AVON PARK AIR FORCE RANGE JOINT LAND USE STUDY

Prepared For:

Avon Park Air Force Range Joint Land Use Study Policy Committee

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# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section No.</th>
<th>Description</th>
<th>Page No.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Table of Contents</td>
<td>i</td>
</tr>
<tr>
<td>-</td>
<td>Executive Summary</td>
<td>ES-1</td>
</tr>
<tr>
<td>1</td>
<td>Introduction</td>
<td>1-1</td>
</tr>
<tr>
<td>2</td>
<td>Highlands County (Unincorporated Areas)</td>
<td>2-1</td>
</tr>
<tr>
<td>3</td>
<td>Avon Park</td>
<td>3-1</td>
</tr>
<tr>
<td>4</td>
<td>Sebring</td>
<td>4-1</td>
</tr>
<tr>
<td>5</td>
<td>Okeechobee County (Unincorporated Areas)</td>
<td>5-1</td>
</tr>
<tr>
<td>6</td>
<td>Osceola County (Unincorporated Areas)</td>
<td>6-1</td>
</tr>
<tr>
<td>7</td>
<td>Polk County (Unincorporated Areas)</td>
<td>7-1</td>
</tr>
<tr>
<td>8</td>
<td>Frostproof</td>
<td>8-1</td>
</tr>
<tr>
<td>9</td>
<td>Avon Park Air Force Range</td>
<td>9-1</td>
</tr>
</tbody>
</table>

## APPENDICES

A - APAFR JLUS Project Presentations
B - Example Noise Disclosure Statements
C - Example Military Area / Dark Skies Lighting Ordinances
D - Written Comments from Jurisdictions
EXECUTIVE SUMMARY

PURPOSE

The Joint Land Use Study (JLUS) program managed by the Office of Economic Adjustment (OEA), Office of the Secretary of Defense, is a Department of Defense initiative providing grants to state and local governments to participate with military installations in developing land use plans compatible with their mission. The JLUS program encourages cooperative land use planning between military installations and the adjacent communities so future community growth and development are compatible with the training and operational missions of the installation. It is more inclusive in scope than just noise and accident potential, and is more public in nature than the traditional Air Installations Compatible Use Zones (AICUZ) program. Similar to the AICUZ program, the JLUS is a cooperative land use planning effort between the affected local government(s) and neighboring military installation(s). The difference is that a local or regional agency takes the lead in conducting the JLUS. The JLUS process typically involves various local community interests along with the military installation, and the study is a locally-produced product. Under this arrangement, there is a greater assurance that compatible land use controls will be adopted.

PROGRAM GOALS AND ACTIONS

The Avon Park Air Force Range (APAFR) JLUS has the following goals:

- Collaborate with local cities and counties within the project study area including portions of Polk, Osceola, Highlands, and Okeechobee Counties and the Cities of Avon Park, Frostproof, and Sebring to conduct the Study
- Protect the health, safety and welfare of the civilian and military communities
- Identify appropriate regulatory and non-regulatory measures to ensure compatibility between existing and future land uses
- Increase communication and cooperation between APAFR and neighboring local governments
- Protect and promote the present and future operational capabilities of APAFR

This report identifies the existing environment in the study area, current conflicts between land uses and Range operations, and potential future impacts. The report also presents strategies to minimize current problems, encourage compatible future development and prevent incompatible future development. There are also recommendations and responsibilities assigned to the Range in this report.

APPROACH

The approach to this report is intended to describe and analyze the issues pertaining to existing and future conditions, and make recommendations for each jurisdiction independently. The organization of each of the seven individual sections by county or city provides a user-friendly document for the public and direct access to appropriate information for each jurisdiction.

The approach for the APAFR JLUS is based on three key elements summarized below and in Figure ES-1:

- Identify the Issues for Each Jurisdiction
- Develop Potential Strategies to Address the

Figure ES-1: JLUS Approach Simplified

Identify Issues for Each Jurisdiction
Develop Potential Strategies
Provide JLUS Recommendations

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Identified Issues

- Provide Recommendations for Each Jurisdiction

Identified Issues. Based on information provided by APAFR and meetings and discussions with the APAFR JLUS Working Group which includes representatives from each jurisdiction in the study area and APAFR, issues were identified with respect to encroachment around APAFR. During the various public meetings and Public Workshops, the issues were identified and explained. Table ES-1 provides a matrix identifying the issues with respect to each jurisdiction presented at public workshops. Figure ES-2 includes a summary of all issues for the various jurisdictions listed together beneath the “Identify Issues for Each Jurisdiction” box. All of the issues listed do not necessarily apply to each jurisdiction.

