

INSTALLATION MISSION GROWTH

Community Profile

November 2009

Fort Sill, Oklahoma

Community Contact:

Richard Rogalski
Director of Planning
City of Lawton
103 Southwest 4th Street
Lawton, OK 73501
580-581-3375
rogalski@cityof.lawton.ok.us
www.cityof.lawton.ok.us

Installation Contact:

Bob Jameson
Chief, Plans, Analysis and
Integration Office
Fort Sill, OK
580-442-3218
robert.jameson@conus.army.mil
sill-www.army.mil

State Contact:

Don Davis
Special Liaison to the Governors
Office
State Capitol Building
2300 North Lincoln Boulevard
Oklahoma City, OK 73105
405-521-2342
don.davis@gov.state.gov

Community at a Glance

Growth Management Organization (GMO):

City of Lawton and the Fort Sill and Southwest Oklahoma Community Partnership Council (FSSWOKCPC)

Geographic area affected by military installation growth:

Comanche County and portions of Caddo, Cotton, Kiowa, Stephens, and Tillman Counties

Regional population of affected area: 111,772 (July 2008)

Top 5 growth challenges:

- Transportation
- Utility Infrastructure
- Education
- Housing
- Public Safety

Outstanding requirements in support of mission growth:

Project Category	#of Projects	Sum of Project Cost	Sum of Funding gap
Transportation	18	\$118,210,000	\$108,960,000
Water & Sewer	5	\$45,300,000	\$38,800,000
Education	4	\$32,525,000	\$25,175,000
Totals:	27	\$196,035,000	\$172,935,000

Mission Growth at a Glance

Growth Action: Base Realignment and Closure (BRAC)

Personnel Baseline and Growth Projection:

	Baseline (January 2005)	Build-out Projection (2012)
Military Personnel	18,623	22,364
Dependents	14,500	15,909
Civilian Personnel	3,258	3,877
Contractors	2,042	3,405

Source: Fort Sill Plans Analysis and Integration Office

Growth Factors affecting community planning: Traditional funding mechanisms available to mid-sized Oklahoma communities for infrastructure improvements are not responsive to the rapid non-linear growth patterns associated with the BRAC mission change.

Background

Established by the Buffalo Soldiers of the 10th U.S. Cavalry in 1869, Fort Sill was a critical outpost for the frontier Army and soon spawned a small local economy with the city of Lawton at its core. As the State was settled and the fertile lands of the region began to produce agricultural exports, southwest Oklahoma's economy expanded and its reliance on Fort Sill, while still strong, lessened and overall became more diversified. By the end of the twentieth century, however, employment and population growth in the region had ceased, and Fort Sill's impact on the region's economy was as significant as ever.

BRAC 2005 provided new opportunities for Fort Sill. For over 100 years, Fort Sill has been widely recognized as the "Home of the Field Artillery," and as a result of BRAC 2005, now serves as headquarters for Air Defense Artillery (ADA) as well. The ADA school, along with an expanded FIRES Center of Excellence, will usher in a new era of growth for the post, and with it, new challenges and opportunities for the local communities within southwest Oklahoma.



Figure 1: Air Defense Artillery School

Based on preliminary estimates, BRAC-related growth will create over 3,500 new, permanent jobs and over \$950 million of capital investment at Fort Sill, an additional 3,200 spin-off private sector jobs and over \$4.4 billion in cumulative "multiplier" economic impacts to the local economy over the next 15 years. An additional influx of over 20,000 new people into the region is anticipated, and the cities of Cache, Elgin and Lawton are geographically situated to attract new BRAC growth and households. However, major portions of these communities lack the infrastructure to accommodate much of this growth. In recognition of these challenges, the City of Lawton, in partnership with several surrounding communities and counties, launched a regional planning effort to prepare the southwest Oklahoma region for the growth and impacts that will occur as a result of BRAC.

A BRAC Coordination Committee, consisting of community leaders from the region, was convened to formulate an overall strategy to address the potential problems related to population growth. Technical Subcommittees were also formed to provide substantive review and evaluation of key issues and opportunities on the critical subject matters (i.e., housing, education, utilities and infrastructure, transportation, public safety and emergency services) and serve as a generator of potential policy solutions and action items for the overall plan. Involving these "front line" service providers in the analysis and development of the Fort Sill Regional Growth Management Plan was a crucial strategy because it helped to ensure their understanding and support for the Plan's recommendations. Funding from the Office of Economic Adjustment (OEA) supported this effort.

