



## *PLANNING PROCESS AND IMPLEMENTATION*

In developing a plan to address land use compatibility and encroachment issues, it is important to have a common understanding of the planning process in general and of its implementation at the state, local, and federal levels, including the Department of Defense (DoD). This section will provide an overview of the planning process in California, describe the organization and key plans prepared at each level, and discuss implementation of the concepts described in this Handbook. Table 3-1 provides a comparison matrix of staff and plans common to local and military planning.

### 3.1 The Planning Process

The planning process consists of an organized decision making system that ensures that specific actions (i.e., programs, policies, codes and regulations, and legislation) are directed toward achieving agreed-upon goals and objectives. The process also can be used to modify a plan when new information becomes available or conditions change. In other words, planning is an adaptable, ongoing process.

Land use planning is a rational, sequential decision-making process that is performed through a series of well-defined steps. The information generated during each step contributes to the efforts in the next step.

The common steps used in framing a planning process are illustrated in Figure 3-1 and described below.

**1 Participation.** From the public planning perspective, a plan is only as good as its ability to balance the competing interests involved. Just as a complete understanding of



**Figure 3-1. Steps in the Planning Process**

existing conditions is vital to plan preparation, input from a full range of agencies, organizations, and interested persons is critical.

The participation process should be used to integrate input from the public, whenever appropriate. Members of the public can be involved in planning in a variety of ways. They can vote for local government officials who support their planning preferences; contact local officials about planning issues; participate in a neighborhood group; learn from and educate others in the community about planning issues; and participate in government-sponsored planning meetings, focus groups, advisory committees and public hearings.

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**Table 3-1. Common Terminology**

	Local		Military		
	County	City	Army	Navy/Marine Corps	Air Force
<b>Location</b>					
<b>Primary Installation</b>	n/a	n/a	Post	Base	Base
<b>Staff Resources</b>					
<b>Administrator</b>	County Administrative Officer (CAO)	City Manager (CM)	Garrison Commander (GC)	Commanding Officer (CO)	Wing Commander (CC)
<b>Deputy Administrator</b>	Varies	Deputy CM	Deputy Commander (CD)	Executive Officer (XO)	Vice Commander (CV)
<b>Planning Management</b>	Community Development Director	Community Development Director	Director of Public Works (DPW)	Public Works Officer (PWO)	Base Civil Engineer (BCE)
	Planning Director	Planning Director			
<b>Planning Department</b>	Advanced Planning	Advanced Planning	Plans and Projects	Base / Community Planner	Base / Community Planner
	Current Planning	Current Planning			
<b>Public Information</b>	Varies. Usually a person or persons located in the CAO's or CM's office		Public Affairs Officer (PAO)	Community Liaison	Public Affairs Officer (PAO)
<b>Plans and Programs</b>					
<b>Comprehensive Plan</b>	General Plan (includes 7 state mandated elements)	General Plan (includes 7 state mandated elements)	Installation Master Plan	Regional Shoreline Infrastructure Plan (RSIP)	General Plan
<b>Area Plan</b>	Master Plan	Master Plan	Master Plan	Development Plans	Area Development Plan
	Specific Plan	Specific Plan			
<b>Noise</b>	Noise Element	Noise Element	Operational Noise Management Plan (ONMP)	Air Installation Compatible Use Zone (AICUZ)	AICUZ
	Zoning Ordinance	Zoning Ordinance			
<b>Safety</b>	Safety Element	Safety Element		Range Air Installation Compatible Use Zone (RAICUZ)	
	Hazard Mitigation Plan	Hazard Mitigation Plan			
<b>Natural Resources</b>	Open Space Element	Open Space Element	Integrated Natural Resources Management Plan (INRMP)	INRMP	INRMP
	Conservation Element	Conservation Element			
	Habitat Conservation Plan (HCP)	HCP			
<b>Housing</b>	Housing Element	Housing Element	Installation Military Family Housing (MFH) Plan	Installation MFH Plan	Base MFH Plan
<b>Capital Improvements</b>	Capital Improvements Plan (CIP)	CIP	Military Construction (MILCON) Program	MILCON Program	CIP

Many local planning issues require a public hearing. A public hearing is open to everyone and offers the opportunity to learn about an issue and to express one's opinion about that issue. Individuals and organizations can request that their names be added to a local planning department mailing list to assure that they receive information about specific projects.

As shown on Figure 3-1, participation is not a single point in time, but an ongoing activity. This approach to participation provides:

- Identification of issues early in the planning process;
- Integration of alternative concepts;
- Opportunities to keep all parties involved and informed throughout the process; and
- Improved implementation because of participant support.

During the development and review of plans and projects, integration of military organizations and planners into the local planning process, and vice versa is a key component of successful compatibility planning. Section 3.7 goes into detail on the opportunities available for collaboration between local and military planners on a range of typical planning processes.

**2** **Defining the Planning Area.** While not typically designated as a stand-alone step in a planning process, defining the planning area is an important component of collaborative land use planning.

On the local planning side, several political and jurisdictional boundaries are commonly used to define the planning environment. These are described below.

### Counties

A general plan must cover a planning area defined by the local jurisdiction and address the broad range of issues associated with the jurisdiction's development (California General Plan Guidelines, 2003). For counties, the planning area is typically coterminous with the

county boundary. However, while the general plan addresses the county as a whole, the jurisdiction for land use decisions can be divided into four generalized groups: (1) unincorporated areas, (2) unincorporated areas under state or federal management, (3) Native American trust lands, and (4) incorporated areas (cities).

- **Unincorporated Areas.** Counties have the authority to make land use planning decisions for unincorporated land that does not fall into one of the other three following categories.
- **Unincorporated Lands under State or Federal Management.** Within many counties, the State of California and the federal government manage broad expanses of land. The California State Lands Commission (CSLC) and California State Department of Parks and Recreation are two agencies that manage property on behalf of the state. On the federal side, land management agencies include the Bureau of Land Management (BLM), the National Parks System (NPS), and the U.S. Forest Service (USFS). The lands managed by these state and federal entities are not subject to county land use controls.
- **Native American Trust Lands.** Lands held in trust for Native American tribes are not subject to county land use controls.
- **Incorporated Areas (Cities).** See the discussion on cities on the next page.

On a county's general plan land use diagram, unincorporated lands under state or federal management, Native American trust lands, and incorporated cities can be shown with a land use designation (such as "Public") or as an area with no designation, which is sometimes shown as white on the map to indicate that it has no county designation.

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### Cities

Cities have their own land use planning policies, programs, and procedures (general plan, zoning ordinance, etc.) that are used for land use decisions on property within the city limits.

Outside of the city limits (including unincorporated county islands within the city), two other boundaries are important in city planning: the planning area boundary of the general plan, and the city's sphere of influence (SOI) (see Figure 3-2). These boundaries represent areas where the county and city have overlapping planning interests.

When establishing its planning area, each city should consider using its SOI as a starting point. The Local Agency Formation Commission (LAFCO) in every county adopts an SOI for each city to represent "the probable physical boundaries and service area" of that city (§56076). Although there is no direct requirement that the SOI and the planning area match, the SOI provides a convenient measure of the city's region of interest (California General Plan Guidelines, 2003).

### Military

In the past, areas of interest for an installation were typically expressed in the form of noise contours and accident potential zones. These provided useful guidance on specific health and safety issues. However, as shown in Section 2, effective compatibility planning should address more than just noise and air safety.

A more useful tool for determining a military planning area is the Military Influence Area (MIA). An MIA is a geographic planning or regulatory area that can be defined jointly by local governments and neighboring military installations (refer to Tool 23 in Section 4 regarding definition). The MIA covers the areas where military operations may impact local jurisdictions and, conversely, where local activities may affect the military's ability to carry out its mission. These areas also are referred to as:

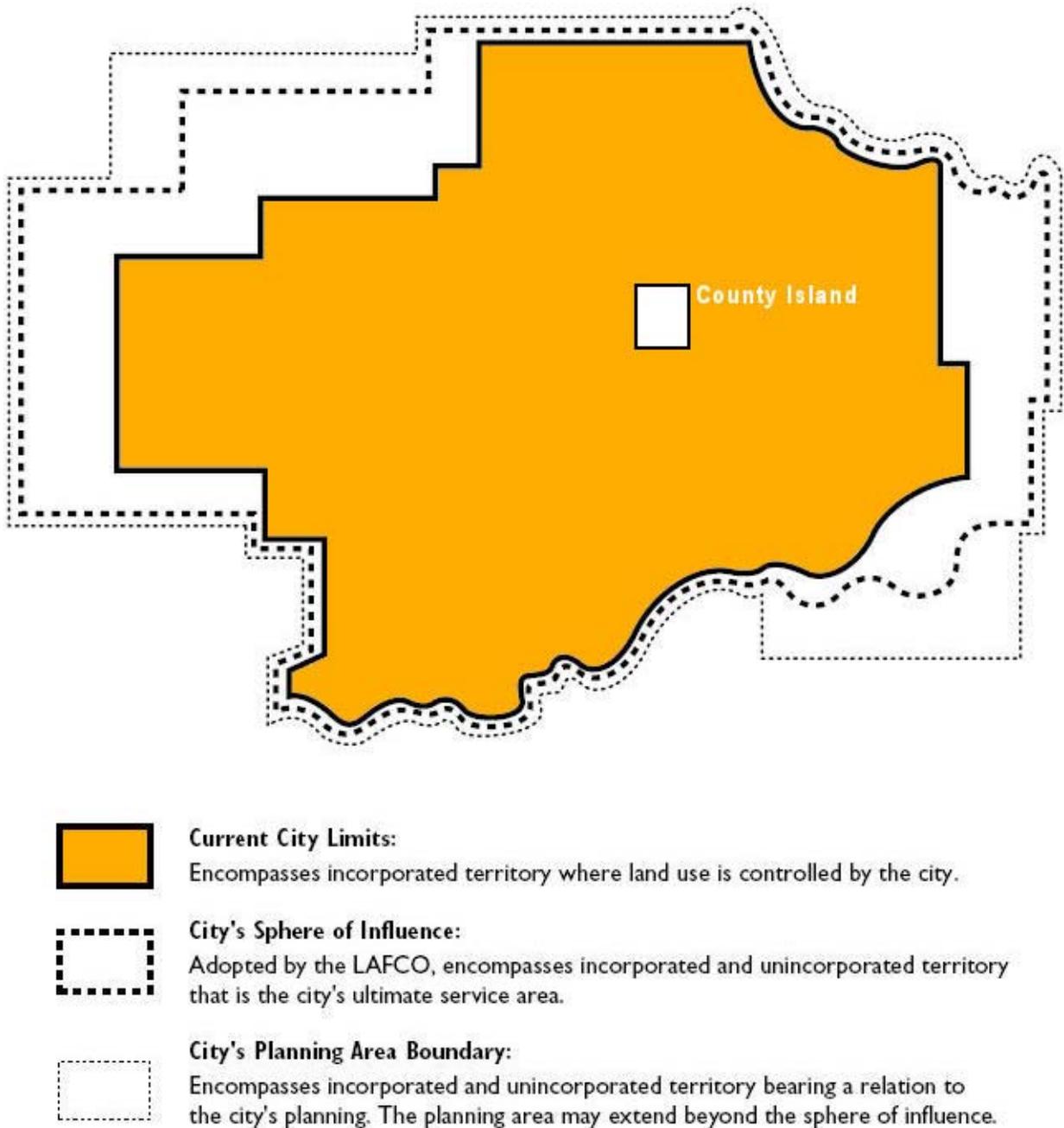
- Regions of Military Influence (RMIs)
- Military Influence Planning Districts (MIPDs)
- Military Influence Overlay Districts (MIODs)
- Military Influence Disclosure Districts (MIDDs)
- Airfield Influence Planning Districts (AIPDs)
- Areas of Critical State Concern (ACSCs)

Depending on military and local needs, an installation or military operation area can have more than one MIA. Local governments, in conjunction with neighboring military installations, can work together to determine the purpose, function, and geographic area covered by each MIA. For example, if the purpose is to enforce real estate disclosure of military activities impacting properties within the MIA, the MIA may be used to require disclosure of these activities at the time of showing, or prior to finalizing a sale or lease contract. Similarly, an MIA could be established to include such air operations as crash zones, departure and arrival tracks, transport corridors between military areas, and military training areas.

