




TRANSMITTAL NOTE

DATE: November 24, 2014
TO: City Commission
FROM: **Ron R. Fehr, City Manager** 
SUBJECT: Update to Joint Land Use Study (JLUS)

Attached is an e-mail from Gary Stith, Director of the Flint Hills Regional Council, requesting a letter of support (draft attached) to seek a grant from the Office of Economic Adjustment (OEA) with the Department of Defense to update the JLUS study that was completed in 2005. Fort Riley has initiated this request as a result of all the improvements that have happened on post, but mainly because of all the growth that has happened in the surrounding communities. Also attached is a copy of the memo and attachments from the 2005 City Commission meeting which provides substantial information on JLUS. The local match requirement should easily be met by staff time credits as it was last time, and City Administration recommends having the Mayor sign the letter. I have added this as a discussion item for the Work Session tomorrow.

14076
RRF:dls

Attachments

1. E-mail dated 110914 from Gary Stith
2. Draft Letter of Support to OEA
3. 112705 City Commission Memo re Flint Hills Joint Land Use Study

RON FEHR

From: Gary Stith [gary@flinthillsregion.org]
Sent: Sunday, November 09, 2014 12:09 PM
To: RON FEHR; Beatty, Cheryl; David Shover; honey grant; Rebecca Bossemeyer; Ben Bennett; Robert Reece; Stan Hartwich; RICH VARGO; Bob Boyd; ogdencommunitycenter@ogden-ks.gov; Richard Jankovich-home; Cecil Aska
Subject: Support for the Joint Land Use Study
Attachments: JLUS Local Government Support Letter JSA edit.docx

Fort Riley is requesting that the Office of Economic Adjustment (OEA) fund a Joint Land Use Study (JLUS). The JLUS is being requested because of the significant growth in the region and changes to the mission at Fort Riley. This JLUS will identify issues that could impact the mission of Fort Riley and make recommendations for the surrounding jurisdictions to ensure that Fort Riley is protected from encroachment and other issues.

Attached is a form letter that you can use as an example of a letter of support of Fort Riley's request for the JLUS. This letter or a similar letter should be approved and a signed copy provided to the Flint Hills Regional Council (FHRC) by December 5 2014. The Flint Hills Regional Council has offered to administer the JLUS and will require funding to support this effort. OEA will fund 90 percent of the JLUS. Local jurisdictions will have to provide the remaining 10 percent of the cost which could be met by in-kind and staff support as match.

If you have any questions, please contact me.

Thanks, Gary Stith

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GARY STITH AICP | DIRECTOR |
FLINT HILLS REGIONAL COUNCIL
PO BOX 514, OGDEN, KANSAS 66517-0514 |
TOLL FREE 855.785.FHRC | 855.FAX.FHRC
CELL PHONE: 301-529-2436



November 25, 2014

Paul A. Oskvarek
Program Manager
Office of Economic Adjustment
2231 Crystal Drive, Suite 520
Arlington, VA 22202-3711

Dear Mr. Oskvarek:

The City of Manhattan participated with other regional communities around Fort Riley in the Joint Land Use Study (JLUS) in 2004 and 2005. Much has changed since then with significant growth in the region and changes in the mission and substantial improvements at Fort Riley. We believe an update to the 2005 JLUS is necessary for the region. This JLUS update should include specific recommendations for actions to be taken by the communities surrounding Fort Riley to ensure that the Fort and its mission will not be impacted by encroachment or other issues.

We welcome the opportunity to join other regional partners in conducting this update in 2015 which will assist Fort Riley and continue to insure that it can fulfill its crucial mission in protecting our country. We support Fort Riley's nomination for a JLUS update and recommend working with the Flint Hills Regional Council and the other surrounding local government entities to develop the JLUS update along with an implementation plan for recommendations.

We thank you for your consideration.

Sincerely,

Wynn Butler
Mayor, City of Manhattan

14037
WB:RF:dls

CITY COMMISSION AGENDA MEMO
September 22, 2005

FROM: Eric Cattell, AICP, Assistant Director for Planning

MEETING: September 27, 2005

SUBJECT: Flint Hills Joint Land Use Study (JLUS)

PRESENTERS: Karen Davis, Director of Community Development;
Eric Cattell, AICP, Assistant Director for Planning

BACKGROUND

This is a joint work session with the Manhattan Urban Area Planning Board to discuss the Flint Hills Joint Land Use Study Report. In 1985, the Department of Defense initiated the Joint Land Use Study (JLUS) program to create a participatory, community-based framework for land use planning around military installations. The program had two primary objectives:

- Encourage cooperative land use planning between military installations and surrounding communities to insure compatibility between growth and development and operational missions.
- Seek ways to reduce the operational impacts of military installations on adjacent land.

