liaison between an array of local, state and federal governments.

Regional Councils are also forums for fostering communication, coordination and collaboration in identifying and addressing regionally-scaled issues and needs. The RC provides this forum for dealing with problems requiring regional solutions without compromising authority of state or local governments. Created as neutral forums, RCs provide an opportunity for each member entity to raise issues of consequence to them and hear the responses from other members, discovering along the way if there is common ground which can be reached to accommodate all of their concerns. Because the RC has to answer to many competing

interests, it represents a place where entities can meet without assuming the role of petitioner. Both state agencies and local jurisdictions are logical participants in such a forum.

Increasingly, RCs also provide specific management and technical assistance to their members upon request. Some RCs sponsor a “circuit rider” planner, engineer or manager, which enables small cities and towns to share the services of a professional they could otherwise not afford.

*The DOD installation can request that the RC convene local jurisdictions on matters relating to the DOD installation. State agencies, which have legislative authority outside DOD installations, can be involved in a neutral forum at the RC. Participation in RC advisory committees provides the DOD installation with an opportunity to learn about issues being addressed at the regional level, before issues elevate or become problematic for the installation. Advisory committees vary by RC; it is best to work with your local RC directly to determine how best to participate.*

### ***How are Regional Councils Funded?***

While a city has a stable tax base to fund operations, RCs generally have no taxing powers and therefore no consistent base of funding. They must rely on contributions from member governments, administrative fees from program delivery, and other sources of income, as well as resources from the state and federal governments. Unlike officials of cities or counties, RC policy officials typically are not directly elected by the citizens to the regional organization, but rather consist mostly of representatives of member local governments.

## WHAT IS REGIONAL PLANNING?

First, we should ask the question: what is a region? A region is a group of neighboring towns, cities and counties whose residents are tied economically, socially and geographically into one large association. Regions are smaller than a state, but may include parts of more than one state. Impacts of new development, transportation, and air and water pollution are examples of problems that are not bounded by jurisdiction.

Regional planning is done at the multi-jurisdictional level, as opposed to the individual local government or state level. Figure 1 shows an example of the Metropolitan Washington, D.C. region comprised of Washington, DC and jurisdictions in Maryland and Virginia. The region is represented by the Metropolitan Washington Council of Governments (COG); more information is available at Metropolitan Washington COG's website, [www.MWCOG.org](http://www.MWCOG.org).



**Figure 1:** Member Jurisdictions for the Metropolitan Washington Council of Governments  
(Source: <http://www.mwcog.org/about/jurisdiction/>)

## WHY SHOULD MILITARY INSTALLATIONS BE INVOLVED?

Regional Councils perform a regional monitoring and coordination function, though they generally do not have a direct role in formulating and implementing land use planning and zoning, which is reserved for local government. The regional plans produced by RCs are usually advisory. However, planning efforts discussed and undertaken by RCs are a great source of information that can assist the military in assessing a regional planning picture. Many jurisdictions feed local land use and other plans up into the regional process.

By participating in a relevant RC technical or advisory committee, the military can be involved in those decision-making processes which affect installations and ranges at an early stage. Participation at the regional level provides a forum for raising sensitive issues without requiring discussions at each local jurisdiction. At the same time, participation at the regional level fosters excellent contacts with elected officials and staff planners at multiple local jurisdictions in a cooperative atmosphere.

A key service provided by regional organizations is assisting smaller local governments that have no or limited staff or technical expertise in planning projects, such as zoning code review, mapping assistance, and economic research. While the military may not typically engage with these smaller governments due to a focus on larger government entities, participation at the regional level opens a window to these important, but overlooked smaller governments or entities.

Regional Councils have access to contacts in each participating local government and can facilitate the exchange of information between the local jurisdiction and the DOD installation. They also possess information about regional economic development strategies and plans, as well as access to development organizations, key contacts and other information sources within the region, state and nation. More importantly, if an RC does not have a specific answer, they have the expertise and contacts to find a solution, quickly and easily.

### *A Key Example*

One reason to establish a relationship with the Regional Council is to ask the Regional Council what is currently influencing growth patterns and to see what growth projections are included in the regional plans. If the individual RC does not do physical planning, they will know the organization that has that responsibility. In most cases, the RC is aware of growth generators in the region. An installation commander who engages the Regional Council will have the opportunity to view where sewer lines, utility lines and schools are being proposed, and what transportation plans are under consideration—before they go into effect.