### Cooperative Planning

Since some issues cannot be confined to political boundaries, California law provides for planning outside of a jurisdiction's territory. Cooperative extraterritorial planning can be used to guide the orderly and efficient extension of services and utilities; ensure the preservation of open space, agricultural, and resource conservation lands; and establish consistent standards for development in the plans of adjoining jurisdictions. Guidance on this extraterritorial planning is targeted primarily at cooperative planning between local governments.

**Figure 3-2. Relationship between a City's Planning Area and Sphere of Influence (SOI)**



**Source:** California General Plan Guidelines, 2003 (modified)

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In the case of compatibility planning between local governments and the military, existing guidance is more limited. For example, although the military may include land use recommendations for local actions in an Air Installation Compatible Use Zone (AICUZ) study, these actions are not mandatory and must be implemented voluntarily at the local level. Similarly, local policies and ordinances are not typically implemented or enforced within areas controlled by the military. The independent nature of jurisdictional authority presents challenges to a multi-jurisdictional planning process. However, these challenges are not insurmountable and can be overcome through a thorough understanding of each entity's unique planning processes, requirements, and a willingness to work cooperatively towards a common solution. Cities, counties, military installations, and state and federal organizations that manage lands can work together to delineate planning areas and may establish formal agreements for processing development proposals. Examples of this cooperative planning process can be found in Section 5.

**3 Identification of Existing Conditions/ Issues.** The objective of this step is to develop a snapshot of the conditions, trends, and regulations that are influencing the study area at the time the planning study is being prepared. Compiling this information involves reviewing existing studies and documents (e.g., existing specific plans, master plans, special studies, and environmental documents) and contacting appropriate agencies and organizations. Use of the information on existing conditions should lead to a better understanding of the issues facing the area and to the development of a plan that helps local governments and the military address their issues.

During the identification step, the organizations involved should note who is contributing to the planning process and who is missing from the

table. This is a good time to ensure that all agencies and organizations with a stake in the planning process are actively involved.

**4 Evaluation.** The following are the objectives of this step.

- Solicit input from agencies, organizations, and the public to clearly identify the range of issues and opportunities that exist in the study area that should be addressed by any resulting plan.
- Develop a set of alternatives that will be considered in the selection of a preferred alternative.
- Conduct necessary analyses to gain a good understanding of the trade-offs associated with each alternative. Refine the proposed alternatives as needed to address the identified issues or impacts.

**5 Plan Development.** In this step, the proposed plan is finalized. First, a draft plan is prepared for review and comment. This is followed by a final plan that is considered by the decision-making body. Public hearings or other public reviews are held during this step.

**6 Implementation.** The overall objective of the planning process is to develop a plan that can be implemented successfully and, through this implementation, achieves its stated goals.

**7 Review and Revise.** As illustrated on Figure 3-1, planning is a continuous process. As areas change in response to future conditions and trends, changing demographics, shifting land demands, or changes in military operations, long-range plans need to be reviewed and adjusted to maintain their relevance and effectiveness. Step 7 in the process is designed to build in this continuous feedback loop.

When local governments and the military work together on compatibility planning issues, they should periodically review the plans they produce to ensure that the agreements in place are still: 1) accurately portraying the planning

environment, 2) effective at producing the desired results, and 3) relevant to current planning needs.

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### 3.2 State Planning Process

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#### State of California



The Governor's Office of Planning and Research (OPR) was created by statute in 1970 (Chapter 1534) as the comprehensive statewide planning agency and the research staff for the Governor. The roles of OPR include intergovernmental relations (including the state clearinghouse function), local government planning liaison, environmental policy coordination, and research assistance for the Governor. OPR also has been assigned various other duties by statute and executive order; these are summarized below and can be found on OPR's Web site (<http://www.opr.ca.gov>). These include the responsibility to develop this planning Handbook for local governments and military installations.

The following are the major activities of OPR:

- Recommending and implementing state policies with regard to land use and growth planning;
- Carrying out policy research for the Governor and Cabinet;
- Providing technical planning advice to local governments, and state agencies and departments;
- Advising local governments, the public, and government agencies and departments on provisions of the California Environmental Quality Act (CEQA);
- Operating the State Clearinghouse to distribute environmental documents for state review and process federal grant documents; and

- Conducting other activities at the Governor's direction.

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### 3.3 Local Planning Process

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#### Cities and Counties – Planning Organization

The primary decision-making bodies for local governments are the city council (cities) and the board of supervisors (counties). For most jurisdictions, these elected legislative bodies are comprised of five to seven individuals, although some larger California jurisdictions have larger elected bodies. Depending on the city, city councils can be elected by districts or at-large. The mayor may be elected by a popular vote or appointed by a vote of the city council members.

Counties are usually divided into supervisorial districts, with voters in each district electing a board member to represent that district. County districts cover the entire county, including land within incorporated cities and land managed by federal agencies.

In most local governments, the city council or board of supervisors appoints one or more groups to assist in the review or approval of planning decisions. The following are some of the more common planning groups.

- The **Planning Commission** advises the city council or county board of supervisors on land use planning. It considers general plan amendments and specific plans, zone change requests, and major subdivisions. Commissioners serve at the pleasure of the council or supervisors, so commission membership changes in response to changes in those bodies.
- The **Zoning Adjustment Board** considers conditional use permits, variances, and other minor permits. Depending on the jurisdiction, this can be an administrative review panel headed by city staff, an appointed board, or these

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responsibilities can be handled by another board, such as the planning commission.

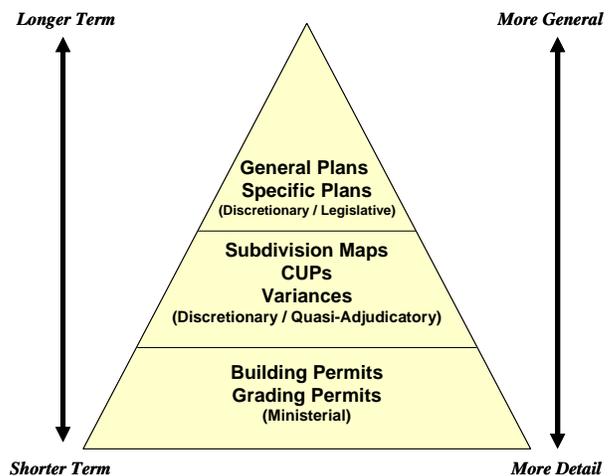
- The **Architectural Review or Design Review Board** reviews projects to ensure that they meet aesthetic standards or design guidelines established by the local government. For some jurisdiction, this function is handled by the Planning Commission or conducted as a staff function.
- Local jurisdictions will often have a variety of **advisory commissions and boards** that provide input on specific topics of interest to that jurisdiction. Common topics include historic preservation, parks and recreation, and senior services. A separate advisory committee on military compatibility issues is used by some jurisdictions as a useful way to deal with local/military compatibility issues, where they exist (see Section 3.7).

The responsibilities and approval authority of these appointed groups can vary by jurisdiction. For instance, in some jurisdictions, a planning commission can approve a tract map while in others the planning commission only makes recommendations to the city council or board of supervisors. Some types of planning decisions have state mandated approval processes. For example, general plans and general plan amendments must first be reviewed the planning commission. Their recommendation is then forwarded to the city council or board of supervisors for a final decision.

### Cities and Counties – Key Plans and Programs

The following are the key plans and programs typically developed and maintained by local jurisdictions. Details on the implementation of these plans and programs as they relate to coordination between local and military planning processes are presented later in this section.

Figure 3-3 provides an overview of the hierarchy of planning decisions.



**Figure 3-3. Local Planning Pyramid**

- **General Plan.** Every city and county in California is required by state law to prepare and maintain a planning document called a general plan. A general plan is a long-term, comprehensive document containing a statement of development policies, including a diagram and text setting forth the objectives of the plan. General plans are designed to serve as the jurisdiction's blueprint for future decisions concerning land use, infrastructure, public services, and resource conservation. All specific plans, subdivisions, public works projects, and zoning decisions made by the city or county must be consistent with the general plan.

The state requires that general plans include seven mandated elements: land use, housing, circulation, noise, safety, open space, and conservation. The local jurisdiction may combine or repackage these seven elements as long the required topics are covered. Local jurisdictions may also include additional elements designed to address specific community issues or opportunities.

Government Code 65352(a) (State Planning Law) requires local governments to notify branches of the military when proposed general plan actions and amendments might have an impact on military facilities and operations. This notification process only applies to jurisdictions that meet one or more of the following criteria:

- located within 1,000 feet of a military installation;
  - beneath a low-level flight path; or,
  - within special use airspace as defined in Section 21098 of the Public Resources Code.
- **Specific Plan.** A specific plan implements, but is not technically a part of, the local general plan. Specific plans describe allowable land uses, identify open space, and detail infrastructure availability and financing for a specific area. In some jurisdictions, specific plans also take the place of zoning. A specific plan must be consistent with the general plan. In turn, zoning, subdivision, and public works decisions must comply with the provisions of the specific plan. Specific plans require a public hearing for approval.
- **Zoning.** The zoning ordinance (also referred to as a zoning or development code) is used to regulate the types of land use within a jurisdiction. The zoning ordinance is the principal tool used to implement the general plan. While the general plan provides broad policy direction on land use, the zoning ordinance provides the specific rules under which land can be developed and used. This includes standards for building setbacks, height restrictions, lot coverage, and design requirements.

Adoption of the zoning ordinance, zoning changes, or amendments requires review at a public hearing.

- **Subdivision Maps.** Subdivision maps control the division of property and detail the location of individual parcels/lots, road rights-of-way, and easements. The local jurisdiction will typically have a subdivision ordinance that guides the review and approval of new subdivisions based on the State's Subdivision Map Act (commencing at Government Code section 66410).

Basically, there are two types of subdivisions: parcel maps, which are limited to divisions resulting in fewer than five lots (with certain exceptions); and subdivision maps/tract maps, which create five or more lots.

- **Conditional Use Permit (CUP).** Individual use projects (such as an office building on an existing parcel) often are approved administratively by the jurisdiction's planning staff if the project complies with the general plan, zoning, and other local regulations. In some localities, a separate design review may be required.

A locality's zoning ordinance will describe land uses that require a CUP. A CUP process is used to authorize uses not routinely allowed on a particular site, or uses that require site-specific conditions because of their location or operating requirements. A CUP is subject to a public hearing. If the project is approved, the developer must meet specific conditions designed to integrate the project with its surrounding environs.

For compatibility planning with a military use, a jurisdiction could require a CUP to address specific issues of concern. For instance, a local government could

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require a CUP for uses over a certain height in areas under military flight paths.