Flint Hills JLUS: The Flint Hills Joint Land Use Study (JLUS) is a cooperative land use planning initiative between Fort Riley and surrounding cities and counties, in an effort to increase awareness of growth and development plans and issues. The central element is to explore and understand economic and physical interrelationships between the Fort and the surrounding area. The JLUS process analyzed potential impacts of growth and development on the long-term viability of Fort Riley's mission, as well as impacts of current and future military training and operations on surrounding cities and counties. The ultimate goal is to reduce potential land use conflicts and encroachments, while accommodating necessary growth and development and mutual economic sustainability. The JLUS identified cooperative land use recommendations (i.e. compatibility tools) and actions that should be considered for implementation by the surrounding cities, counties and Fort Riley, to address existing issues and prevent future conflicts.

The Flint Hills JLUS partnership was funded by the Department of Defense, Office of Economic Adjustment (75%), with in-kind and cash contributions from the participating local agencies (25%). The total project was \$133,300. Manhattan provided extensive in-kind contributions of staff time and no cash. Participating agencies included: Clay, Geary and Riley Counties; and the Cities of Grandview Plaza, Junction City, Manhattan, Milford, Ogden and Riley; and, Fort Riley.

Community Based Process: The JLUS planning process was conducted by EDAW, a professional consulting firm, and managed by the participating local government agencies, through a Policy Committee of elected representatives, and a Steering Committee of citizens, with Fort Riley participating as a partner. Mayor Klimek served on the Policy Committee and Mike Hill and Terry Olson served on the Steering Committee representing Manhattan. Junction City served as the lead agency for coordination and contractual purposes. The City of Manhattan wrote the grant application and served as the grant administrator during the project. The Department of Defense-Office of Economic Adjustment provided technical expertise and primary funding.

Project Chronology: Fort Riley officials approached surrounding cities and counties in late 2002 about the possibility of partnering on a JLUS. City Administration began meeting with the other local agencies and Fort Riley in early 2003 to help lay the groundwork for the project and the City Commission signed a Resolution of Support of the project on April 1, 2003 (*see Resolution No. 040103-A attached*). City Administration worked with the other participating local agencies throughout the summer and fall of 2003, to complete the draft Request for Proposals (RFP) for soliciting consultants. The RFP was finalized by the Policy Committee on December 17, 2003, and mailed out to prospective consultants. Consultant interviews were conducted by the Policy Committee on March 17, 2004. EDAW was selected as the consultant and the first public meetings began on June 9, 2004. The Final Report was received by the Policy Committee on July 28, 2005.

DISCUSSION

Section 3 of the JLUS Report provides background information and Section 4 provides extensive technical information, including information on Manhattan's identified growth areas from the Manhattan Urban Area Comprehensive Plan, as well as current Compatibility Tools utilized by local governments and Fort Riley. Section 5 of the Report details a full range of additional Compatibility Tools (options) that should be considered by local agencies and Fort Riley, as well as the constraints to development that were mapped, to help analyze where growth opportunity areas are located that would be compatible with military training and operations and prevent further types of encroachment.

The Land Use Compatibility Map on page 81 visually shows where certain constraints exist and where growth should be promoted. This map, used in conjunction with Table 12 on page 81-85, identifies where certain compatibility Tools should be considered for implementation.

Applicable Compatibility Tools: It should be noted that Manhattan already utilizes many of the existing planning and growth management tools outlined in Section 4 (see Table 9 on pages 59-60). Section 6 of the Report provides a matrix of the full range of Compatibility Tools for the entire study area, not all of which would apply to Manhattan and the Manhattan Urban Area. While many of the suggested Compatibility Tools are beneficial, the primary tools that would apply to Manhattan and the Urban Area are identified on Table 12, under “Land Use Planning Zone” on page 84, and “Growth Opportunity Area” on page 82.

Comprehensive Plan and Implementation of JLUS Report: It should also be kept in mind that the adopted Manhattan Urban Area Comprehensive Plan still applies within the Manhattan Urban Area jurisdiction and remains the primary policy tool to guide and direct growth and development in and around our community. The Flint Hills JLUS Report is another important piece of information that should be utilized and considered when making decisions on annexation, rezoning, platting and infrastructure improvements, particularly in the western portions of the Manhattan Urban Area. The question that Manhattan needs to decide is how the suggestions in the Report should be implemented.

As a part of the ongoing follow-up to the Flint Hills JLUS project, the participating agencies have established a JLUS Regional Coordinating Council, which will meet quarterly to continue discussion and improve communication and coordination on items of mutual interest, to insure long term compatibility and economic sustainability of all entities and Fort Riley’s mission. City Administration will also continue direct communication and coordination with Fort Riley on items of mutual interest.