Implementation and Partnering Strategies

The Fort Sill Regional Growth Management Plan, completed in January 2009, serves as the “guidebook” for mission growth-related challenges. The Plan identifies and assesses the physical, social, and economic infrastructure systems available to support the BRAC development and associated growth, and also helps develop a coordinated, comprehensive and actionable plan for dealing with these challenges. Because the Plan is regional in nature, it also outlines the organizational makeup and structure that may be needed to effectively implement the more regional aspects of the recommendations contained therein.

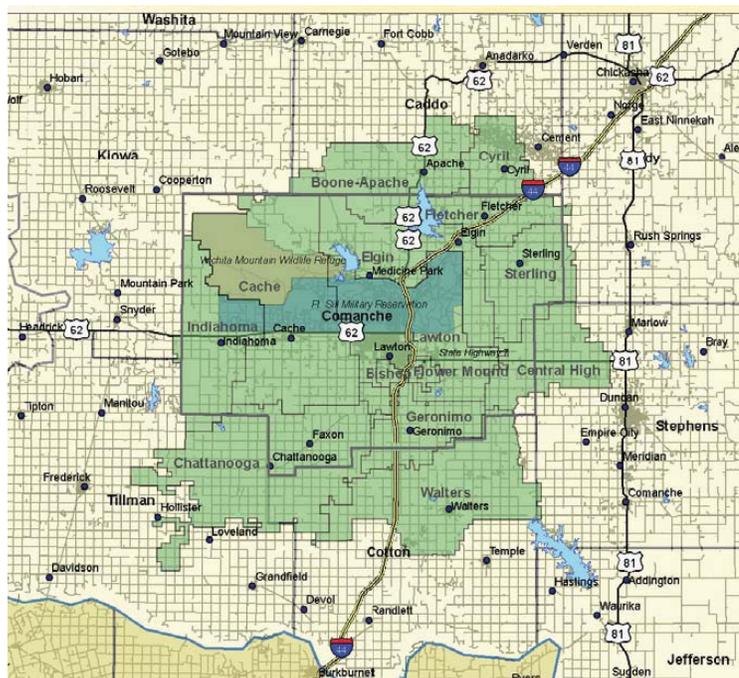


Figure 2: Fort Sill Regional Growth Management Plan Study Area

The Fort Sill Regional Growth Management Plan study area (Figure 2) encompasses over 1.34 million acres in southwest Oklahoma, including all or portions of six (6) counties (Caddo, Comanche, Cotton, Kiowa, Stephens, and Tillman), 14 municipalities (Lawton, Cache, Indianahoma, Medicine Park, Apache, Elgin, Fletcher, Cyril, Sterling, Central High, Geronimo, Walters, Faxon, and Chattanooga) and 14 school districts (Lawton, Cache, Bishop, Boone-Apache, Cyril, Elgin, Fletcher, Sterling, Central High, Flower Mound, Geronimo, Walters, Chattanooga, and Indianahoma). Major metropolitan areas near the study area include Oklahoma City (85 miles northeast), Wichita Falls, Texas (45 miles south) and the Dallas/Fort Worth metro area (180 miles southeast).

In the fall of 2008, the Commanding General of Fort Sill initiated a forum of key leaders and subject matter experts from all southwest Oklahoma communities within a 50 mile radius to capitalize on the opportunities that the BRAC growth presents, meet the challenges associated with these changes, and accurately communicate the changes as they occur and enhance the overall quality of life for soldiers, civilians and families of Southwest Oklahoma. This forum has evolved to become the Fort Sill and Southwest Oklahoma Community Partnership Council (FSSWOCPC), or Community Partnership Council (CPC).



CPC includes community mayors, business leaders, State of Oklahoma elected Representatives and Senators, the Civilian Aide to the Secretary of the Army (CASA), local and state Chamber of Commerce members, school district superintendents, local Tribal Chieftains, industry representatives in healthcare, transportation, real estate, banking, communication and construction; and specific military leadership from Fort Sill, Tinker Air Force Base (AFB), Altus AFB and Oklahoma Army National Guard. Participation in the CPC has grown to 176 invited individuals. The Council first met in January 2009 and now regularly meets every eight weeks to coordinate, cooperate, and communicate

issues on multiple topics of mutual interest to the region and to determine how to make informed civic, business and military decisions and to establish a shared vision for the future. As the Council objectives and working relationships matured, growth was inevitable and a formal structure was developed; a charter was established; two Co-chairmen were selected to lead the way; and an Executive Committee was formed to establish working groups. As CPC transitions from military to civilian leadership, it is anticipated that it will carry on much of the work initiated through the BRAC Coordination Committee and work to implement the Growth Management Plan.