- **Variance.** A variance is a limited waiver from the requirements of the zoning ordinance. Variance requests are subject to a public hearing and may only be granted under special circumstances. Odd shaped lots or physical constraints on a site (topography) are common reasons for justifying a variance.
- **Building and Grading Permits.** These permits are examples of ministerial actions. City or county staff issue these permits based on compliance with project conditions of approval (if applicable) and compliance with zoning and other local requirements (such as a grading ordinance). Typically, there is no formal public review prior to permit issuance, and no public hearing is required.

Where a public hearing is required, public notice must be given at least 10 days before the hearing. This can be done by advertisement in a newspaper of general circulation or by direct mail to the owners of property located within 300 feet of the proposed project's boundaries. General plan adoptions or updates require a minimum of two public hearings.

In addition to these plans and programs, another key aspect of project review in California is compliance with the California Environmental Quality Act (CEQA). The CEQA environmental evaluation provides information to a public agency as it considers whether to move forward with a project. The CEQA process begins after a project is proposed and must be completed before a project can be approved.

CEQA was enacted in 1970 to protect the environment by requiring public agencies to analyze and disclose the potential environmental impacts of proposed land use decisions. CEQA is modeled after the federal National Environmental Policy Act (NEPA), which was passed in 1969.

The CEQA process is focused on public disclosure and input.

- It discloses to decision makers and the public the significant environmental effects of proposed projects.
- The act requires public agencies to consider the environmental effects of their permitting decisions prior to approval and in a public forum.
- Ways to avoid or reduce environmental damage are identified by the CEQA.
- Through the CEQA the public is informed of the reasons agencies approve projects that will have significant environmental effects.
- Public participation is facilitated in the CEQA planning process.

CEQA establishes the types of projects subject to review, along with a set of exemptions and exclusions. CEQA applies to both private and public (state agencies, cities, counties, and other local agencies and districts) projects.

For any project subject to CEQA, the agency that has the authority to approve the project (the Lead Agency) must do a brief analysis of the environmental impact of the project (an Initial Study). If this analysis reveals that the project will have no significant environmental impacts, then the Lead Agency can prepare a Negative Declaration. If the Initial Study reveals that the project may have significant environmental impacts, and all these impacts can be mitigated to a less than significant level, a Mitigated Negative Declaration can be prepared. If significant impacts can not be mitigated, the Lead Agency must issue a Notice of Preparation (NOP) and prepare an Environmental Impact Report (EIR). The EIR is a comprehensive analysis that includes a thorough discussion of environmental impacts, alternatives, and ways to mitigate the impacts.

Public Resources Code 21098 requires that local jurisdictions provide copies of CEQA documents to the military when projects are within the boundaries of a low-level flight path, military impact zone, or special use airspace and if the project includes a general plan amendment; the

project is of statewide, regional, or areawide significance; or the project is required to be referred to the airport land use commission or appropriately designated body, as defined in the Code. Based on this notice, the military can be involved early in the CEQA process by commenting on the negative declaration, mitigated negative declaration, or NOP. Each of these items has a mandated 30 day public review period. The NOP describes the project and lays out the Lead Agency's approach to the analysis that will be conducted in the EIR. This is an excellent time to express concerns that should be evaluated further in the EIR. Comments also can be made during the public review period for the draft EIR, which typically ranges from 30 to 45 days.

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### **3.4 Private Development**

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For private developers, the planning process is similar to the planning steps illustrated on Figure 3-1. The major difference is that the steps tend to be internalized within the developer's planning team during plan development. Typically, a developer will consult with the local government planner to obtain a better understanding of local regulations and obtain preliminary feedback on the ideas being considered. Developers may also begin conducting their own coordination with stakeholders and those potentially impacted by the proposed development. If a military installation or operations area is determined to be a potentially affected party, developers may choose to include military representatives early in the planning process. The early identification of potential conflicts is mutually beneficial as concerns can be addressed prior to formal submittal to the jurisdiction optimizing the time and resources of the developer.

A pre-application meeting is common for most major development proposals. During this meeting, developers can review their initial plans with representatives from the local planning and public works departments. Other affected

departments should also attend. Generally, this occurs during the preparation of a concept plan that articulates the developer's vision for the site, preliminary infrastructure concepts, amenities, character of the project, and functional relationships among the proposed land uses.

From this point, an application package can be submitted to the city or county based on the pre-application feedback. State law (SB 1462) requires that the applicant identifies as part of the application when the proposed project is located: (1) within 1,000 feet of a military installation, (2) beneath a low-level flight path, or (3) within special use airspace (SUA).

City or county staff will review the submittal to determine whether the application package is complete. When deemed complete, the local jurisdiction is required to notify the appropriate military branch(es) of the proposed development. Certain application types, such as subdivisions, have mandated review time frames. Before the development proposal can be approved, local planners must ensure that appropriate CEQA review and public hearings are completed.

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### **3.5 Military Planning Process**

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The military planning process establishes a systematic framework for decision makers with regard to military installations. The process incorporates military programs, such as operations, environmental, urban planning, and others, to identify and assess development alternatives and ensure compliance with applicable federal, state, and local laws, regulations, and policies.

The military planning process incorporates a wide range of data and information that allows commanders to logically and thoroughly analyze various factors before making a decision that affects the installation or the surrounding community. The process generally involves most installation agencies, users and providers of services, base residents, and mission leaders and staffs. The process consolidates plans and

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programs related to the management and development of military lands, facilities, and resources into a management plan to guide future growth and development. It encompasses all land areas under DoD control and surrounding regions of influence, as well as the current and projected capability of local governments to provide services to the military base and personnel. The process includes an analysis of the current, short-range, and long-range development potential of the installation.

The military community is both similar to and different from a comparably sized civilian community. The similarities arise from the broad range of activities that take place at the military installation. Office, commercial, service, industrial, and recreational land uses on military installations are all analogous to the same land uses in a small town. Military installations, particularly those in remote rural areas, can be viewed as self-contained communities that meet all of their inhabitants' day-to-day needs. In this regard, some of the goals of a base comprehensive plan are similar to the goals used by a community: to allocate resources efficiently, protect the natural environment, and enhance the quality of life for the men, women, and children who live and work in the community.

Despite these similarities, the military community differs from the civilian community in one essential aspect. The military community owes its existence to, and is united around, one central purpose: to carry out the mission of the installation. Therefore, military communities are physically and socially more homogeneous than the typical civilian community. Military planners must take into account these unique social characteristics in the development of comprehensive plans for military installations.

*In this Handbook, discussions of the military services are ordered by the year they were established: Army (1784), Marine Corps (established 1775 and re-established 1798), Navy (1798), and Air Force (1947).*

### **Army – Planning Organization**



At the Army installation level, the Garrison Commander is the primary agent responsible for directing, influencing, and addressing present challenges and implementing future change. The Garrison Commander and staff must create and maintain a vision and a blueprint plan that enables the installation to respond to future Army missions and provide a good quality of life on the post, while providing and maintaining the capability to train, protect, sustain, and support today's force. The Garrison Commander's instrument for unifying planning and programming for installation real property management, development, and associated services is the installation master planning process. Assisting the Garrison Commander in planning decisions is the Real Property Planning Board (RPPB). This board comprises members of the command, operational, engineering, planning, and tenant interests of the installation.

The Garrison Commander receives assistance with real property planning from several entities. The U.S. Army Corps of Engineers (USACE) provides planning assistance to installations. This assistance is provided on a national level (such as the development and publication of technical guidance manuals) and on a regional level through USACE districts. In California, the USACE has district offices in Los Angeles, Sacramento, and San Francisco.

Development and implementation of the installation's master plan is under the direction of the installation's Director of Public Works (DPW) and staff in the Plans and Projects group. The installation's Master Planner coordinates with on-post personnel and adjacent communities.

## Army – Key Plans and Programs

The following are the key plans and programs typically developed and maintained by Army installations.

- **Installation Master Plan.** The Installation Master Plan is a long-range plan designed to guide physical growth and future land use changes at the installation. This plan is composed of at least three interdependent elements: a Land Use Plan, a Circulation Plan, and a Utility Service Plan. Other long-range plans also may be prepared for special topics, such as wildlife management or historic preservation. The Installation Master Plan also contains an Existing Conditions Map, a Tabulation of Existing and Required Facilities (TERF), a Future Development Plan Map, and a Phasing Map.
- **Army Compatible Use Buffer (ACUB).** ACUBs are defined as formal agreements between the U.S. Army and eligible entities for the acquisition by the entities of land, or interest in land, and/or water rights, from willing sellers. This program allows partnerships between the military and state, county, or municipal governments, as well as non-profit organizations, to use federal funds to purchase tracts of land or easements on lands that surround installations.
- **Operational Noise Management Program (ONMP).** The Army's ONMP, which incorporates and replaces the Installation Compatible Use Zone Program (ICUZ), is intended to promote compatible land use planning through the incorporation of Land Use Planning Zones (LUPZs), based on noise levels, into military and civilian plans.

## Navy and Marine Corps – Planning Organization



Both the Marine Corps and the United States Navy fall under the umbrella of the Department of the Navy. While organizationally separate forces, the two services work closely together and share several key planning resources.



For the Navy, planning administration is divided between shore-based facilities and fleet activities. For the Marine Corps, planning is focused on shore-based facilities.

The Naval Facilities Engineering Command (NAVFAC) manages the planning, design, and construction of shore facilities for Navy and Marine Corps activities around the world. NAVFAC provides technical support and direction on the preparation and content of planning documents, such as the Regional Shoreline Infrastructure Plan (RSIP). The NAVFAC Web site provides technical manuals on the preparation of Navy and Marine Corps planning documents. They also provide installations with technical support on installation planning and housing. Planning resources provided by NAVFAC can be accessed at the following Web address:

<http://www.navfac.navy.mil>

Development and implementation of an installation's land use plans falls under the direction of the Public Works Officer (PWO). For coordination with on-base personnel and adjacent communities, the installation's Community Planner is typically the focal point.

## Navy and Marine Corps – Key Plans and Programs

The following are the key plans and programs typically developed and maintained by Navy and Marine Corps installations.

- **RSIP.** A RSIP is the Navy's version of a general or master plan and is an

implementation tool used by the Navy and Marine Corps to evaluate mission requirements on a regional level. RSIPs are facilities-based plans designed to ensure that the shore infrastructure is in alignment with the force structure. The RSIPs also assesses existing environmental and man-made constraints, such as a community's ability to provide housing. In addition to the RSIP program, some Marine Corps installations also utilize a master plan for their facilities.

- **Air Installation Compatible Use Zone (AICUZ).** The primary purpose of the AICUZ program is to promote compatible land use through participation in local, regional, state, and federal land use planning and coordination processes. Compatibility guidance is based on air operation safety zones and noise contours.
- **Encroachment Action Plan (EAP).** An EAP is a document that captures the results of the identification, quantification, and possible mitigation actions for existing and potential land use compatibility challenges for a Navy installation, range, airspace, or training area. This is primarily an internal document used by the Navy in its planning process. EAPs are developed by working with local community planners as the Navy gathers information on proposed plans and projects.
- **Encroachment Control Plan (ECP).** An ECP includes an analysis of a Marine Corps installation's current and future encroachment situation, and an action plan presenting control strategies and actions for reducing the encroachment threat to installation missions.
- **Range Air Installations Compatible Use Zone (RAICUZ) and Range Compatible Use Zone (RCUZ) Programs.** The RAICUZ program

addresses the noise and safety impacts from aerial firing ranges. The program applies to all Navy and Marine Corps air-to-ground range installations within the confines of the United States, its territories, trusts, and possessions. This program is similar to the Navy and Marine Corps AICUZ programs and the Army's ONMP. The RCUZ program is a program used by the Marine Corps to address noise and safety issues from ground-based range activities.