This knowledge provides them with the opportunity to review the impact of proposals and communicate concerns directly to the RC, and ultimately to the local governments and communities impacted.

*Do not be surprised that military installations are viewed by host communities as growth generators or magnets, and as such, require an increase in nearby housing, services and suppliers. If not planned collaboratively with the installation, that anticipated growth could adversely affect the installation's mission success.*

## **FEDERAL AGENCY INTERACTION**

While the federal government may interact with Regional Councils on an ad hoc nature on numerous issues, there are three types of RCs that are federally designated. They are included below as a reference to what types of services RCs can offer, though the role of each individual RC varies.

### ***Area Agency on Aging***

Through combined action, the Administration on Aging of the Department of Health and Human Services and the state may designate an agency or organization as an Area Agency on Aging (AAA). AAA's were established in 1973 by the Older Americans Act to respond to the needs of individuals over the age of 60. They work with the State Unit on Aging and together are responsible for devising a strategy for covering the local areas of the state.

### ***Economic Development District***

An Economic Development District (EDD) may be designated by the U.S. Department of Commerce and local governments as a result of qualifying economic conditions present in the region. The EDD is responsible for developing a Comprehensive Economic Development Strategy (CEDS), which provides assistance to local communities and businesses to create jobs or to support efforts which lead to economic development. By reviewing a CEDS, the military can evaluate whether or not the economic impact of a DOD installation is accurately described in terms of the number of jobs, number of contracts and total economic impact of the facility on the region.

### ***Metropolitan Planning Organization***

A Metropolitan Planning Organization (MPO) is an agency created under federal law between the U.S. Department of Transportation and state and local authorities. An MPO provides local input for urban transportation planning and for allocating federal transportation funds to urban areas with populations greater than 50,000. Over 485 MPOs exist across the country, as of January 1, 2008. Nearly half are co-located and co-staffed by an RC serving the same general geographic location. The Governor of each state is responsible for formally creating each MPO and state statutes often formalize their powers and responsibilities. The MPO is typically engaged in planning and programming of federally funded highways and transit projects. The foundation of the MPO's planning activities is the Long Range Transportation Plan (LRTP), which projects the need for transportation infrastructure at least 20 years into the future. Every MPO is required

to link the LRTP to its construction activities through documents called Transportation Improvement Programs (TIP). It is through these documents that MPOs plan, allocate and implement billions of federal dollars each year.

*MPOs can be extremely helpful to installations, as sources of information on transportation plans, resources and needs. Transportation is the lynch pin of new development. Good transportation planning can help steer incompatible land uses away from a military installation.*





## STATE AGENCY INTERACTION

In addition to the EDD, AAA and MPO programs associated with federal and state programs, the Regional Council interacts with the state on several other programs. In many cases, RCs act as local contacts to state agencies. Examples include:

- A Department of Environmental Quality at the state level using an RC as a planning agency for solid waste management, water and air quality monitoring, and resource recovery.
- A Governor's role in Emergency Response Planning, where the RC serves as a planning agency, to allocate resources or as the convener of Emergency Operations Center Regional Response teams.

*Installations can work with Regional Councils on both Environmental Quality and Emergency Reponse Planning. Many Regional Councils plan, implement and administer these programs, providing first-hand guidance for the Installation.*

### ***Homeland Security Planning Agency***

Several Regional Councils have been designated by the Governor of their state as a Homeland Security Planning agency. In Texas, for example, all Regional Councils of Texas are designated also as Homeland Security Planning Agency's, for the purpose of planning or allocating homeland security funding.

*Installations can work with Homeland Security Planning Agencies to expand their ability to mobilize equipment and resources through agreements such as mutual aid agreements. One such agreement in Texas was enacted between Fort Sam Houston and the Alamo Area Council of Governments.*

### ***Workforce Development Board (State/Local)***

Workforce boards assist local entities and businesses with job training and skills education for both employers and prospective employees.

*Workforce Development Boards afford a great opportunity for DOD installations to get assistance in publicizing job listings for prospective employees as well as to participate in job fairs.*

## STEPS IN ESTABLISHING A RELATIONSHIP WITH REGIONAL COUNCILS

*Detailed information about each Regional Council is available on that RC's website. A complete list of Regional Councils across the country is available on NARC's website, <http://narc.org/regional-councils-mpos/listing-of-cogs-and-mpos-2.html>.*

This section describes the steps that all installation commanders and their staffs can use, regardless of the size or type of installation they manage, to establish a relationship with a Regional Council.