During the joint work session, City Administration will provide an overview of the Flint Hills JLUS project, report findings, and compatibility tools identified in the Report that should be considered for implementation in the Manhattan Urban Area. City Administration asks that the City Commission and Planning Board discuss the Report and the compatibility tools, as they apply to the Land Use Planning Zone (LUPZ), the area west of Scenic Drive, and the West Anderson growth area, and consider how the community should implement the tools. In addition, there is a sample Memorandum of Understanding in Appendix 3 of the Report that will serve as an outline for the communities and Fort Riley to consider for future enactment, regarding on-going regional cooperation and coordination.

ACTION NEEDED

- Discuss the JLUS Report and the various Compatibility Tools and the sample Memorandum of Understanding;
- Identify how the Planning Board and City Commission would like to proceed towards adoption and implementation of the JLUS Report.

RECOMMENDATION

Provide input and direction to City Administration regarding adoption of the Flint Hills JLUS Report, the suggested Compatibility Tools and their implementation within the Manhattan Urban Area.

POSSIBLE MOTION

As this is a work session, no motion is necessary. However, City Administration appreciates any input and direction from the City Commission and Planning Board.

EC
05136}JLUS-Worksession

Enclosures:

1. City Commission Resolution No. 040103-A
2. Flint Hills JLUS Report (distributed previously under separate cover)

RESOLUTION NO. 040103-A

WHEREAS, the City of Manhattan recognizes that continued operation of Fort Riley, Kansas, as a major military installation in the United States is important to the local economy and the economy of the State of Kansas, and that its future operational capacity should be protected; and

WHEREAS, Fort Riley, Kansas is interested in preparing a Joint Land Use Study (JLUS) to coordinate future planning efforts of the post and surrounding local governments; and

WHEREAS, The City recognizes that participation in development of a JLUS will benefit the health, safety, and general welfare of the residents of Manhattan.

NOW THEREFORE, BE IT RESOLVED, by the City of Manhattan, Kansas, as follows:

1. The City agrees to participate in the development of a JLUS with Fort Riley, Geary County, Riley County, City of Junction City, City of Milford, City of Grandview Plaza, City of Ogden, and the City of Riley.
2. The City of Junction City will serve as the coordinating unit for the JLUS policy committee.
3. The City agrees to consider funding its local matching share of the cost of the JLUS once determined by the policy committee and brought back to the policy board.
4. The City commits to a good faith effort to implement the JLUS recommendations.

ADOPTED this 1st day of April, 2003.

SEAL

ATTEST

GARY S. FEES, CITY CLERK

ED KLIMEK, MAYOR

The Flint Hills Joint Land Use Study (JLUS) is the outcome of a collaborative planning effort among the local governments of Clay, Geary, and Riley counties; the cities of Grandview Plaza, Junction City, Manhattan, Milford, Ogden, Wakefield, and Riley; and Fort Riley representatives.

The military has been a long-standing presence in the Flint Hills with Fort Riley beginning as a 24,000-acre cavalry outpost in 1853 to protect westward travelers. Today, the post is home to the 24th Infantry Division (Mech), some 11,000 assigned military personnel, almost 5,000 civilian employees, and nearly one billion dollars in annual regional economic activity. Similarly, the cities and counties around Fort Riley have grown over the years, reinforcing the close relationship between the military and the nearby community. This interdependence, however, raises the challenge that is central to the JLUS effort. The presence of civilian uses in proximity to the post puts more people near the noise and accident risks generated by military installations and can, in turn, place pressure on installations to modify their operations, possibly compromising the overall military mission.

The Flint Hills JLUS is the outcome of the public, private and military sectors acting together to achieve the primary goals of minimizing the conflict between Fort Riley interests and adjacent residents/land owners; educating the public and maintaining open communication; and promoting an understanding of the mutual benefits of an area-wide approach to development and land use decisions.

Fort Riley, which consists of 100,656 acres, provides year-round support for live-fire exercises, maneuver training for mechanized/armored vehicles, attack helicopter gunnery, small arms firing, mortar, artillery and tank firing exercises, and maneuver training. Fort Riley generates operational impacts that are typical of Army installations with noise being the most common effect. Most of the noise associated with Fort Riley results from small arms firing, large arms firing, and demolitions. Currently, aircraft are not a major component of the post's noise environment.