### **Air Force – Planning Organization**



Ultimate responsibility for base development rests with the Installation Commander. To make development decisions, the commander depends on input from the Base Facilities Board, which is typically made up of the base leadership. Another source of information is the installation's Environmental Protection Committee (EPC).

Development and implementation of the installation's land use plans (including general plan and area development plans) are under the direction of the Base Civil Engineer (BCE) and staff in the Civil Engineering flight. The installation's Community Planner is typically the key person involved with on-base personnel and adjacent local governments relative to land use planning.

Support for installation-level planning efforts is provided by several organizations in the Air Force structure. A planner at command level supports each installation. For example, planning support for Edwards Air Force Base (AFB) is provided by the command planner at Air Force Materiel Command (AFMC), and the Air Mobility Command (AMC) command planner supports planning efforts at Travis AFB.

Headquarters Air Force and the Air Force Center for Environmental Excellence (AFCEE) provide technical support and guidance on a wide range of planning issues. AFCEE provides technical

support and guidance on comprehensive planning, AICUZ compliance, and housing issues. Planning resources provided by AFCEE can be accessed at the following Web address.

<http://www.afcee.brooks.af.mil/>

### **Air Force – Key Plans and Programs**

The following key plans and programs typically are developed and maintained by Air Force installations.

- **Commander's Summary.** The Commander's Summary is usually updated concurrently with the installation's general plan, and provides an overview of the installation's vision for the future and the goals, objectives, and programs that will be used to achieve this vision. It also provides insight into physical and natural constraints, future land use and infrastructure plans, and planned projects.
- **General Plan.** The general plan is the document that provides the installation commander and other decision makers with a condensed picture of an installation's ability to support the mission, given its current physical assets and delivery systems. The general plan provides a summary of four component plans: Constraints and Opportunities, Infrastructure, Land Use and Transportation, and Capital Improvements Program. In addition, the general plan will summarize other special plans and studies, such as the installation's AICUZ study, the INRMP, and the Housing Community Plans.
- **Area Development Plan (ADP).** An ADP examines a specific area on base that is unified by its function or by its architectural character and provides a detailed plan for future development in that area.

- **AICUZ.** The primary purpose of the AICUZ program is to promote compatible land use through participation in local, regional, state, and federal land use planning and coordination processes. Compatibility guidance is based on air operation safety zones and noise contours.
- **Integrated Natural Resources Management Plan (INRMP).** This plan is based on ecosystem management and describes and delineates the natural resources and land use activities affecting land management and use. The plan defines the natural resource elements and the activities required to implement the base's stated goals and objectives for those resources.

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### **3.6 Federal and State Land Management Agencies**

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Federal and state agencies manage a wide range of lands within California. To successfully manage these lands, each agency prepares, maintains, and implements plans that describe the utilization and preservation of the land and its resources.

Military installations and operation areas often are adjacent to, or use, lands and airspace within areas managed by these agencies. The management plans of State and federal agencies and the implications they have on military operations are important components in the overall picture of military compatibility planning.

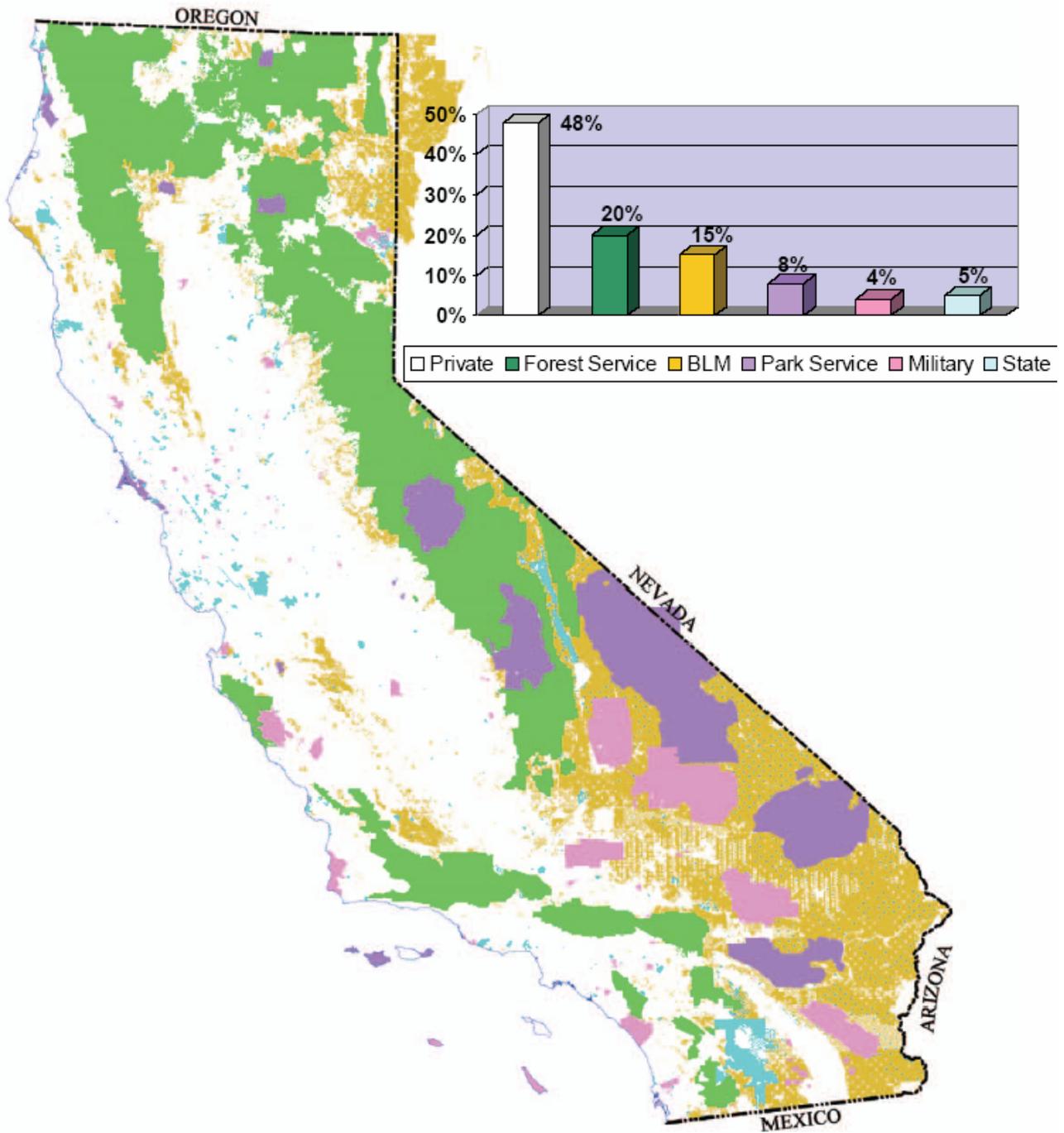
Several agencies have land management responsibilities in California, but the primary land managing agencies are the United States Forest Service (USFS), the Bureau of Land Management (BLM), the National Park Service (NPS), the California State Lands Commission (CSLC), the California State Department of Parks and Recreation. The areas in the state currently managed by these agencies are shown on Figure 3-4.

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Figure 3-4. Public Land Management Areas in California



Source: *California Public Lands*, BLM, 2005

**United States Forest Service.** The USFS is an agency of the US Department of Agriculture, and it is charged with managing public lands in national forests and grasslands. According to the USFS Web site, the mission of the USFS is “to sustain the health, diversity, and productivity of the Nation’s forests and grasslands to meet the needs of present and future generations.”



The USFS is organized into 10 regions covering the United States. Region 5, the Pacific Southwest Region, is made up of lands within California and Hawaii. In California, the USFS currently manages lands in 21 national forests covering almost 21 million acres. California also contains one national grassland area.

<http://www.fs.fed.us/>

**Bureau of Land Management.** The BLM is a bureau within the US Department of the Interior. Its mission is to “...sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.” According to the BLM, they currently manage over 15 million acres of public lands in California. This equates to about 15 percent of the state’s land area.



A summary of existing BLM plans in California includes:

- 12 Management Framework Plans (4.5 million acres);
- 9 Resource Management Plans (12.5 million acres);
- 15 Land Use Plan Updates (14.8 million acres);
- 13.3 million acres of non-federal lands under cooperative HCPs; and
- 5 National Monument/National Conservation Area Plans (700,000 acres).

<http://www.blm.gov/planning/>

**National Park Service.** The mission of the NPS is to preserve “unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations.” In California, the NPS manages 26 park sites, which include national parks, national monuments, national recreation areas, national seashores, and national historic parks. The largest land areas are within the seven national parks (Channel Islands, Death Valley, Joshua Tree, Lassen Volcanic, Redwood, Sequoia and Kings Canyon, and Yosemite) and the Mojave National Reserve.



<http://planning.nps.gov/>

**California State Lands Commission.**



According to its Web site, “The CSLC is responsible for the management and protection of important natural and cultural resources on certain public lands within the state and the public’s rights to access these lands”. The public lands under the Commission’s jurisdiction are of two distinct types—sovereign and school lands. Sovereign lands encompass approximately 4 million acres. These lands include the beds of California’s naturally navigable rivers, lakes and streams. It also includes the State’s tide and submerged lands along the California’s more than 1,100 miles of coastline, extending from the shoreline out to three miles offshore. School lands are what remain of the nearly 5.5 million acres throughout the state that were originally granted to California by Congress in 1853 to benefit public education. The state retains surface and mineral ownership of approximately 473,000 acres of these lands and retains the mineral rights to an additional 790,000 acres.”

<http://www.slc.ca.gov/>

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### **California State Department of Parks and Recreation (State Parks).**



California State Parks is responsible for 280 miles, almost one-third, of California's coastline, and manages an area of nearly 1.4 million acres contained within 270 park facilities. The state parks are managed using the Strategic Plan 2001. In addition, there are general plans for each facility, 27 of which are currently in preparation.

<http://www.parks.ca.gov/>

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### **3.7 Other State Planning Agencies**

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While there are a number of State agencies involved in aspects of compatibility planning, this section highlights a few key agencies: the California Coastal Commission, and the California Department of Transportation (Caltrans).

#### **California Coastal Commission / San Francisco Bay Conservation and Development Commission (BCDC).**



The California Coastal Act of 1976 (Public Resources Code §30000, et seq.) was enacted to "protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources" (Public Resources Code §30001.5). The Coastal Act applies to the coastal zone, a strip along the California coast generally "extending seaward to the state's outer limit of jurisdiction, including all offshore islands, and extending inland generally 1,000 yards from the mean high tide line of the sea" (Public Resources Code §30103). The actual coastal zone boundary is delineated on a set of maps adopted by the Legislature and located at the Coastal Commission's San Francisco office.

The Coastal Commission regulates development within portions of the coastal zone and oversees coastal planning efforts along the entire coast.

The Coastal Act's policies (Public Resources Code §30200, et seq. and §30702, et seq.) are implemented through cooperative action between the Commission and local governments. A central feature of this joint action is the local coastal program (LCP). The Coastal Commission certifies the adequacy of Local Coastal Programs, which include relevant portions of local general plans for jurisdictions in the coastal zone. With certain exceptions, development within the coastal zone is subject to a coastal development permit issued either by a local government pursuant to a certified LCP or, where no certified LCP exists, by the Coastal Commission. A city or county that lacks a certified LCP surrenders a good deal of planning authority within the coastal zone.