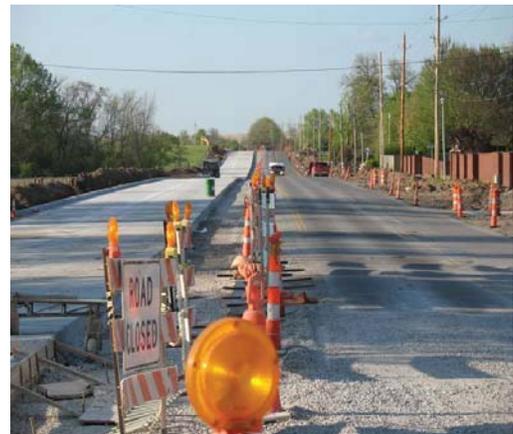
Transportation

Adequate transportation facilities are vital to promote growth, manage the effects of development and protect and improve the Fort Sill area's quality of life. Mobility needs must take into account all modes of transportation including walking, bicycles, public transit, cars, buses, rail and air transportation.

The Lawton Metropolitan Planning Organization (LMPO) serves as the primary transportation planning organization for the City of Lawton, and since its inception, LMPO has enabled the greater Lawton area to gain a better understanding of the critical transportation issues and needs facing the community. The LMPO's Transportation Policy Committee (TPC) holds quarterly meetings to discuss transportation issues, solutions and forecasted needs for the area and includes representatives of the City, Fort Sill, Comanche County, Oklahoma Department of Transportation (ODOT), Federal Highway Administration (FHWA), and other related agencies. The transportation planning efforts in the remainder of the Growth Management Plan study area are relatively sparse and inconsistent in their approach and comprehensiveness. The smaller communities within the region rely upon ODOT to provide direction and funding for any needed improvements.

- **Regional Roadways**

Residents of the Fort Sill region use private vehicles as their primary mode of transportation. In the year 2000, the total number of vehicles within Comanche County was 67,643 or 1.70 vehicles per occupied dwelling unit. Because of this reliance on private vehicles, the growth and development patterns within the area have remained low density, with the employment centers and the



residential areas generally separated by significant distances. These development patterns have strained existing roadways throughout the community.

- **Sidewalks / Bikeways**

The City of Lawton has several miles of existing sidewalks throughout the community, and the majority of the sidewalks have been installed by developers in subdivisions constructed after 1992. In terms of bicycling as an alternative transportation mode, all of the primary impact areas are deficient in the provision of such facilities and the capacity and configuration of their existing roadways to accommodate this mode of transportation. Lawton, however, has developed a Bicycle and Pedestrian Master Plan that identifies priority projects for the



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- community, and the City is currently planning the design and construction for their first major project.
- Public Transit**
 The Lawton Area Transit System (LATS) provides city bus transit service to most areas within the Lawton community. A network of five fixed routes and ten buses comprise the fixed route bus service. Demand Responsive Para-Transit service is provided three to four vehicles per day.
- Rail Service**
 Southwest Oklahoma is served by a network of regional, short haul, Class III railroad lines that provide intraregional connectivity, as well as connection to the two Class I rail lines operated in the state by Burlington Northern San Francisco and Union Pacific. For the Comanche County area, the Stillwater Central Railroad provides rail service and has approximately 14 miles of track in the region for the primary purposes of providing commercial freight service to the industrial areas of Lawton.
- Airline Service**
 The Lawton – Fort Sill Regional Airport is located in south Lawton and provides commercial air service and an intermodal freight service to the region. This facility is critical to the overall transportation network due to its primary role as a provider of air transportation for military families and its increasing role as a primary provider and location of an expanded Air Mobility Complex for the Department of Defense (DoD).



Outcomes and achievements to date

In Fiscal Year 2010 to Fiscal Year 2015, the Construction Work Plan for ODOT has programmed a number of roadway and bridge projects within Comanche County totaling approximately \$65 million over the next five years. This funding includes projects in all of the BRAC primary impact areas but did not include any funding outside of the state and federal highway system. Additional funding for improvements to the local roadway systems is still needed.

Outstanding Requirements

Analysis of current and projected capacity and levels of service on the major roadway segments within the primary impact area indicated several growth nodes within Lawton, Cache, and Elgin that when fully developed will require significant upgrades to the roadway network in these areas. The high growth areas of west, southwest and east Lawton have already begun to overload the laneage available in the area roadways, and the major roadways into Cache and Elgin already are stressed at peak periods during the day. The forecasted BRAC growth will compound this peak period demand and strain the limited road capacity.

