

R-2508 Joint Land Use Study

E X E C U T I V E S U M M A R Y



May 2008

What is a Joint Land Use Study?



A Joint Land Use Study (JLUS) is a collaborative planning effort between active military installations, surrounding counties and cities, and other affected agencies. The JLUS process is funded by a grant from the Department of Defense Office of Economic Adjustment (OEA).

The California JLUS Program

The OEA is funding the preparation of two JLUSs in California. Given the large areas covered by these studies and the number of jurisdictions and agencies involved, the California JLUS program is being managed by the Governor's Office of Planning and Research (OPR). The two geographic study areas included in the California JLUS program are referred to as the R-2508 JLUS and the Beale JLUS.

The R-2508 JLUS is designed to address a study area comprised of all lands beneath the R-2508 Complex or in the vicinity of the three participating installations. Within the R-2508 JLUS study area are portions of Inyo, Kern, Los Angeles, San Bernardino, and Tulare counties, and the cities of California City, Ridgecrest, and Tehachapi. A large portion of the 20,000-square-mile study area is managed by federal agencies, including U.S. National Parks (26.8%), Bureau of Land Management (BLM) (24.6%), military (17.4%), and U.S. National Forests (13.0%).



Goals and Objectives

The overall goal of a JLUS is to reduce potential conflicts while accommodating growth, sustaining the economic health of the region, and protecting public health and safety. Like all JLUS programs, the R-2508 JLUS has three primary objectives.

1) Understanding

Convene community, agency, and military representatives to study the issues in an open forum, taking into consideration both community and military viewpoints and needs. This includes public outreach and input.

2) Collaboration

Encourage cooperative land use and resource planning between the military and surrounding communities so that future community growth and development are compatible with the training and operational missions in the R-2508 Complex while at the same time seeking ways to reduce operational impacts on adjacent lands.

3) Actions

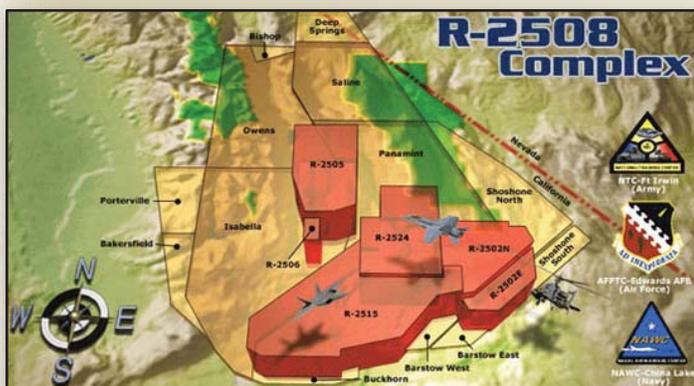
Provide a set of tools, activities, and procedures from which local jurisdictions, agencies, and the military can select, and then use to implement the recommendations developed during the JLUS process. The actions proposed include both operational measures to mitigate military impacts and local government and agency approaches to reduce impacts on R-2508 Complex operations.

R-2508 Complex-Overview

The R-2508 Complex includes three military Installations:

- Naval Air Weapons Station (NAWS) China Lake
- Edwards Air Force Base (AFB)
- Fort Irwin / National Training Center (NTC)

The R-2508 Complex provides the largest single area of Special Use Airspace (SUA) over land in the United States, covering a land area of 20,000 square miles. The R-2508 Complex consists of restricted areas (R-2508, R-2502N, R-2502E, R-2505, R-2506, R-2515, and R-2524), 10 Military Operations Areas (MOA), Air Traffic Control Assigned Airspace (ATCAA) areas, Controlled Firing Areas (CFAs), and other special airspace such as, the CORDS Road, the Precision Impact Range Area, the Black Mountain Supersonic Corridor, the North Hypersonic Corridor, the South Hypersonic Corridor, and the Airfield Approach and Departure Corridors.