<http://www.coastal.ca.gov/>

The coastal zone excludes the jurisdiction area of the San Francisco BCDC. BCDC performs activities that are similar to those of the Coastal Commission for areas within its jurisdiction.

<http://www.bcdc.ca.gov/>

#### **California Department of Transportation (Caltrans).**



As owner/operator of the State Highway System, the mission and vision of Caltrans is to improve mobility across California. Caltrans is charged by federal and State statute to undertake a continuous statewide planning process, which includes considering access to military installations and operation areas. Coordinating State and local transportation planning is a key to the success of a local agency's general plan circulation element, and it reflects the vital integration of transportation and land use. Caltrans also assists in compatibility planning with aviation resources. The *Airport Land Use Planning Handbook*, prepared by the Caltrans Division of Aeronautics in 2002, supports implementation of the State Aeronautics Act (California Public Utilities Code, Section 21670 et seq.), which established statewide requirements for the conduct of airport land use compatibility planning. In addition, it serves as the primary source of

information regarding compatibility plans. It can be downloaded at:

<http://www.dot.ca.gov/hq/planning/aeronaut/htmlfile/landuse.php>

<http://www.dot.ca.gov>

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### 3.8 Regional Planning Agencies

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Within California, there are a number of regional organizations that provide planning support to local governments. Two key types of organizations are councils of government (COG) and county airport land use commissions (ALUC) or similar entity. These two regional planning organization types are described in the following paragraphs. Other regional organizations that can help in compatibility planning are listed in Appendix C.

**Councils of Governments (COG).** California's 25 COGs are regional planning agencies comprised of member counties and cities in a given region working together to address regional issues in areas such as land use, housing, environmental quality, and economic development.. COGs do not directly regulate land use. Elected officials from each of the cities and counties belonging to the COG make up its governing board. A listing of COGs in California is provided in Appendix C.

**Airport Land Use Compatibility Planning.** An Airport Land Use Compatibility Plan (ALUCP) is "a plan, usually adopted by a County Airport Land Use Commission (ALUC) or other entity established to accomplish land use compatibility planning, which sets forth policies for promoting compatibility between airports and the land uses which surround them." (*California Airport Land Use Planning Handbook*, January 2002).

The state law governing creation of ALUCs applies to every county in California having a public airport. The statute also includes provisions for a county to avoid having an ALUC if they establish an alternative method of accomplishing airport

land use compatibility planning. For the purposes of this document, ALUC refers to both officially designated ALUCs and alternative entities designated to perform such functions.

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### 3.9 Collaboration - "Bringing It All Together"

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Collaboration is the foundation for the implementation of a successful compatibility program. Collaboration allows for shared leadership, vision, informed decision making, ownership, and responsibility. It also allows participants to discover new solutions.

Many factors support this foundation for successful implementation. These include:

- Buy-in from stakeholders;
- Support from decision makers at all levels;
- Sufficient staffing / manpower resources;
- Sufficient funding resources;
- Realistic time schedule; and
- A workable and collaborative process.

Collaboration should be a constant factor throughout a given process, from the development through the implementation of a plan.

When a local government and military installation agree to work together, it is helpful for each entity to have some knowledge and understanding of the following issues:

- The **land use compatibility factors** that may impact communities and/or military activities (refer to Section 2);
- The types of **planning implementation strategies and tools** available to help prevent or mitigate the impact relative to the compatibility factor(s) (refer to Section 4); and
- The different types of **local government and military planning processes** that may be used to provide collaboration

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opportunities (as described later in this section).

The rest of this section describes, in a general way, how counties, cities, land owners, and the military can collaborate to address land use compatibility issues and factors. These processes represent only a sample of common local and military planning practices that may address compatible land use issues affecting military activities. These processes illustrate the avenues for active collaboration.

The following text and figures provide an overview of the current and long-range planning process for both local governments and the military.

### **Local Planning Processes**

The following local government planning processes provide opportunities for collaboration with the military:

- Development Approvals
- Rezoning Approvals
- Variance and Use Permit Approvals

The steps to implementing local planning processes vary somewhat by jurisdiction. Those presented in this section are representative of typical city and county planning processes.

### **Development Approval Process**

In the development approval process, a property owner or developer seeks approval for the development of land. The landowner or developer submits a development application for review and approval by the local government. Authorized officials of the local government are responsible for reviewing site plans, maps, and other documentation for a proposed development to determine its compliance with the local government's codes and plans. Developments near military installations or activities may have unintended negative impacts on military readiness. The opportunities for the military to actively participate in this process and provide valuable input into the decision making process

are illustrated in the Sample Development Approval Process flowchart, Figure 3-5.

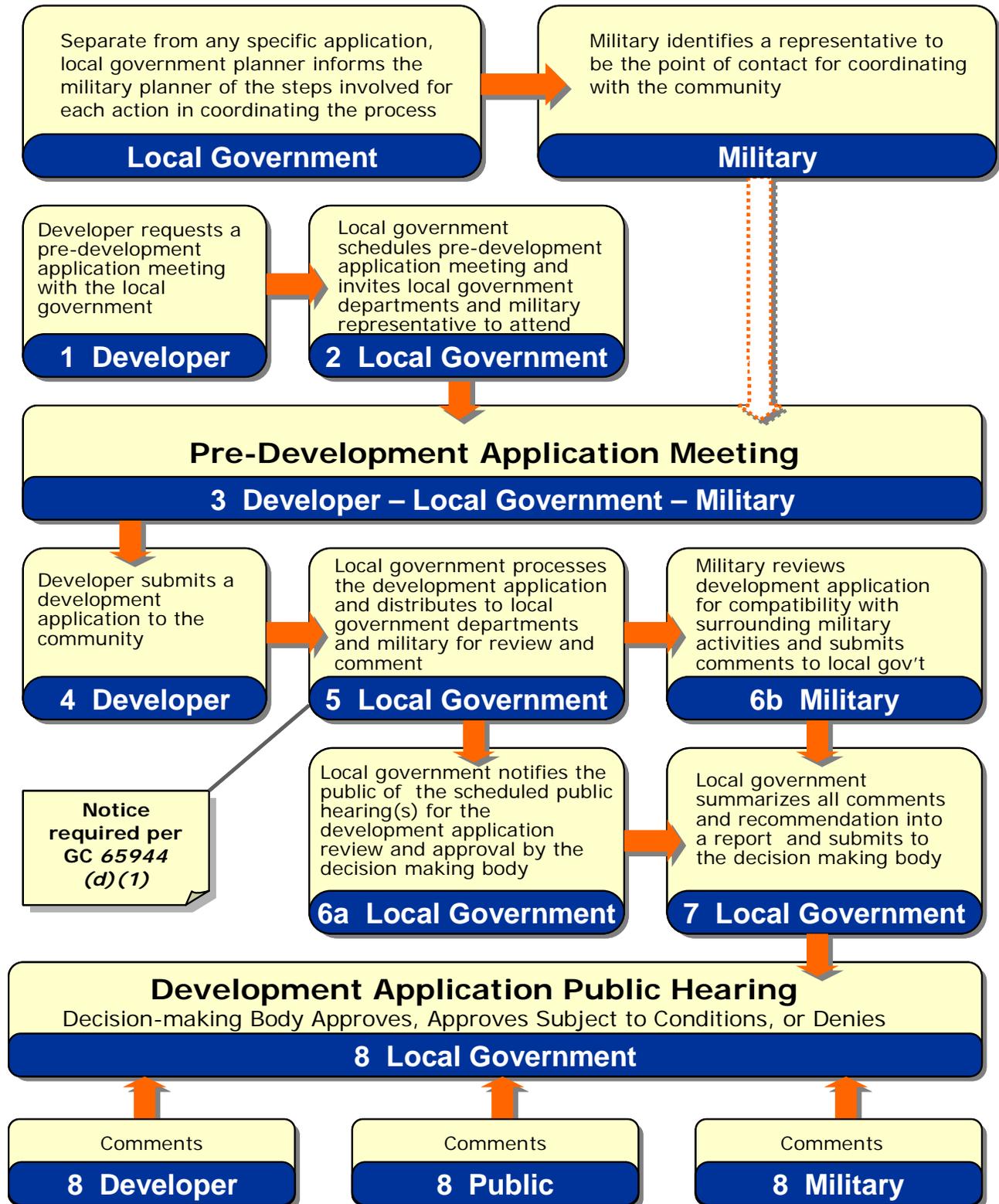
The general steps involved in processing a development request are described below.

- Before submitting a development application for approval, the property owner/developer may request a pre-application meeting with the local government to identify any issues that may affect the approval of the proposed development.
- The property owner/developer submits a development application to the local jurisdiction.
- The local government distributes the application to applicable departments within the organization and other agencies, including the military as required by SB 1462 (Government Code 65944(d)), for review and comment.

The local government is responsible for publishing/posting a public notice of any required public hearing. This notice will describe the proposed project and state the date, time, and location for the public hearing.

- Usually, two public hearings are held (i.e., a planning commission hearing and a city council or board of supervisors hearing) to discuss the development application.
- For items such as general plan amendments, the city council or board of supervisors must be the final approval. Depending on the local jurisdiction's practices, some development applications can be approved by the Planning Commission.

Figure 3-5. Sample Development Approval Process



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### **Rezoning Request Process**

In general, in the rezoning request process, an owner of a piece of property requests an amendment to the map and/or text of a zoning ordinance to change the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel.

The following are examples of different types of rezoning requests:

- Requests initiated by a city or county;
- Applicant requests to delete or modify stipulations imposed by the zoning ordinance; or
- Applicant requests to change a type of zoning district to another one that allows for a different use on a parcel of land.

The usual steps involved in processing a rezoning request are illustrated in the Sample Approval Process for Rezoning, Variance, and CUP flowchart on Figure 3-6 and described below:

- The property owner completes and submits a rezoning request application to the local government.
- The local government is responsible for publishing/posting a public notice of any required public hearing. This notice will describe the request and state the date, time, and location for the public hearing.
- The property owner is usually required to notify, via first class letter, all of those who are within a certain distance of the parcel(s) in question.
- A public hearing is held for the rezoning request.
- The planning commission or rezoning officer makes a final recommendation.
- The final recommendation is scheduled for a hearing with the city council or board of supervisors' for approval. Two readings of the change are required.

Rezoning requests could have compatibility impacts on military activities and/or the

community if incompatible land uses are proposed. Input from the military on current and future military operations in the vicinity of a rezoning proposal can make the local government aware of adverse impacts on the military mission.