Potential Strategies. A menu of potential strategies related to land use and policies and procedures was developed with opportunities to address the various issues. This menu was also presented to the Working Group, Policy Committee, and at public workshops showing the means and methods analyzed as part of the APAFR JLUS to address the issues. Figure ES-3 also includes a summary of the potential strategies developed under the “Develop Potential Strategies” box.

APAFR JLUS Recommendations. Recommendations for each jurisdiction are provided at the end of each section of the report. The recommendations are focused on addressing the issues identified by

<table>
<thead>
<tr>
<th>Brief Description</th>
<th>Highlands County</th>
<th>Avon Park</th>
<th>Sebring</th>
<th>Okeechobee County</th>
<th>Osceola County</th>
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<td>Blast Noise</td>
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Figure ES-2: APAFR JLUS—Issues Identified and Menu of Potential Strategies to Address the Issues

**Identify Issues for Each Jurisdiction**
- Types of Development Near APAFR Boundary
- Military Operations Areas (MOAs)
- Aircraft Noise
- Blast Noise Intensity & Frequency
- Low Level Flight Area
- Outdoor Lighting–Night Vision Goggle Training
- Bird / Aircraft Strike Hazard (BASH)
- Conservation Resources
- Transportation Corridors & Study Areas
- Unrestricted Public Access
- General Aviation & Military Aircraft Conflicts

**Develop Potential Strategies**
- Design & Construction Standards
- Effective Disclosure Measures
- Lighting Standards
- Educational Handouts on Radio Frequency
- Public Awareness Measures
- Implement Sound Attenuation Construction Requirements
- Identify Military Operations Areas on Public Documents
- Military Influence Planning Area (MIPA) Ordinance
- Small Area Studies
- Comprehensive Plan & Land Development Code Updates
- Military and Inter-Governmental Coordination
- Limit Object Heights
- Airspace Studies
- Designate Specific Use Restrictions to Maintain Compatibility
- Voluntary Land or Development Rights Acquisition Program
- Additional Noise Study
- Prepare Site Specific R/AICUZ for APAFR

**Provide JLUS Recommendations**
- Highlands County
- Avon Park
- Sebring
- Okeechobee County
- Osceola County
- Polk County
- Frostproof
- APAFR
the analyses performed. Specific details are pro-
vided as needed to help ensure a clear vision of how
the recommendations can be implemented. For
many of the recommendations, examples of success-
ful implementation are provided as guides for the
jurisdictions.

**Table ES-2** provides a summary matrix of the recom-
mendations by jurisdiction.

The APAFR JLUS was created through the collabora-
tive efforts of the public, APAFR JLUS Policy Com-
mittee, and the APAFR JLUS Working Group.

**Public and Project Meetings.** As of June 1, 2010,
there have been 28 meetings including eight Public
Workshops, four Policy Committee Meetings, four
Working Group Meetings and 12 presentations to
public and civic organizations. The following pro-
vides a list of meetings for the APAFR JLUS where
the presentation was the only purpose or was part of
another regularly scheduled meeting.

The first round of Public Workshops provided the
public with an overview of the JLUS and the Range
and explained the military, environmental, ranching,
arheological and recreational activities occurring on
the Range. Displays from the Range were available
for viewing during an open house prior to presenta-
tions by the Range Commander and CFRPC staff
and a time for questions and comments.

**Date** | **Public Workshop Description**
---|---
12 Jan 10 | Polk County/Frostproof
14 Jan 10 | Highlands County/Avon Park/Sebring
19 Jan 10 | Osceola County
28 Jan 10 | Okeechobee County

The second round of Public Workshops focused on
providing the public an opportunity to comment on
the proposed JLUS recommendations. Display
boards with draft recommendations and data utilized
in the study preparation were available for viewing
prior to presentations by CFRPC staff and the Range
Commander.