R-2508 Complex-National Importance

The R-2508 Complex is strategically important to the nation. It is an important national military asset with capabilities for weapons research and development, and an arena for realistic military training. The proximity of the Point Mugu Sea Range (located over the Pacific Ocean) combined with the inland mountains and desert open spaces of the R-2508 Complex, provide the premier, instrumented setting for conducting warfare testing and training exercises.

R-2508 Complex-Local Importance

Military installations typically have a significant positive economic impact on adjacent communities. They add to the economic base of a region through direct expenditures (salaries to employees, purchases of services and supplies, contracts, etc.) and secondary effects (jobs and income created by increased activity in the economy from direct expenditures and suppliers to primary industries). For some areas, the local economy is driven by military expenditures, and fluctuations in spending can notably impact the local economy. The economic impact of the R-2508 Complex on the region is significant (see next page).

Military installations and local communities are also linked through the services each provides. With many military personnel and their families living in nearby communities, local jurisdictions and agencies provide a range of services to these personnel from libraries to police and fire protection. Military personnel and their family members receive medical care from local health care providers, enroll in local schools and colleges, and shop local retail and commercial establishments. Community support programs and events further connect the installation to the community and region. The military installations within the R-2508 Complex continue to enjoy an atmosphere of mutual respect, cooperation, strong teamwork, and common interest in economic enhancement with their local communities. The installations also support local communities by responding with critical services when needed, such as fire response, explosive ordnance disposal, and other emergency services.

Management of the R-2508 Complex is organized in three groups: R-2508 Joint Policy and Planning Board (JPPB), R-2508 Complex Control Board (CCB), and the R-2508 Central Coordinating Facility (CCF).

NAWS China Lake

The installation currently serves as the host for the Naval Air Warfare Center Weapons Division (NAWCWD) under the Naval Air Systems Command (NAVAIR). It serves as a station for the research, development, test and evaluation of weapons.



Marine Corps CH-46 Sea Knight over China Lake

Edwards AFB

Edwards AFB supports the mission of the Air Force to guard the United States in its global interests through the use of superior defense systems in air, space and cyberspace.



RQ-4 Global Hawk at Edwards AFB

Fort Irwin / NTC

The NTC provides combined arms training in interagency, intergovernmental and multinational venues to prepare brigade combat teams for combat.



Armored Vehicle Convoy

As communities develop and expand in response to growth and market demands, land use decisions can push urban development closer to military installations and operational areas. This can result in land use and other compatibility issues, often referred to as encroachment. Encroachment can have negative impacts on community safety, economic development, and sustainment of military activities and readiness. At the same time, military activities can negatively impact the surrounding communities through factors such as noise, limits to renewable resources, and the use of local government services (i.e., roads, housing, and schools).



Community Housing

China Lake

In 2007, China Lake was the largest employer in the Indian Wells Valley, providing jobs for 767 military personnel, 3,388 civilian employees, and over 2,400 contractor staff. The annual payroll at China Lake was \$432 million. Over 91 percent of the total payroll was to civilians. Annual contract expenditures totaled \$531 million.

Edwards AFB

In Fiscal Year 2006 (FY06), the base employed 11,111 persons including 3,209 military personnel and 7,902 civilians and contractor personnel. The installation had an economic impact of \$1.4 billion in FY06. This figure includes \$536 million in payroll, \$267 million in contract expenditures, and \$575 million in indirect jobs created for almost 12,000 local residents.

Fort Irwin / NTC

As reported for November 2007, the installation employed 5,170 active duty, Reserve, and National Guard military and 3,469 civilians. Depending on training cycles and unit composition, rotational units training at the NTC can add another 4,000 to 5,000 people to the total installation population. Fort Irwin / NTC is the top employer in the Barstow area and the third highest employer in San Bernardino County. Civilian payroll is estimated at \$27.6 million and military payroll is about \$86.8 million. Fort Irwin awards an estimated \$241 million in contracts annually, which employs approximately 12,000 contractors.