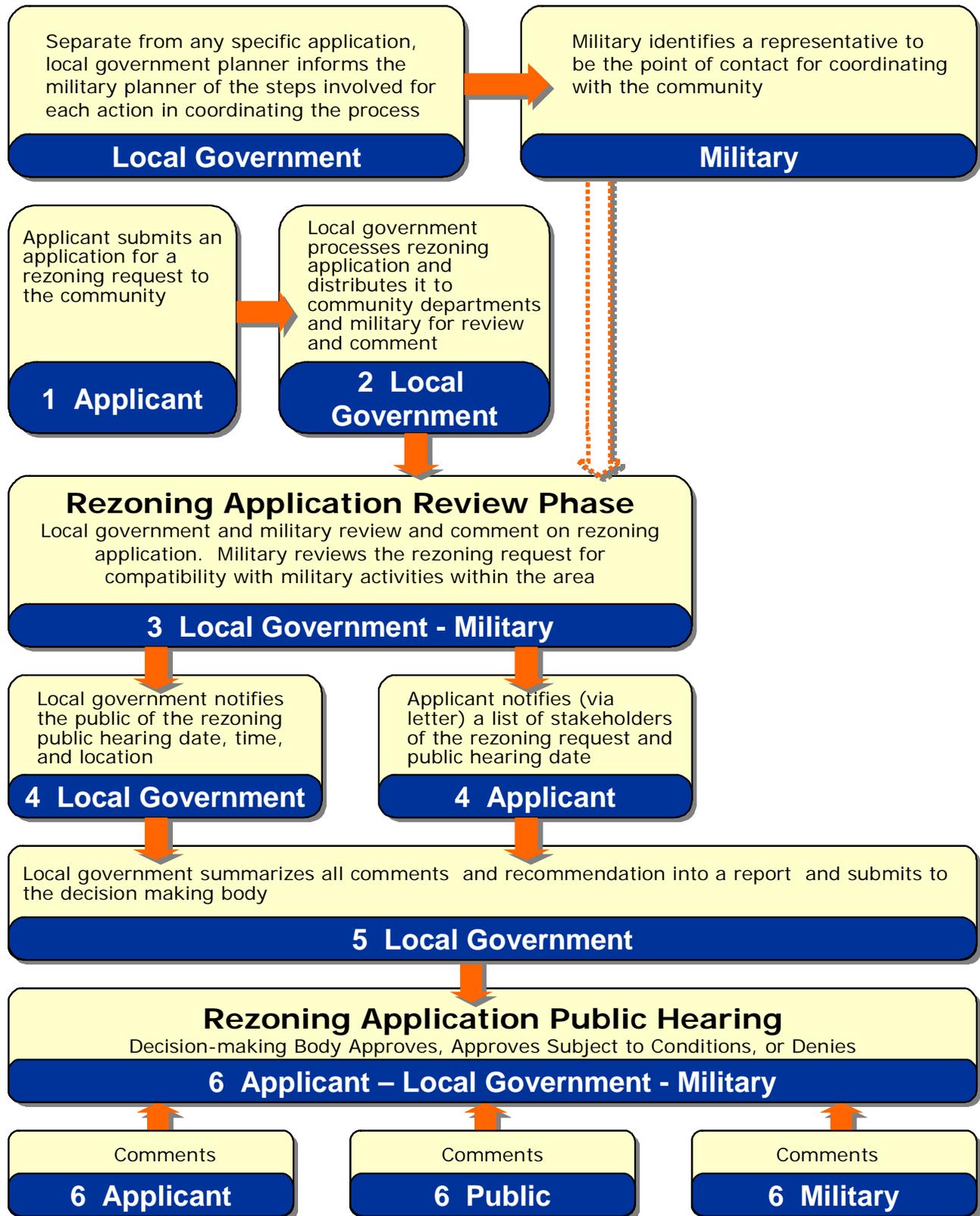
### **Variance Process**

A variance is a request to allow a deviation from a development standard(s) required by the zoning ordinance. There are two different types of zoning variances: area variances and use variances. An area variance allows a deviation from the dimensional (i.e., height, bulk, yards) requirements of the ordinance. A use variance authorizes the property owner to establish a use of land that is otherwise prohibited in that zoning district. Use variances are not allowed in California.

Most variances require substantial proof of unnecessary hardship for approval. In many cases, local governments require that four conditions exist on the subject property for a variance to be approved. It is the burden of the applicant to prove his or her case. The following are the four conditions.

- Special circumstances or conditions apply to the land, building, or use of the subject property that do not apply to other similar properties in the same zoning district. (Special circumstances or conditions would include, for example, an unusual lot size, shape, or topography.) This condition is considered a property hardship and it must be a condition relating to the property that is so unique that it cannot be replicated on any other similarly zoned land in a jurisdiction.
- The applicant, owner, or any previous owner of the property did not create the special circumstances or conditions described above. The property hardship cannot be self-imposed.

**Figure 3-6. Sample Approval Process for Rezoning, Variance, and CUP**



Note: \* This sample process used rezoning as the example

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- The authorization of a variance is necessary for the owner or applicant to enjoy reasonable and substantial property rights. (In other words, unless a variance is granted, the property cannot be used reasonably.) There is no cause for a variance if the property can be used, even if the use is other than the use desired by the owner or applicant).
- The authorization of a variance will not be materially detrimental to persons residing or working in the vicinity, to the adjacent property, to the neighborhood, or to the public welfare in general.

A decision made in response to a variance request may have an adverse impact on military activities. To prevent this situation, collaboration with, and participation by, the military in a variance approval process (where the variance may impact the installation or its use) is suggested. A typical variance process is illustrated in Figure 3-6.

### **Conditional Use Permit Approval Process**

A conditional use permit (CUP) is a request to allow a use on a property that is conditionally permitted by the zoning ordinance. These uses require project-specific conditions to avoid adverse impacts.

Most CUP approvals require that two conditions exist to rule favorably on a use permit request. The burden of proof is with the applicant and the granting of a use permit is usually at the zoning administrator's or planning commission's discretion. The two conditions are as follows.

- The use will not cause an adverse impact on adjacent property or properties in the area. Adverse impacts would include, for example: a significant increase in vehicular or pedestrian traffic in adjacent residential areas; emission of odor, dust, gas, noise, vibration, smoke, heat, or glare at a level exceeding ambient conditions; contribution in a measurable way to the deterioration of the area or

contribution to the lowering of property values.

- The use will be in compliance with all applicable provisions of the zoning ordinance.

A formal hearing is generally held before the zoning administrator or planning commission. Approvals will include conditions that must be met by the applicant. These conditions usually cover issues related to initial development and operations. A typical CUP process is illustrated in Figure 3-6.

### **Appeals Process**

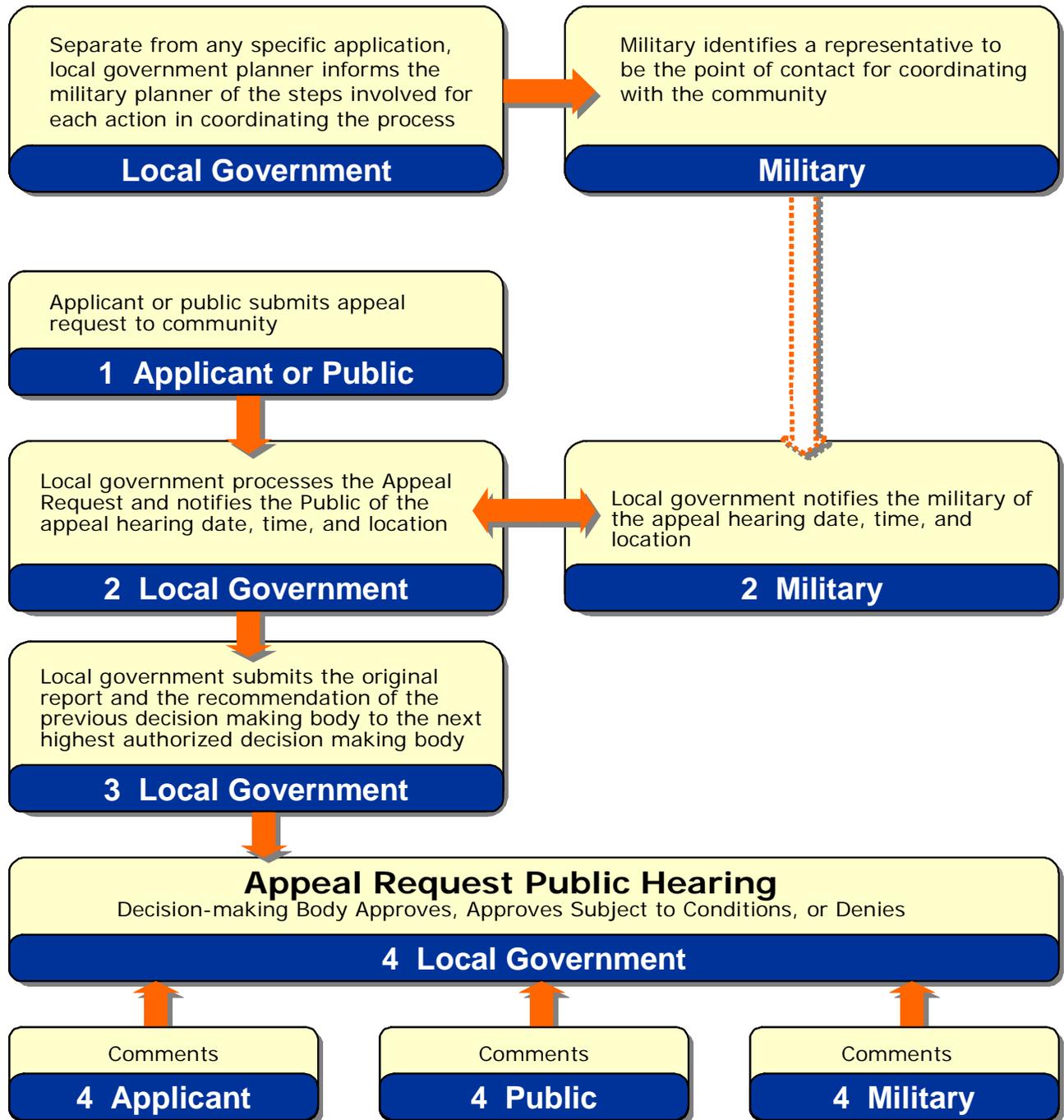
The property owner, the military, or the general public may appeal most local planning decisions, including a rezoning, variance, or use permit. The appeal probably would be heard by the planning commission, if the zoning hearing officer was the last to hear the case, or the city council/board of supervisors, if the planning commission or zoning board was the last to hear the case. A planning commission decision may be appealed to the city council/board of supervisors using the same process already described. Decisions of the city council/board of supervisors are final.

Figure 3-7, the Sample Appeals Process for Rezoning, Variance, or CUP, illustrates the general steps involved in an appeals process and identifies the steps through which the military can continue to participate in a rezoning process if the case is appealed. In some cases, the military may decide to be the entity that initiates the appeal request.

### **Local Comprehensive Planning Processes**

As shown in Figure 3-3, the foundation for the planning processes described above lies in the comprehensive plans adopted by local jurisdictions. The following three common comprehensive planning processes may be used to address compatibility between communities and military activities:

**Figure 3-7. Sample Appeals Process for Rezoning, Variance, or CUP**



*Note: \* This sample process used rezoning as the example*

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- General Plan Updates
- General Plan Amendments
- Specific Plans

The overall process used for a general plan update, general plan amendment, or specific plan were described in Section 3.1. For each of these comprehensive plans, the potential for collaboration with the military is similar. Using the general plan update process as an example, Figure 3-8 illustrates potential opportunities for military collaboration.

### **Military Compatibility Planning Processes**

The military has several current planning processes. Most of them focus on issues that are internal to the installation and have no impact on the local jurisdiction. The following are the current planning processes that either impact a jurisdiction or provide valid information that local governments can use in their planning processes:

- AICUZ and RAICUZ,
- EAP, and
- ACUB.

### **AICUZ/RAICUZ**

The AICUZ is updated periodically. An update can occur earlier if a mission change occurs that impacts the information in an AICUZ. An AICUZ study is conducted at installations that have a flying mission. For training areas, specifically ranges that may be used for flight training exercises (both air-to-air and/or air-to-ground), a RAICUZ may be completed. Since the Army has a limited flying mission, it is the only service that does not conduct AICUZ studies. The Air Force and Navy/Marine Corps programs are based on the DoD land use compatibility guidance, although each service presents the land use information in a different format.