The primary goal for the installation is to establish consistent communications with the RC. This goal can be achieved through effective communication channels providing a regular means of information exchange, dialogue and joint problem solving. Without effective communication and input from the installation, the RC will not be able to sufficiently address the impact of their decisions on an installation and its mission.

Prior to establishment of communications, background research on the specific RC, or RCs if the installation footprint covers more than one, is recommended. The structure and programs of an RC vary greatly from one area to another. A brief review of past and current annual reports, newsletters and other RC publications can often paint an accurate picture of the RC activities, focus and future planning.

### ***Meet with Executive Director, Board Member or Staff***

An installation commander can initiate a meeting as easily as making a direct phone call to the Regional Council's Executive Director. Another option is informal communication between the Installation Community Planning and Liaison Officer or equivalent and the RC staff. Scheduling a meeting between the commander and a local elected official who is also on the RC board can open a dialogue beneficial to both parties.

Once engaged with an RC, installation staff should identify all off-base military training routes, special use airspace and military operating areas associated with the installation or linking it to remote training areas. Because these areas may cover two or more counties or states, installation staff must determine which RCs are affected and provide this information to them for incorporation into regional plans.

*In order to engage with a Regional Council, an installation must be able to clearly articulate their requirements in language that is understood by a civilian community. One key to this process is a GIS map of both on and off installation requirements. Without a comprehensive map depicting military testing and training area requirements, the installation's concerns cannot fully be addressed. (Please see the following website for information and tools for guidance in reaching out into the community: <https://www.denix.osd.mil/portal/page/portal/denix/range/Tools:Resources>)*

## ***Seek Membership on Appropriate Advisory Committees (Planning, Transportation, and/or Economic Development)***

Each Regional Council has advisory boards to assist their Board of Directors in securing community or member input into their planning processes. The website of the specific RC usually lists Board and advisory committee meetings. Attendance at a specific committee meeting and talking with the staff can help determine if it is beneficial for the DOD installation to join as a member, as well as to find out the procedures in place for membership. If there is sufficient interest, the installation can request appointment to the specific committee.

A positive, collaborative relationship can be established by requesting participation on planning advisory committees and reviewing regional plans, as well as by communicating clearly when local and regional plans have an impact on the installation. As an active participant in regional land use planning, DOD can work cooperatively with the RC to ensure that military installations' goals and concerns are integrated into regional land use planning initiatives and public works projects, ensuring compatible land use well into the future.

## ***Identify Areas of Interaction with Regional Councils***

### ***Share information / Plans***

DOD engagement with RCs can result in better-informed environmental reviews, improved evaluation and discovery of encroachment issues, as well as identification of potentially conflicting plans. For example, if a military runway expansion coincides with a drainage project being planned by two different agencies, a review can uncover issues that may be created by stormwater runoff, either onto or from the installation.

In their role as regional oversight agencies, many RCs are responsible for preparing and implementing a regional plan. For example, a regional plan may provide policies to guide where, how much, and when growth and development may occur in the region. Even if the RC does not have a comprehensive regional plan, they are a source of information on the agencies which have conducted planning efforts and can provide contacts within local jurisdictions who would be able to work with DOD staff.

*The involvement of Randolph Air Force Base (AFB) with the Alamo Area Council of Governments illustrates the value of engagement with Regional Councils during environmental review. In this case, the installation environmental quality officer had the opportunity to be a part of the RC Air Quality Task Force and was involved in the determination of control strategies. Membership in the task force allowed the officer to determine the consequences of the control strategies on Randolph AFB.*

### ***Mutual Support***

Emergency response is a good example of mutual support, provided by local jurisdictions to one another, which could be expanded to include a DOD installation. In all cases, the local jurisdictions surrounding or affected by the operations of a military installation must have an understanding that the mission and safety of the individual jurisdiction or installation cannot be sacrificed; equal participation by both parties will aid in emergency response.

### ***Joint Projects***

Many RCs have been sponsors of DOD-supported Joint Land Use Studies (JLUS). This promotes the interaction of multiple jurisdictions, other important stakeholders and installation staff, working together to arrive at a consensus for planning recommendations across the region. However, the power to implement the plan recommendations is reserved to the local governmental (or, in the case of legislative actions, to the state). Follow-up focused studies may also be sponsored by the RC if all parties are agreeable.