Priority Projects, estimated project costs, funding committed and funding gaps

Required Roadway Improvements - ODOT	Total Estimated Cost	Amount Funded	Funding Gap
US 62 (Rogers Lane) at Fort Sill Boulevard	\$2,350,000	\$2,350,000	\$0
US 62 (Rogers Lane) at Sheridan Road	\$2,650,000	\$2,650,000	\$0
US 62 (Rogers Lane) at Interstate 44	\$7,000,000	\$7,000,000	\$0
US 277 - Porter Hill to Elgin	\$14,000,000	\$14,000,000	\$0
Interstate 44 at Key Gate Interchange	\$1,000,000	\$1,000,000	\$0

Required Roadway Improvements - Community	Total Estimated Cost	Amount Funded	Funding Gap
Rogers Lane- Interstate 44 to Flower Mound Road	\$15,000,000	\$1,750,000	\$13,250,000
45th Street - Gore Boulevard to Lee Boulevard	\$6,500,000	\$2,200,000	\$4,300,000
Gore Boulevard- 67th Street to 82nd Street	\$6,000,000	\$1,300,000	\$4,700,000
38th Street - Cache Road to Gore Boulevard	\$6,000,000	\$4,000,000	\$2,000,000
52nd Street - Gore Boulevard to Bishop Road	\$15,000,000	\$0	\$15,000,000
38th Street - Lee Boulevard to Bishop Road	\$6,000,000	\$0	\$6,000,000
67th Street - Lee Boulevard to Bishop Road	\$6,000,000	\$0	\$6,000,000
Santa Fe Bridge Replacement	\$1,000,000	\$0	\$1,000,000

Utility Infrastructure



Adequate utility infrastructure is a crucial element in a community’s ability to promote future development and growth, and sound and coordinated infrastructure policies and regulations are critical in managing the anticipated growth. Historically, the Fort Sill region has struggled with providing adequate water, wastewater, and other utilities to all the “suburbanizing” areas of its communities, and the current utility infrastructure in the older areas is deteriorating and contributes to a decrease in capacity and capabilities of the overall water and sewer system because of their condition. The scope of the needed investment makes it impossible to finance the improvements with rate increases. Additional avenues of funding are needed. However, with a few exceptions, the communities within the primary and

secondary impact areas have sufficient utility infrastructure networks and systems in place to handle the near-term impacts of growth associated with BRAC, but in order to handle the long-term opportunities and impacts, significant infrastructure upgrades are needed. The private utility providers of natural gas, electric, and telecommunications services are equally prepared to meet short-term demands and do have the necessary resources and planning programs to identify and meet long-term demands as well.

Strategies and actions to date:

While the advance planning studies and analysis completed by the City of Lawton have prepared the area particularly well for the growth, their current patterns of growth will place an unusually high burden of future distribution needs upon them.

Outcomes and achievements to date

Although recent upgrades have increased service capabilities and provided adequate infrastructure for short term growth, the long term needs are significant and will be inhibitors to future development opportunities.

Outstanding Requirements

A significant contributing factor to high utility infrastructure costs is urban sprawl and lack of comprehensive planning. Communities within the Fort Sill region should consider developing policies for limiting the sprawl pattern

of development and work to develop detailed and coordinated Utility Infrastructure Master Plans and Capital Improvements Plans. Smart growth initiatives should be considered.

Priority Projects, estimated project costs, funding committed and funding gaps

Required Utility Infrastructure Improvements	Total Estimated Cost	Amount Funded	Funding Gap
Nine Mile Creek Sanitary Sewer Trunk Main	\$10,000,000	\$3,000,000	\$7,000,000
West Wolf Creek Sanitary Sewer Trunk Main	\$1,800,000	\$1,200,000	\$600,000
South Wolf Creek Sanitary Sewer Trunk Main	\$15,000,000	\$2,300,000	\$12,700,000
Southeast Water Transmission Line	\$7,000,000	\$0	\$7,000,000
Wastewater Treatment Plant Upgrades	\$11,500,000	\$0	\$11,500,000

Education

Based on current plans for BRAC deployment and transformation efforts at Fort Sill, almost 2,600 new students are forecasted to enter regional school districts by the fall of 2012, with the majority of these students (over 2,300 students) entering the Elgin, Cache, and Lawton (including Flower Mound and Bishop districts) districts. By 2020, an estimated 4,550 new students are projected for the area.