Partnerships



R-2508 JLUS Committee meeting

Cities, counties, Native American tribal governments, state and federal agencies and military installations within the region of the R-2508 Complex have been actively engaged and proactive in local and regional encroachment / compatible land use management for many years. Through the JLUS

process, they will continue to partner to ensure that future community growth and development are compatible with the training and operational missions of the installations. These partners will also continue to seek ways to reduce the operational impacts of military installations on adjacent land.

R-2508 JLUS

The goal of the R-2508 JLUS is to protect the viability of current and future missions in the R-2508 Complex while at the same time accommodating growth, sustaining the economic health of the region, and protecting public health and safety.

The R-2508 JLUS is not an adopted plan, but rather, a recommended set of compatibility guidelines that can be implemented by local jurisdictions, Native American tribal governments, agencies and organizations to guide their future compatibility efforts. While the strategies in the JLUS are not mandatory obligations, they were developed with representatives of the stakeholders involved, thereby providing a set of strategies designed to meet local needs.

Following completion of the R-2508 JLUS, local jurisdictions, agencies and organizations can work towards implementation of the strategies that apply to them. For instance, local jurisdictions can use the strategies to guide future general plan and zoning updates. Edwards AFB, China Lake and Fort Irwin / NTC can use the JLUS to guide their efforts in compatibility planning as well. It is through the future actions of the stakeholders involved that the JLUS strategies will become a reality.

R-2508 JLUS Summary

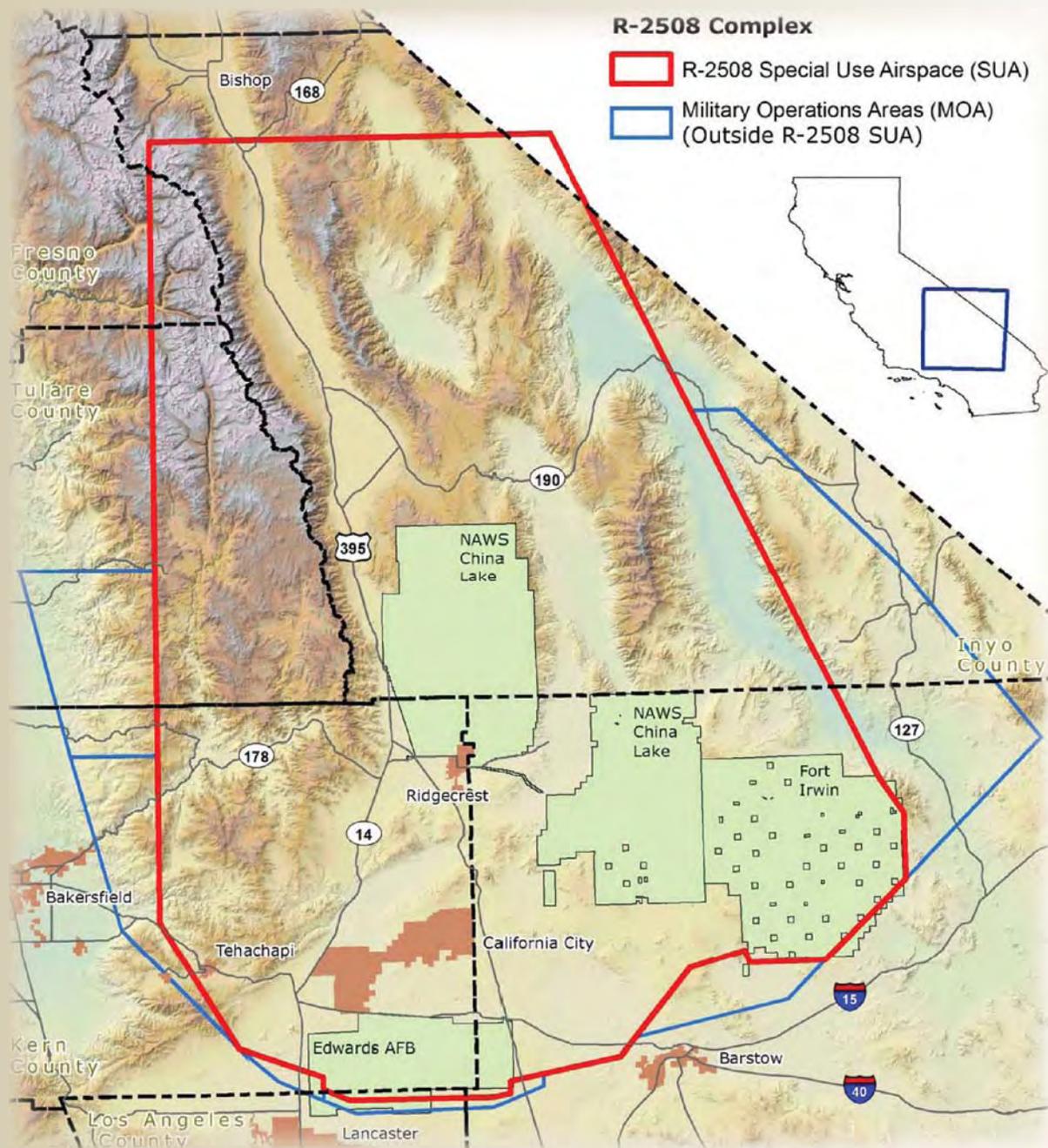
The following is a brief overview of the organization of the R-2508 JLUS.