*The Joint Land Use Study (JLUS) Program is managed and funded by the Office of Economic Adjustment within the Department of Defense. The program encourages collaborative planning between military installations and local jurisdictions so that future community land uses and the training and operational missions of the installation are compatible. For more info on JLUS see: [www.OEA.Gov](http://www.OEA.Gov)*

## CASE STUDIES

Several Regional Councils and military installations have already developed working relationships. Examples of these relationships include:

### ***Rapid City MPO – Ellsworth AFB***

The Rapid City Area Metropolitan Planning Organization (MPO) in South Dakota has worked cooperatively with the Ellsworth Air Force Base (AFB) for over 20 years. Ellsworth AFB is an official part of the MPO, with representation on the Technical Coordinating Committee.

In the mid-1990s, cooperatively with the City of Rapid City and the Department of Defense, the MPO jointly funded a Joint Land Use Study. The study resulted in a justification for a new interchange, the design and construction of which was funded by the MPO and City of Rapid City. The new interstate interchange and a major entry way corridor (Liberty Boulevard) provided access to the City of Box Elder and the Main Gate entrance to Ellsworth AFB. The construction of this interchange resulted in the relocation of a number of incompatible land uses in the airfield crash zone, including a McDonald's Restaurant and a gas service station. (Earlier, a B-1 aircraft lost on landing was reportedly three seconds away from crashing into these facilities and the interchange.) The resulting transportation and related land use changes were a key component in demonstrating compatible land use in areas surrounding the installation during the most recent Base Realignment and Closure Commission hearings. As a result of the Rapid City Area MPO's efforts, the BRAC Commission cited Ellsworth AFB's vast unencroached airspace and significant economic impact on the local community as a justification for removing the installation from the closure list.

Coordinated efforts continue with a new DOD-funded study being undertaken by the State of South Dakota to review land use issues as well as planning and development issues in the multi-jurisdictional areas surrounding Ellsworth AFB. It is anticipated that some of the elements of that study may require continued coordination through the MPO. The joint land use and transportation planning efforts, coordinated in part through the Rapid City MPO over the past 16 years, have been a key element in successful management of this economic element impacting all of Western South Dakota.

### ***Pikes Peak Area Council of Governments – Fort Carson***

The Pikes Peak region of Colorado is home to five military installations and a thriving defense industry. As a result of the 2005 Federal Base Realignment and Closure Act, the largest military installation in the region—Fort Carson—will

add 10,000 troops by 2011. This rapid troop increase, along with the estimated 15,000 additional associated family members and other personnel, presents opportunities and challenges for Fort Carson and the surrounding communities.

In 2005, the Colorado Defense Mission Coalition (CDMC), a consortium of diverse stakeholders, recognized a community-wide need to prepare the region for rapid military growth. CDMC approached the Pikes Peak Area Council of Governments (COG) to develop a proposal for the Office of Economic Adjustment at DOD to support a multi-discipline regional planning effort. In August 2008, DOD awarded a \$518,000 grant to the Pikes Peak Area COG to launch the Fort Carson Regional Growth Coordination Plan, an 18-month initiative addressing housing, education, transportation, health and social services, the economy and other growth impact areas. The project will focus on the three counties that host Fort Carson's primary operations: El Paso County, Fremont County and Pueblo County.

### ***Central Midlands Council of Governments – Fort Jackson***

The Central Midlands Council of Governments (COG) has been working with several military installations in South Carolina, particularly Fort Jackson, since 2005. That interaction began with Central Midlands COG's participation in Fort Jackson's long-range sustainability planning effort, which involved a number of working groups, including a transportation planning group. Members of these working groups were drawn from installation staff, as well as representatives from state agencies and local communities. Issues facing Fort Jackson included the additional strain placed on transportation resources at the installation as a result of the need to support mobilized reservists. Due to the Central Midlands COG's understanding of growth trends within the region, including those surrounding the installation, the Central Midlands COG staff was able to help finalize Fort Jackson's ideas on transportation issues related to sustainability. When the issue of growth pressures surrounding the base surfaced in a meeting presided over by the installation's garrison commander, Central Midlands COG provided documentation showing building permit patterns within the region between the years 2000-2004. The documentation included a GIS map of these permits in relation to the installation, which helped to illustrate the growth issues facing Fort Jackson.