A local government's involvement is limited during the development of the AICUZ study. Involvement is often related to the local

jurisdiction providing input on existing land uses and their proposed land use plan.

AICUZ and RAICUZ studies are normally based on current missions, but can be used to address possible future missions. The end product identifies the following:

- Noise contours;
- Safety zones (clear zones and accident potential zones); and
- Compatible land use recommendations.

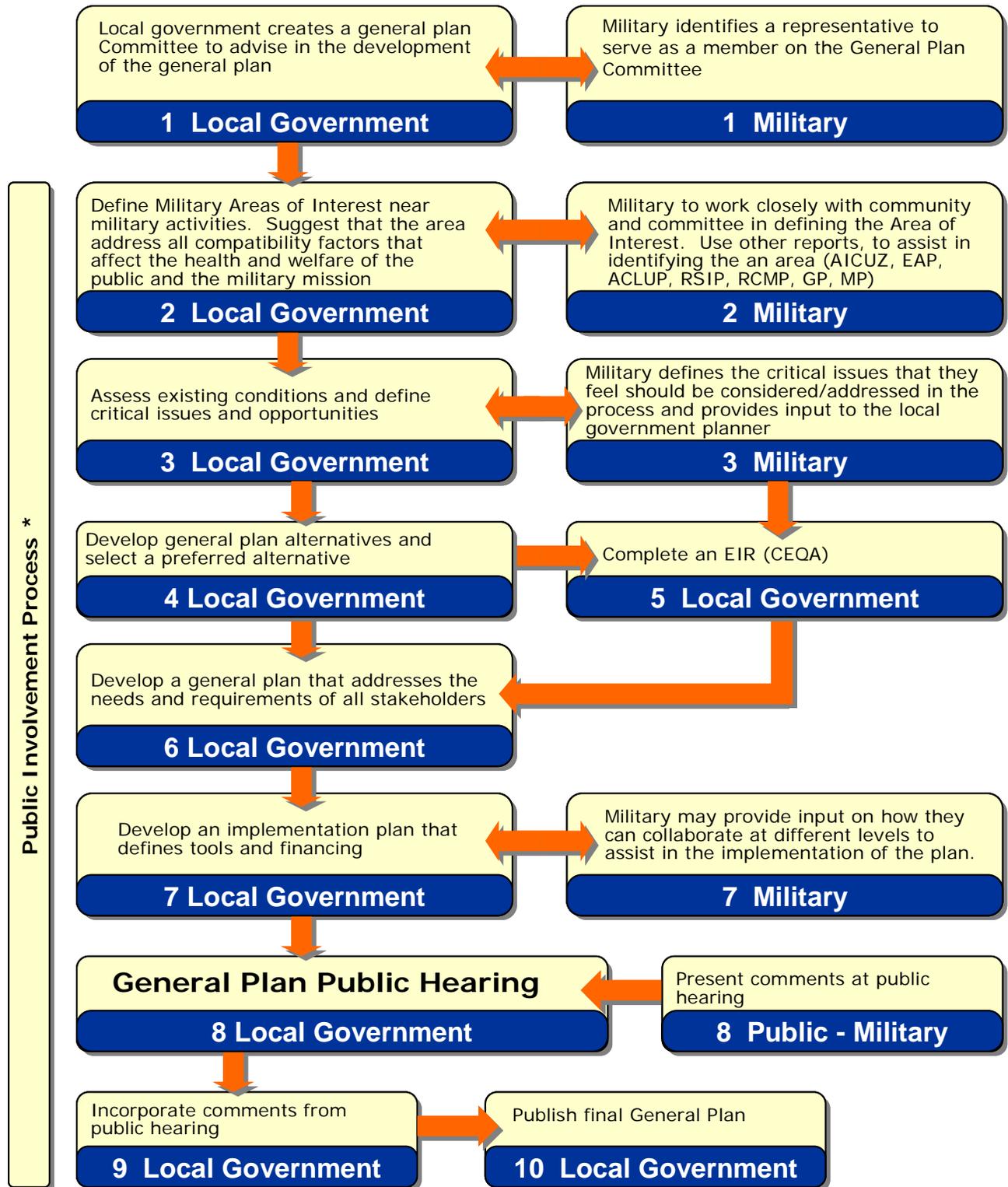
The general steps involved in updating this type of study are illustrated on Figure 3-9 and described below.

- Data are collected for existing mission conditions (i.e., flight tracks, number of operations, noise profiles for aircraft used).
- Flight information is input into the NOISEMAP noise model to produce noise contours.
- Safety zone areas are defined based on Service guidelines.

### **Encroachment Action Plans (EAP)**

Recently, the Navy has developed instructions and a directive for all installations to conduct an EAP as part of the DoD Encroachment Program. An EAP is a comprehensive plan that looks at operations and all applicable compatibility factors, not just aviation noise and safety factors covered by an AICUZ study. As designed, the EAP will utilize information collected from local governments, but the EAP is intended for internal use by the Navy, and will not be released for public review or use. The AICUZ and JLUS programs will continue to be the primary coordination plans.

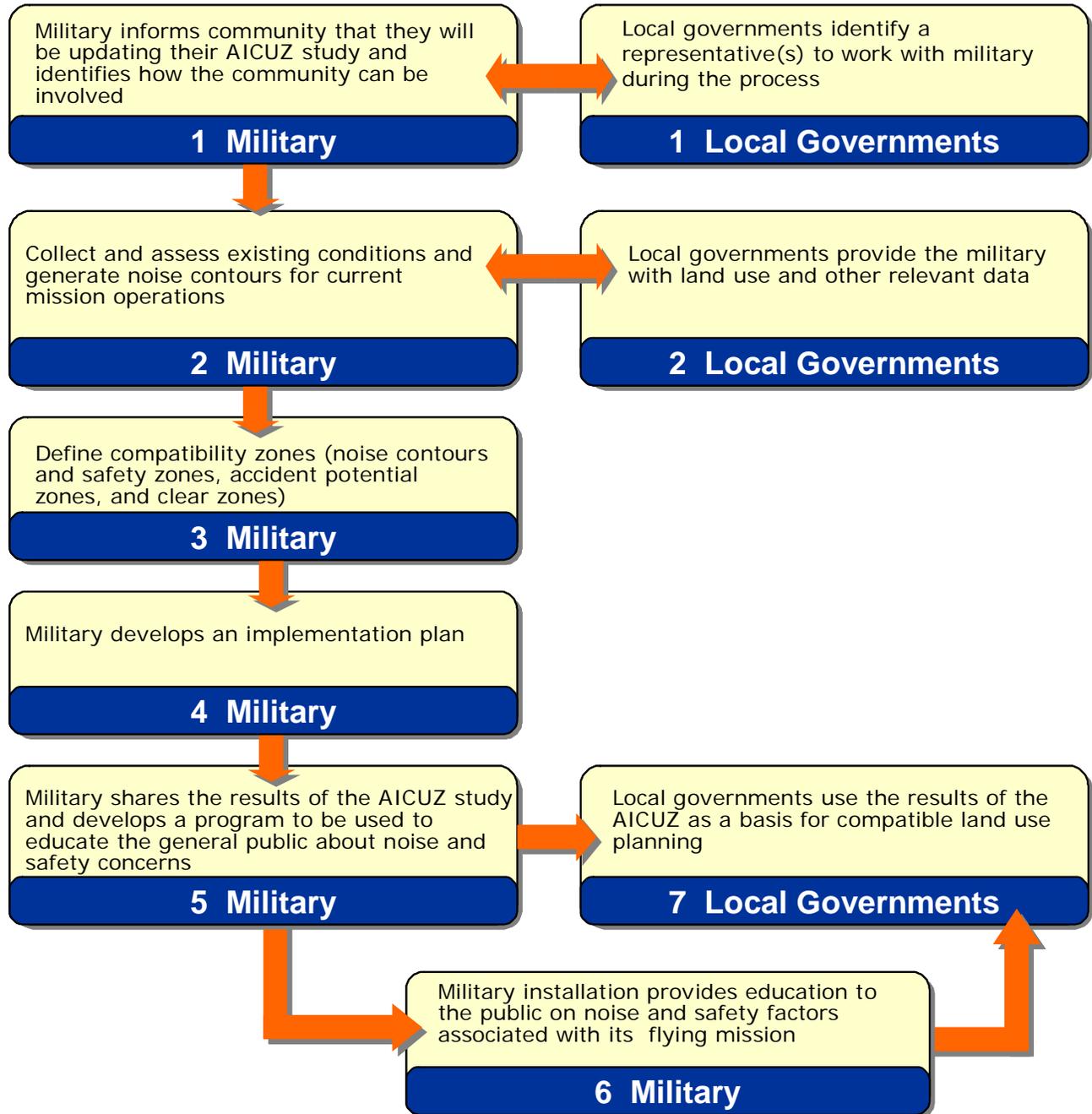
Figure 3-8. Sample Comprehensive Planning Process – The General Plan



Note: \* The Military can participate in the Public Involvement Process throughout the development of the plan.

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Figure 3-9. Sample AICUZ / RAICUZ Process



The general steps of an EAP are illustrated on Figure 3-10 and described below.

- Data are collected to obtain a baseline to identify compatibility factors both on- and off- base.
- Compatibility factors are identified by evaluating and assessing existing data.
- Military influence area(s) are established by the compatibility factors identified in the previous step.
- An implementation plan is developed to address compatible land uses within the established military influence areas.

### **Military Comprehensive Planning Processes**

Similar to local jurisdictions, the military maintains a set of comprehensive plans to guide future development on an installation. The following are the most common long-range studies for each service:

- General Plans (Air Force);
- RSIPs (Navy/Marine Corps)
- Installation Master Plans (Army)

The planning steps involved in a military comprehensive plan are very similar to the steps involved in a local government's comprehensive plan, except for the public involvement component. Public involvement for the military is limited to coordination with the local jurisdiction planners and regulatory agencies. Figure 3-11 illustrates a generic comprehensive planning process for the military.

### **Joint Land Use Studies (JLUS)**

The long-range planning processes already described are the responsibility of the local communities or the military, and are dependent on the willingness of the local government and the military to collaborate.