1. Introduction

Section 1 provides an introduction and context for the R-2508 JLUS. It describes the goals and objectives used to guide development of the JLUS, who was involved in developing the JLUS, public outreach methods, and the organization of the study.

2. Study Area Profile

In developing a JLUS, a good understanding of the installations, military training areas, and local jurisdictions within the study area is necessary. This section provides an overview of the R-2508 Complex's history, descriptions of the primary installations that use the Complex, a look at the current missions and military units located at those installations, the economic impact of the installations on the region, and a discussion of future missions. An overview of the region's growth potential and a profile of each of the counties and cities within the study area, including population, housing, and employment statistics are also provided.



3. Existing Plans, Studies and Programs

This section provides an overview of currently available and relevant plans, programs, and studies, which are used to address compatibility issues in the study area. This includes technical studies, as well as local general plans and zoning ordinances.

4. Recommendations

The final section of the JLUS provides a toolbox of strategies to address the compatibility issues identified. The recommended strategies have been developed cooperatively with representatives from local jurisdictions, participating

military installations, Native American tribal governments, state and federal agencies, local organizations, and interested individuals and landowners. As a result of a collaborative planning process, the recommendations in this section represent a true consensus plan: a realistic, coordinated approach to compatibility planning developed with the support of the stakeholders involved.

5. Acronyms

A listing, with definitions, of the acronyms used in the JLUS.

Strategy Type	#	Strategy	Timeframe		
			0-2 Years	3-5 Years	Ongoing
Acquisitions	1	Identify Mission-Critical Private Land Parcels	✓		✓
ALUCP	2	Update ALUCP to Reflect Military Air Facilities and Airspace	✓		✓
Avigation	3	Consider Developing / Updating an Avigation Easement Program	✓		
CIP	4	Promote Sustainable and Compatibility-Oriented Transportation Projects	✓		✓
	5	Investigate Critical Facilities Grade Separation	✓		
	6	Establish Plans and Requirements for Reclaimed Water	✓		
	7	Explore Use of Alternative Energy Sources			✓
Communications / Coordination	8	Identify Gate Needs for Edwards AFB	✓		
	9	Establish a JLUS Coordinating Committee	✓		✓
	10	Continue to Participate in Ground Water Management Group			✓
	11	Continue to Participate in Antelope Valley Water Group			✓
	12	Refer Development Applications to Military Installations for Review / Comment	✓		✓
	13	Develop an Educational Outreach Program	✓		✓
	14	Work to Ensure Availability of SUA Information	✓		✓
	15	Coordinate for Military Vehicle Routes	✓		✓
	16	Provide Installation Information to Jurisdictions	✓		✓
	17	Coordinate on Various Issues for Policy / Implementation Changes	✓		✓
	18	Establish a Light and Glare Working Group	✓		✓
19	Encourage Drought Tolerant Landscaping	✓		✓	
20	Establish Procedures to Avoid Frequency Conflicts / Issues	✓		✓	
21	Refer Specific BLM Development Applications to Military Installations for Review / Comment	✓		✓	
22	Create Planning Information Clearinghouse	✓		✓	