Strategies and actions to date

In general, the school districts' leaders and boards of education have been proactive in their preparations for the anticipated BRAC growth, with almost \$70 million in capital improvements and physical facilities having been funded and completed in the last five years. In the rural districts, much of this funding was related to updating of facilities and new classrooms to accommodate the technology and interactive needs of the modern kindergarten through 12th grade education programs. In the primary impact districts of Cache, Elgin, and Lawton, most of the money was focused on expanding and improving the capacity of their systems to handle new students and the growth anticipated from BRAC.

Outcomes and achievements to date

CPC has pledged to help coordinate the education-related needs. At the August 14, 2009, meeting, it was announced that three competitive DoD Education Activity (DoDEA) grants were awarded to Lawton, Elgin, and Cache for a total of \$2.7 million. For many of the more rural and outlying school districts, the BRAC growth will likely help to reverse the current trends of declining enrollment in their districts, but the age and nature of their current facilities may present different capacity challenges for these communities as they seek to provide learning environments that meet the needs of the 21st century students.



Outstanding Requirements:

Successful bond elections in the Cache, Elgin, and Geronimo school districts have helped these areas tremendously. However, there are still pending critical bond elections for the Lawton Public School District and the City of Lawton which, if passed, are expected to raise \$37 million (*ad valorem*) and \$25 million (sales tax) to be used for school construction, classroom additions/renovations, computer/technology upgrades, and new buses. In addition, new teachers and ancillary materials will be needed.

Priority Projects, estimated project costs, funding committed and funding gaps:

Sheridan Road School - \$23,000,000

The Sheridan Road Elementary School is located on Fort Sill and operated by Lawton Public Schools. The on-post school is outdated but more importantly, is located too close to the Sheridan Road gate to provide for adequate access and security. There is a bond election scheduled for October 13, 2009, in response to this need.

Elgin Public Schools - \$2,175,000

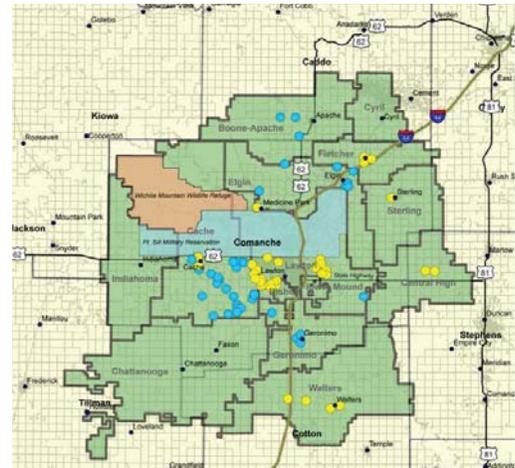
Bonds were previously passed in support of the new high school, however four new school buses as well as repair and replacement of existing roof and heating, ventilation, and air conditioning systems are needed.

Housing

According to the population forecasts generated by Cameron University using a Regional Economic Models, Inc. (REMI) model, the estimated increase in population over the 2007 to 2020 time-period, including the BRAC impacts, is nearly 23,000 persons. Assuming an average household size of two and one half persons per unit there is the potential demand for 9,200 housing units as a direct result of BRAC induced population growth.

Following the BRAC announcement, local area developers responded quickly by securing land and planning housing projects. As an example, within the Lawton community more residential lots were platted within the last three years than in the previous 10 years combined. During this time the City of Lawton completed several code modifications to streamline the development process and also hired an additional plan review engineer. In addition, community master plans for both water and sewer were developed.

Based on research of Multiple Listing Service listings, planned and/or approved development proposals in high-growth areas and the proposed changes in on-post housing, there is an ample supply of single-family housing to accommodate anticipated demand related to BRAC and induced growth. Coupling this single family housing supply with the 1,649 units of planned rental housing, the existing and planned off-post rental housing market appears adequate to accommodate the anticipated BRAC and induced growth demand. In order to bolster the quality of rental housing in the area, on July 21, 2009, Fort Sill distributed the Off Post Housing Rental Policy to provide minimum standards for rental housing and a procedure for addressing problems. The policy includes a mandatory inspection and will prove to be a significant catalyst in raising the quality of rental housing for all residents within the Fort Sill region. Also significant, the City of Lawton has retained a consultant to prepare an "Urban Growth Boundary" for the Lawton community, along with a "Southwest Area Neighborhood Plan" to provide a detailed plan for the area of Lawton that is experiencing the most rapid growth.