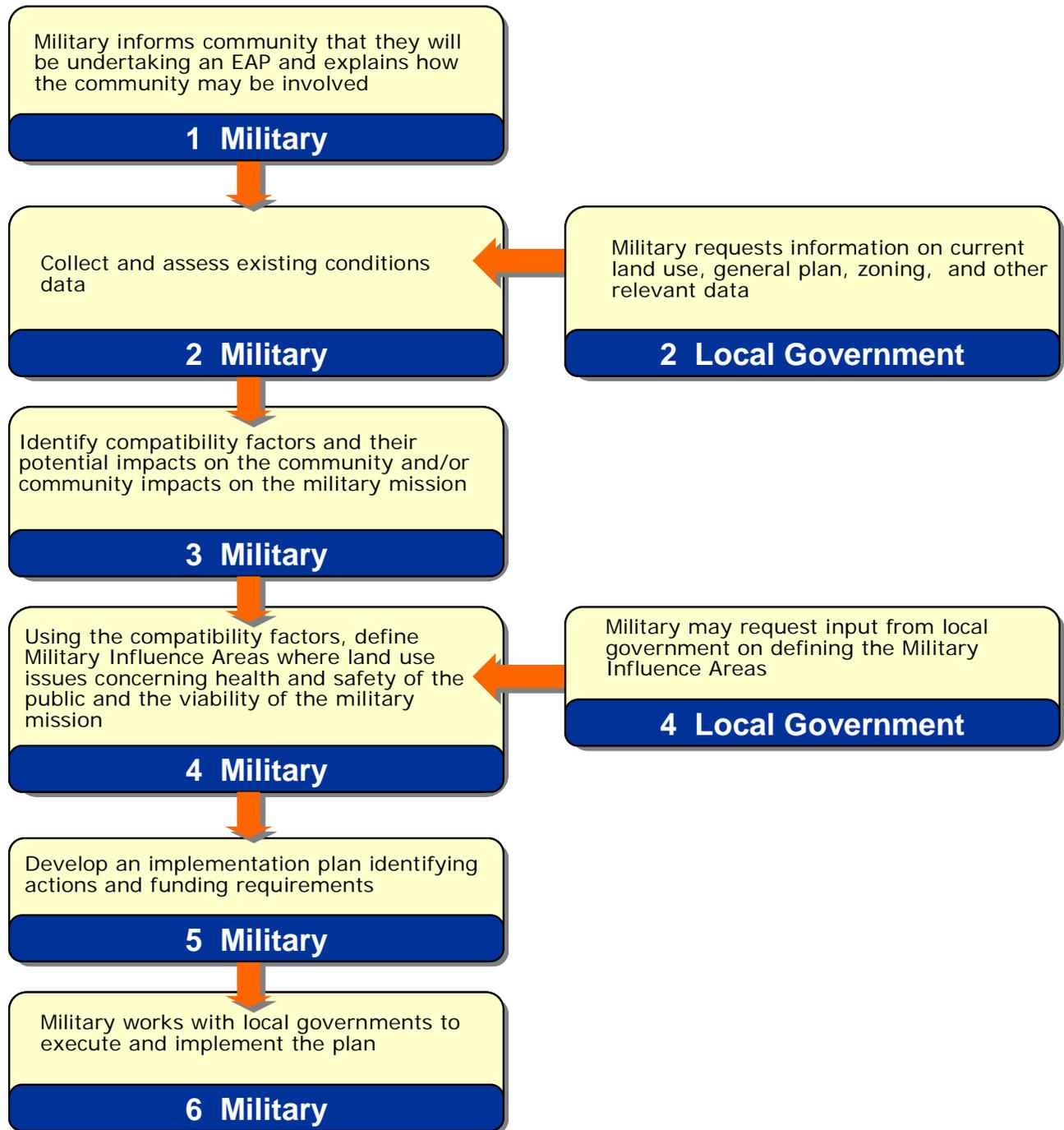
The JLUS is another long-range planning tool that focuses on the collaboration of local jurisdictions and the military. Unlike other processes, prior to

the development of a JLUS, there must be commitment from both the local government and the military that they will collaborate in the development of the study and work to implement the study recommendations. The relationships and responsibilities among the different participants involved in the development of a JLUS are illustrated in Figure 3-12.

JLUS are a federal program funded by the DoD. For this funding to be provided, the proposed JLUS project requires a state or local sponsor.

A JLUS is one of the most successful tools available for assisting communities and military organizations in promoting compatible land uses in areas of military activity. The JLUS program encourages communities and military installations to study the issues in an open forum, taking into consideration both local government and military viewpoints. A JLUS is viewed as a win-win situation. The results of a JLUS, in most cases, provide a roadmap for implementation strategies and actions that can be used in the local planning process.

**Figure 3-10. Sample EAP Process**



**Figure 3-11. Sample Military Comprehensive Planning Process**

*This process illustrates generic steps for a general plan, master plan, and Regional Shore Infrastructure Plan (RSIP) process.*

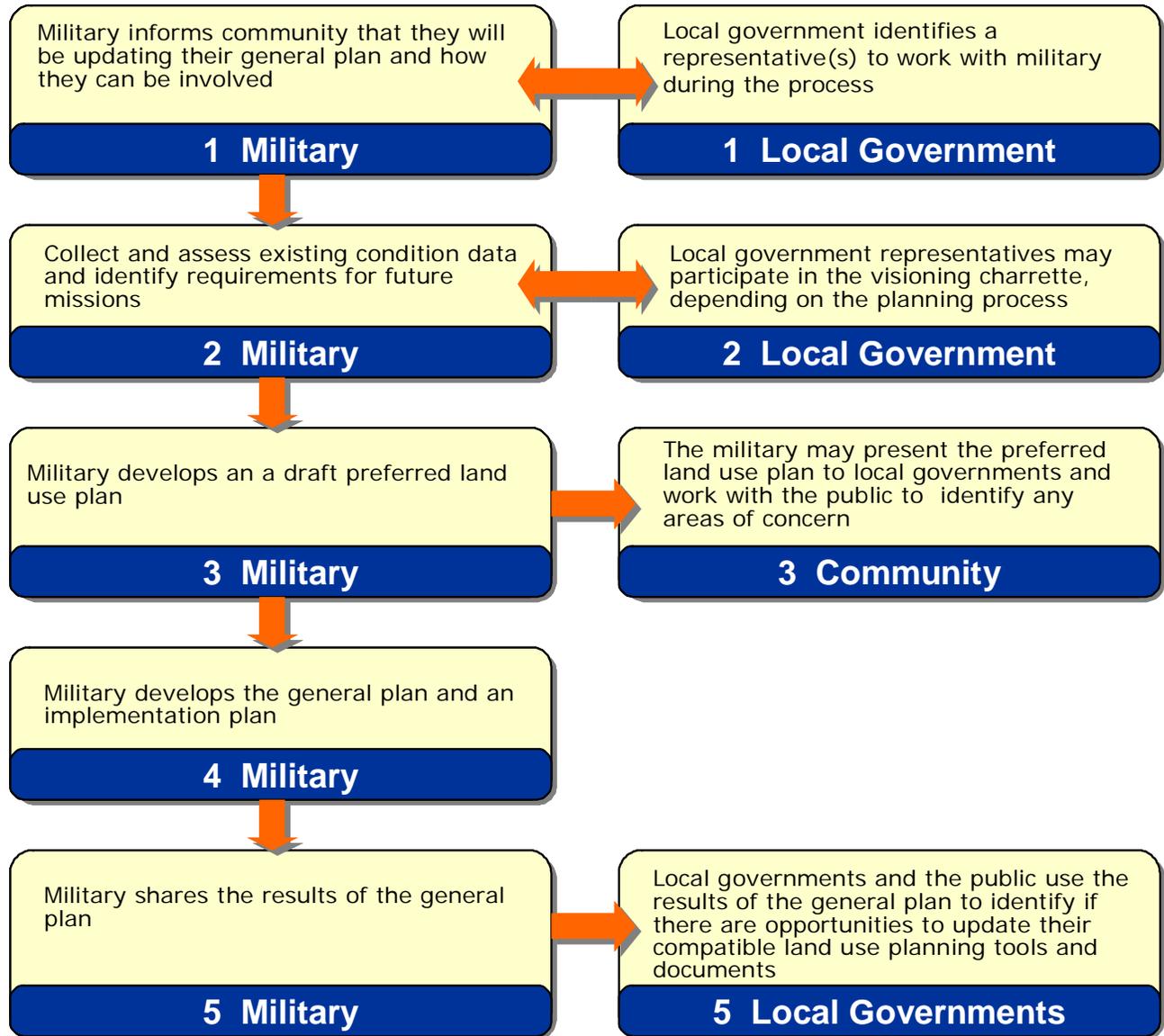
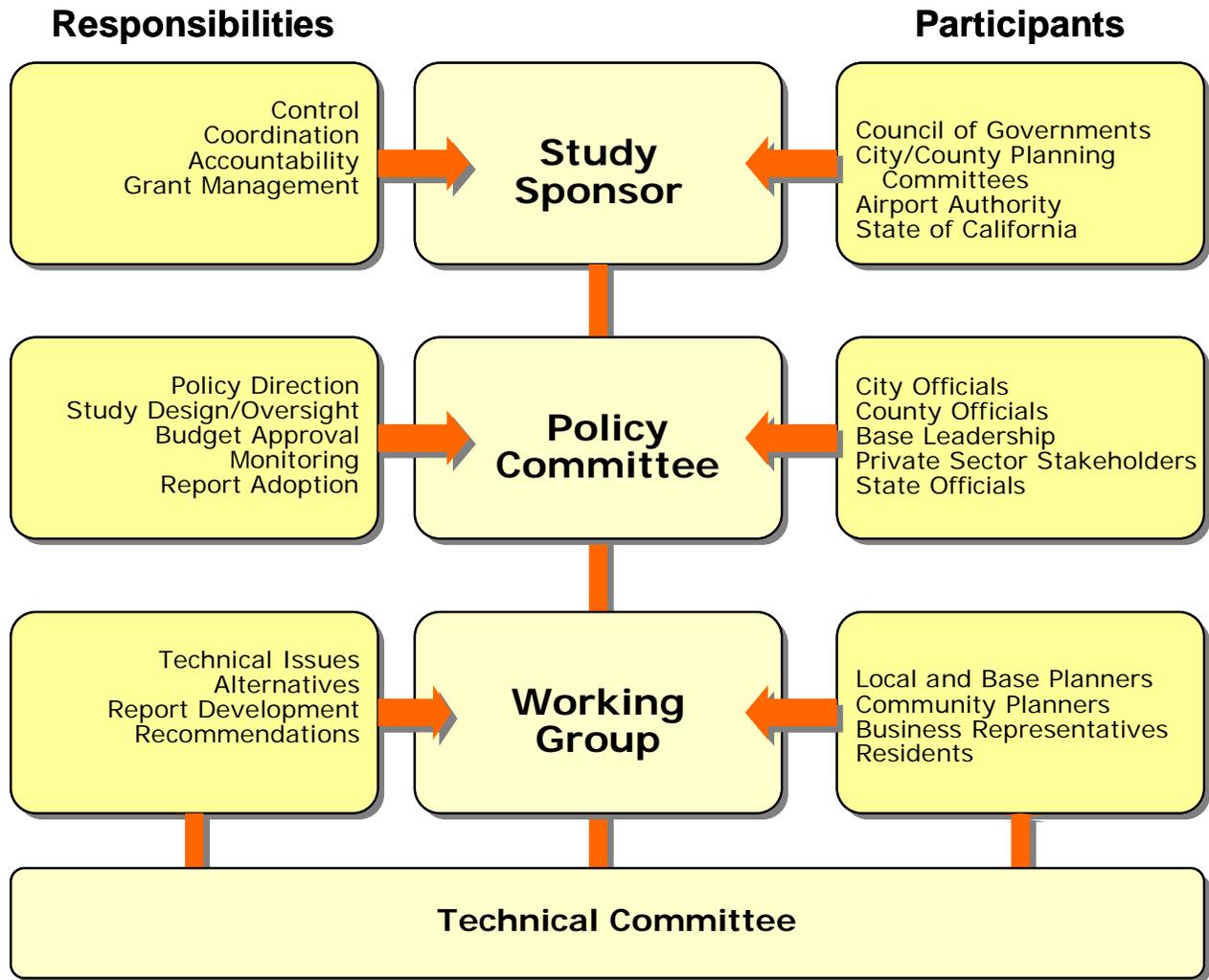


Figure 3-12. Joint Land Use Organization



Source: DoD Joint Land Use Study Military Installation Program Guidance Manual, August 2002