Small arms noise contours are contained on post lands and maneuver areas and, therefore, generally do not pose compatibility issues with surrounding civilian uses. Noise caused by the firing of large arms (large arms weapons 20 mm and greater), such as the main guns on the Bradley Fighting Vehicle and the Abrams Tank at the Multi-purpose Range Complex and around the Impact Area, however, affect noise levels experienced on off-post lands. The Land Use Planning Zone associated with large arms firing covers approximately 36,000 acres off post primarily to the north and east. Land within this zone, particularly during periods of more intense activity, can be subject to noise high enough to trigger annoyance. The more severe Noise Zone II caused by heavy weapons firing covers about 2,400 acres to the north of the post, including portions of the City of Riley. Noise exposure in this zone is sufficient to raise compatibility issues with sensitive uses. A proposed Automated Multi-purpose Training Range would further affect the noise setting around the post due to increased intensity of range use with noise contours extending farther to the north, the northeast, and west over Milford Lake.

While the general character of adjacent communities is rural, a review of existing land use patterns around the post identifies three main areas of concern due to noise exposure from post operations: the City of Riley, the Keats area, and the City of Ogden and areas east of the post. Two regional growth trends could also raise compatibility issues with post operations in the foreseeable future—the spread of Manhattan’s expanding population along the West Anderson corridor toward the post and the emergence of dispersed residential uses within rural areas north of the post.

The JLUS reviewed both current Army policy and local government policy to determine what additional tools might be available to reduce the impacts of post activity, such as noise on surrounding lands, and to promote more compatible land use patterns around the post.








The Technical, Steering, and Policy Committees met on a regular basis throughout the JLUS planning process to evaluate a full range of available compatibility tools and develop a set of options that balances diverse interests. All of the entities participating in the JLUS, including the Army and each local government, retain the prerogative of adopting those tools that most effectively balance compatibility goals with community and military interests.

The report identifies conservation (voluntary purchase of development rights), communication (enhanced web site capabilities and informational brochures) and coordination strategies (formation of a JLUS Regional Coordinating Committee) as options for all participating jurisdictions within the region. The findings also include compatibility tools for the Army, such as the purchase of development rights to conserve affected lands; continued research into noise data collection and mapping technologies; technically feasible increases in opportunities to limit firing during weather conditions that propagate noise and to coordinate firing times and/or to reduce the number of rounds fired at critical times; and participation in the Regional Coordinating Committee.




The report conducted a land use compatibility analysis to organize the study area into a series of land use categories that reflect operational and environmental issues, current growth patterns, and existing community boundaries. The analysis then identified those compatibility tools that are most effective for addressing specific operational impacts within each of the land use categories that comprise the study area.

The table below summarizes the tools identified for specific areas around the post. The land use color of each category corresponds with Figure 21 – Land Use Compatibility Map, which is included for the convenience of the reader both in Section 5 and at the end of the Executive Summary. Please see Section 5 of the report for the full detail.

Summary Land Use Compatibility Categories and Tools

Category	Map Color	Possible Tools
Growth Opportunity Area		<ul style="list-style-type: none"> ▪ Comply with existing local policy ▪ Encourage real estate disclosure in LUPZ
Limited Growth Area (Noise Zone II)		<ul style="list-style-type: none"> ▪ Discourage noise sensitive uses (i.e. houses) ▪ Encourage indoor sound and vibration attenuation ▪ Encourage real estate disclosure ▪ Encourage signing of a noise easement ▪ Encourage compatible uses ▪ Discourage centralized infrastructure ▪ Target area for conservation
Primary Protection Area (communities inside Noise Zone II)		<ul style="list-style-type: none"> ▪ Continue residential infill ▪ Encourage indoor sound and vibration attenuation ▪ Encourage real estate disclosure ▪ Encourage the signing of a noise easements
Secondary Protection Area (communities inside LUPZ)		<ul style="list-style-type: none"> ▪ Continue residential infill ▪ Encourage real estate disclosure
Air Safety and Air Approach Zones for airports	 	<ul style="list-style-type: none"> ▪ Comply with FAA regulations ▪ Discourage high density activities inside the safety zone (orange) ▪ Encourage real estate disclosure inside the safety zone (orange)
Land Use Planning Zone		<ul style="list-style-type: none"> ▪ Encourage compatible new growth ▪ Encourage new residential development not to exceed 1 DU/10 acres ▪ Encourage real estate disclosure ▪ Discourage expansion of centralized water and sewer



Installation Influence Area (one-mile buffer around the installation boundary)		<ul style="list-style-type: none">▪ Encourage compatible new growth▪ Discourage high density activities▪ Encourage real estate disclosure
Limited Influence Area (areas within the JLUS boundary that do not have operational impacts)		<ul style="list-style-type: none">▪ Comply with local zoning and comprehensive plan
Conservation Opportunity Area (areas of environmental interest)		<ul style="list-style-type: none">▪ Target as secondary conservation opportunities

Land Use Compatibility Map