Recommended Strategies

Acquisitions

As a land use planning tool, property rights can be acquired through donation, easement, or the outright purchase of property for public purposes. Types of acquisition include the following:

- Fee Simple Acquisition
- Fee Simple / Leaseback
- Conservation Easement
- Lease
- Management Agreement

Airport Land Use Compatibility

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."

Avigation Easements

An easement is a non-possessory right to use land owned by another party. An avigation easement is an easement that grants the holder one or more of the following rights:

- The right of flight
- The right to cause noise, dust, or other impacts related to aircraft flight
- The right to restrict or prohibit certain lights, electromagnetic signals, and bird-attracting land uses
- The right to unobstructed airspace over the property above a specified height
- The right of ingress or egress upon the land to exercise those rights.

Capital Improvements Programs

A Capital Improvements Program (CIP) is a detailed fiscal and planning document used to plan and direct a jurisdiction's or agency's investment in public facilities, including infrastructure. The CIP lays out the public facilities plans and programs of the jurisdiction or agency and provides details on expenditures that can be incorporated into the jurisdiction's or agency's annual budgeting process.

Communications / Coordination

In any planning effort, plans can only move toward successful implementation if there are ongoing communications between the military, local jurisdictions, agencies, Native American tribal governments, landowners, and the public. Enhanced communication and coordination is integral to successful compatibility planning in the study area.

Deed Restrictions / Covenants

Deed restrictions, or covenants, are written agreements that restrict or limit some of the rights associated with property ownership. These restrictions are recorded with the deed for the property and stay with the property when it is sold to a new owner (i.e., remain in effect).

General Plans / Management Plans

Every city and county in California is required by state law to prepare and maintain a policy document called a general plan. General plans are designed to serve as the jurisdiction’s blueprint for future decisions concerning physical development, including land use, infrastructure, public services, and resource conservation. All specific plans, subdivisions, public works projects, and zoning decisions made by the local government must be consistent with the general plan.

Habitat Conservation Tools

The California Natural Community Conservation Planning Act and the Federal Endangered Species Act allow for the development of Natural Community Conservation Plans (NCCP) and Habitat Conservation Plans (HCP). An NCCP identifies and provides for the regional or areawide protection of plants, animals, and their habitats, while allowing compatible and appropriate economic activity.

Legislative Initiatives

A variety of legislative initiatives at the federal, state, and local levels can be used to enhance the sustainability of military installations and ranges. These initiatives aim to mitigate incompatible land uses or impacts of military operations on protected lands.

Light and Glare Controls

Light pollution is defined as any adverse effect of light, including sky glow, glare, light trespass, light clutter, decreased visibility at night, and energy waste. Light pollution and excessive glare can have negative impacts on military operations in the R-2508 Complex, as well as on the natural environment and local communities.

Memorandum of Understanding

A Memorandum of Understanding (MOU) is a contract between two or more government entities. The governing bodies of the participating public agencies must take appropriate legal actions, often adoption of an ordinance or resolution, before such agreements become effective. These agreements are also known as Joint Powers Agreements or Interlocal Agreements.