Outstanding Requirements

While current choices are plentiful, the lack of inter-local planning agreements discourages "smart growth" and uniform housing standards. It is anticipated that FSSOCPC will be the vehicle to address this need. Funding for continued operation of FSSOCPC is needed. The estimated cost for this need is approximately \$500,000 to \$600,000 over the next three years.

Public Safety

To most of the new residents in the Fort Sill region, the provision of adequate public safety services and infrastructure in their new communities is a given. Fire, police and ambulance services are fundamental components of the quality of life in a community that are often overlooked; but when these services are needed, it can become a matter of life and death.

In the short term, the formal and informal network of mutual aid agreements among the various communities will assist each community in bridging the service gaps that might exist on a day-to-day basis. However, the need for additional overall institutional capacity to handle new growth in the long term will not and can not be overcome by the current additional capacity that results from the organizational/operational efficiencies gained through the mutual aid network.

Due to Lawton's Fire and Police Departments having the most complete, organized and trained staff and their facilities and equipment being the most advanced in the region, these departments contribute significantly to the mutual aid network of services in the region. However, with BRAC growth starting to occur in Lawton, these public safety resources will be strained and Lawton's ability to provide additional support and mutual aid will be more limited.

Outstanding Requirements

With the existing mutual aid network strained and possibly overloaded with the initiation of the BRAC growth, more formal alliances and agreements are needed to enhance the communication efforts (E-911 services and radio communications), mutual aid agreements and the potential labor shortage issues in the public safety field. The Comanche County Emergency Management Office is a logical administrator and coordinator of these efforts.

- City of Lawton Fire and Police Services
 - Police Department Staff Additions (15-22 officers)
 - Fire Department Staff Additions(40-50 Firefighters)
 - New Fire Station in southwest Lawton
 - Upgraded Fire Station No. 6 in east Lawton
 - New Lawton Police Department substation in east Lawton
- City of Elgin Fire and Police Services
 - Police and Fire Departments (5 Officers and 10 Firefighters)
 - New consolidated Public Safety Facility in central Elgin
 - New Fire station at the Interstate 44 and Highway 277 area
- City of Cache Fire and Police Services
 - Police and Fire Departments (5 Officers and 8 Firefighters)
 - New consolidated Public Safety Facility in central Cache
- Comanche County Volunteer Fire Departments via Comanche County Emergency Management Office
 - The purchase and placement of large tankers in centralized locations within the County is recommended.



Successes/Lessons Learned

Historically within the Fort Sill region, there has not been a need for the high level of coordination now required. What coordination did occur resulted from informal personal relationships rather than formal agreements. The initial BRAC Coordination Committee formed by the Mayor of Lawton was an important factor in further developing these relationships and the development of the Fort Sill Growth Management Plan. The role of the BRAC Coordination Committee terminated with the completion of the Fort Sill Growth Management Plan, however, it helped foster the beginning of the CPC. With many of the same members, the leaders of the Fort Sill region find that their new task, the task of implementing the numerous recommendations of the plan, the task of building homes and streets and schools has just begun.

The FSSWOCP, with the help of our State and Federal Representatives and our other regional agencies such as the Association of South Central Oklahoma Governments, Southwest Impact Coalition, South Central Workforce Investment Board, Southwest Oklahoma Rural Development Corporation, and LMPO, has set about the planning of the future of this region, not only to accommodate the growth resulting from the current expansion at Fort Sill, but looking beyond to the next.



Fort Sill and SW Oklahoma Community Partnership Council



Supporting Southwest Oklahoma

- ◆ Together, we are committed to work together as a single voice for the Southwest Oklahoma Community.

We, the Community, recognize:

- ◆ The commitment of Fort Sill and Southwest Oklahoma Community Leaders to work together to enhance the quality of life for our residents.
- ◆ The strength in linking Army Family Covenant and the Army Community Covenant effort with regional plans and initiatives.
- ◆ The strength of communicating topics of interest to identify and resolve potential challenges and discover opportunities throughout Southwest Oklahoma.
- ◆ The opportunity to strengthen existing bonds and better understand each others concerns.

We, the Community, are committed to:

- ◆ Provide all stakeholders with a regular source of information throughout Southwest Oklahoma.
- ◆ Continue to strengthen relationships.
- ◆ Keep all stakeholders informed of on-going developments and to foster cooperation and information sharing.
- ◆ Identify potential challenges and opportunities with potential fixes and initiatives.
- ◆ Enhance the quality of life for all Southwest Oklahoma residents.

Communicate, Coordinate and Cooperate