## CONCLUSION

Installation commanders should interact with Regional Councils for several reasons. Mission sustainability, continuing growth and environmental considerations are challenges facing the country as a whole. If activity and land use planning on installations and in their surrounding communities can be integrated as a cooperative planning effort, commanders can then articulate their concerns and challenges at the beginning stages of the planning process and increase community consciousness.

A pattern of relationships between DOD installations and RCs already exists. The extent of the relationships may vary, but the benefits to both RCs and DOD installations of mutual coordination have been proven time and time again. Neighbors can accomplish more by working together to prevent difficult issues from arising and by building a broader relationship based on commonalities and understanding.

The easiest way to begin the relationship (if one does not exist) is to identify the specific RC, review their web site and, at a minimum, schedule a meeting between the installation commander and the RC Executive Director. A briefing by the DOD installation on the issues it faces jointly with the RC can be part of this first interaction. Active participation in policy advisory committees will allow the installation commander and installation staff access to issues before they become problematic. With the DOD's emphasis on installation mission and sustainability, commanders must reach out to a broad group of stakeholders so that issues can be identified early in the process, where mission impact and compatibility can be best addressed.

## **APPENDIX A: ACRONYMS**

**AAA** Area Agency on Aging

**AFB** Air Force Base

**CEDS** Comprehensive Economic Development Strategy

**COG** Council of Governments

**DOD** Department of Defense

**EDD** Economic Development District

**JLUS** Joint Land Use Study

**LRTP** Long Range Transportation Plan

**MPO** Metropolitan Planning Organization

**NARC** National Association of Regional Councils

**RC** Regional Council

**TIP** Transportation Improvement Program



## **RESOURCE LIST**

### **National Association of Regional Councils**

Fred Abousleman, Executive Director  
1666 Connecticut Avenue NW, Suite 300  
Washington, DC 20009  
www.NARC.org  
202.986.1032 phone  
202.986.1038 fax  
For a list of Regional Councils:  
[Http://narc.org/regional-councils-mpos/listing-cogs-and-mpos.html](http://narc.org/regional-councils-mpos/listing-cogs-and-mpos.html)

### **Metropolitan Washington Council of Governments**

David Robertson, Executive Director  
777 North Capitol Street NE, Suite 300  
Washington, DC 20002  
www.MWCOG.  
202.962.3200 phone  
202.962.3201 fax

### **Rapid City Metropolitan Planning Organization**

City of Rapid City  
300 Sixth Street  
Rapid City, South Dakota 57701  
www.rcgov.com  
605.394.4120 phone  
605.394.6793 fax

### **Pikes Peak Area Council of Governments**

15 South Seventh Street  
Colorado Springs, CO 80905  
719.471.7080 phone  
719.471.1226 fax  
<http://www.ppacg.org>

### **Central Midlands Council of Governments**

236 Stoneridge Drive  
Columbia, SC 29210  
803-376-5390 phone  
803-376-5394 fax  
www.centralmidlands.org

### **For tools/resources in DOD/RC planning discussion document preparation:**

<https://www.denix.osd.mil/portal/page/portal/denix/tools>

This primer is one of a series designed in cooperation with DoD's Sustainable Ranges Initiative. The primer series includes:

- ❖ Collaborative Land Use Planning: A Guide for Military Installations and Local Governments
- ❖ Commander's Guide to Community Involvement
- ❖ Outreach for Mission Sustainability: Working to Balance Military and Civilian Community Needs
- ❖ Partner's Guide to the Department of Defense's Readiness and Environmental Protection Initiative (REPI)
- ❖ Working to Preserve Farm, Forest and Ranch Lands: A Guide for Military Installations
- ❖ Working with Conservation Districts: A Guide for Military Installations
- ❖ Working with Land Trusts: A Guide for Military Installations and Land Trusts
- ❖ Working with Local Governments: A Practical Guide for Installations
- ❖ Working with Regional Councils: A Guide for Installations
- ❖ Working with State Legislators: A Guide for Military Installations and State Legislators

These primers are available online at <http://www.denix.osd.mil/sri/Tools/Primers.cfm>

To obtain hard copies or for more information, contact:

Sustainable Ranges Outreach Coordinator  
Office of the Deputy Under Secretary of Defense  
(Installations and Environment)  
[www.denix.osd.mil/SustainableRanges](http://www.denix.osd.mil/SustainableRanges)  
(571) 969-6774