Strategy Type	#	Strategy	Timeframe		
			0-2 Years	3-5 Years	Ongoing
Communications / Coordination (continued)	23	Encourage Cellular Tower Collocation / Consolidation	✓		✓
	24	Work to Ensure Marking of Utility Lines	✓		✓
	25	Allow Military Review of Permit Applications	✓		
	26	Work to Evaluate Use of Existing Transmission Corridors	✓		✓
	27	Review / Amend Controlled Burn Procedures	✓		✓
	28	Investigate Providing Guidance on Tower Location / Height	✓		
	29	Address Conflicts with High Speed Rail and Highway Projects		✓	✓
	30	Require Planning Coordination with Military		✓	✓
Covenants	31	Partner for BLM Lands	✓		✓
	32	Review Operational Guidelines for the Controlled Firing Area	✓		
General Plans / Management Plans	33	Consider Developing an Enhanced Real Estate Disclosure Ordinance	✓		✓
	34	Review of Management Plans for Military Compatibility	✓		✓
	35	Ensure Water Impacts in Plan Development / Updates		✓	✓
	36	Involve Military in General Plan Update Process	✓		✓
	37	Evaluate Willow Springs Specific Plan Uses	✓		
	38	Consider Developing Methods to Address Frequency Spectrum Conflicts		✓	✓
	39	Evaluate Rosamond Land Use Changes for Traffic Impacts	✓		
	40	Consider Evaluating Urban / Rural Interface		✓	
	41	Investigate Infill and Density		✓	✓
	42	Include Military Housing Needs Discussion in General Plan Housing Element		✓	
	43	Evaluate Ridgecrest Sphere of Influence	✓		
	44	Evaluate California City Sphere of Influence	✓		
	45	Encourage Trip Reduction Techniques	✓		✓

Strategy Type	#	Strategy	Timeframe		
			0-2 Years	3-5 Years	Ongoing
Habitat	46	Implement Regional Habitat Conservation Plan			✓
Legislative	47	Protecting Military Missions with Wilderness Legislation	✓		✓
Light	48	Determine Dark Sky Funding Sources	✓		✓
MOU	49	Evaluate Implementation of Military Emission Reduction System	✓		
	50	Coordinate Military Ordnance Use and Location	✓		
Military Inst Ops	51	Evaluate Rerouting of Military Flight Patterns	✓		✓
Military Ops Area	52	Develop Area of Interest Designations for Operations Areas		✓	✓
Real Estate	53	Provide UXO Information		✓	✓
	54	Develop / Modify Disclosure Notices for Military Operations	✓		✓
Zoning	55	Use Subdivision Regulations to Minimize Impacts		✓	✓
	56	Determine Density Limitations Needs	✓		✓
	57	Consider Evaluating Use of China Lake Military Overlay District	✓		
	58	Consider Developing Regulations to Address Vertical Obstructions	✓		✓
	59	Consider Developing Solar Power Generation Guidelines	✓		✓
	60	Remove Residential Tower Exemptions	✓		
	61	Identify and Mitigate Dust Constraints	✓		✓

Military Installation Operations

Military installations maintain numerous formal documents to aid in standardization of procedures and processes to ensure consistent and safe operations and mission completion. For flight operations in and around the R-2508 Complex, these documents include, but are not limited to each installation's flight standards operating procedure manuals and the R-2508 Complex Users Handbook.

Military Operations Area

The R-2508 Complex supports a diverse range of military operations. As such, these areas should be assigned areas of interest designations that reflect the unique aspects and impacts of the supported operations. Assigning these designations would provide added insights into the operations conducted in these areas, as well as land use compatibility. Areas of interest designations would ultimately aid in the development of local jurisdictions' planning documents within the JLUS study area (i.e., general and specific plans).

Real Estate Disclosure

Prior to the transfer of real property to a new owner, California law requires sellers and their agents to disclose all known facts related to the condition of the property. This disclosure should include noise or other proximity impacts associated with property located near a military installation or operations area.

Zoning / Subdivision / Other Local Regulations

Zoning is the division of a jurisdiction into districts (zones) within which permissible uses are prescribed and restrictions on building height, bulk, layout, and other requirements are defined.

Land cannot be divided in California without local government approval. Dividing land for sale, lease or financing is regulated by local ordinances based on the State Subdivision Map Act. Subdivision ordinances set forth the minimum requirements deemed necessary to protect the health, safety, and welfare of the public.



For More Information

The complete JLUS document can be downloaded from the OPR website at: www.opr.ca.gov