**Date** | **Public Workshop Description**
---|---
20 April 10 | Osceola County
22 April 10 | Polk County/Frostproof

26 April 10 | Okeechobee County
10 May 10 | Highlands County/Avon Park/Sebring

**Policy Committee Meetings:**
28 Jan 09
17 June 09
06 Nov 09
26 March 10

**Working Group Meetings:**
30 Sept 08
30 Oct 08
23 Oct 09
22 Jan 10

**Public Presentations:**
Dec 08 – Jan 09: Appearances before each
County/City Commission (Highlands, Polk, Osceola
and Okeechobee Counties and Avon Park, Sebring
and Frostproof)
20 May 09: Highlands County Retired Military Offi-
cers Association
04 June 09: Highlands County Natural Resources
Advisory Commission
26 Aug 09: Polk County Airport Zoning Board
09 Nov 09: Highlands County Association of
Homeowners
20 May 10: Heartland Association of Realtors

There have been one-on-one project meetings with
staff from the seven jurisdictions and APAFR dur-
ing the initial data collection phase and to discuss
the issues, analysis, strategies and recommenda-
tions. Additional public outreach has also included
press releases to local media outlets, responses to
queries from interested citizens, activation of a
JLUS website, published JLUS brochure, and par-
ticipating in local planning studies in several of the
jurisdictions.

**APAFR JLUS Policy Committee.** The APAFR
JLUS Policy Committee was created to set policy
Table ES-2: APAFR JLUS Recommendation Summary Matrix by Jurisdiction

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<th>JURISDICTION</th>
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<th>Desoto County</th>
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<td>Explore Methods to Control Birds &amp; Wildlife Near APAFR</td>
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<td>Develop and Distribute BASH Educational Material</td>
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<td>Monitor Land Use at/near Transportation Corridors and/or Hubs</td>
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<td>Adopt Resolution Supporting JLUS Recommendations &amp; Implementation</td>
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decisions regarding this document. The Policy Committee is comprised of one representative from each of the four counties and three cities, a representative from the APAFR, a representative from the Central Florida Regional Planning Council (CFRPC), and numerous state and federal agencies. The specific members of the Committee include the following:

- Barbara Stewart, Commissioner, Highlands County
- Ray Domer, Commissioner, Okeechobee County
- Fred Hawkins, Jr., Commissioner, Osceola County
- Edwin Smith, Commissioner, Polk County
- Brenda Gray, Deputy Mayor, Avon Park
- Tenny Croley, City Manager, Frostproof
- George Hensley, Mayor, Sebring
- Tom Champeau, Florida Fish & Wildlife
- Danny Kushmer, Southwest Florida Water Management District
- Lt. Col. Charles MacLaughlin, USAF APAFR
- Tricia Martin, Director, The Nature Conservancy
- John Morgan, South Florida Water Management District
- Dan Murphy, Exec Director, Highlands County Economic Development Commission
- Pat Steed, Executive Director, CFRPC
- Ben Walker, FDOT

**APAFR JLUS Working Group.** The staff behind the support of the APAFR JLUS was the Working Group. The Working Group's role was to support the effort of the preparation of the APAFR JLUS through assistance with data collection including GIS mapping, attendance at Working Group meetings, review of JLUS issues, review of potential JLUS strategies, and review of the JLUS recommendations. The Working Group was comprised of representatives from multiple jurisdictions and agencies including the following:

- Avon Park Correctional Institution
- APAFR
- US Navy Integrated Training Brach
- Office of Economic Adjustment
- Florida Army National Guard
- Science Applications International Corporation
- Avon Park Youth Academy
- Highlands County
- Sebring Regional Airport
- Okeechobee County
- Osceola County
- Florida’s Turnpike Enterprise
- Polk County
- FDOT
- East Central Florida Regional Planning Council
- City of Frostproof
- City of Avon Park
- City of Sebring
- CFRPC
- Florida Department of Community Affairs
- The Nature Conservancy
- South Florida Water Management District (SFWMD)
- Southwest Florida Water Management District (SWFWMD)