

Beale 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 Beale JLUS and the R-2508 JLUS.

The Beale JLUS addresses all lands near Beale Air Force Base (AFB) with a current or potential future impact on military operations at the base, and lands upon which military operations at the base have an actual or potential impact. Given the location of the base within Yuba County, the study area includes the western half of Yuba County and portions of Butte, Nevada, Placer, and Sutter counties.



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 Beale JLUS has three primary objectives.

Understanding

Convene community, agency, and Beale AFB 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.

Collaboration

Encourage cooperative land use and resource planning between Beale AFB and surrounding communities so that future community growth and development are compatible with the training and operational missions of the installation while at the same time seeking ways to reduce operational impacts on adjacent lands.

Actions

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

Beale AFB- Overview

Camp Beale, opened in 1942 as an Army training facility, originally occupied 86,000 acres and was home to over 60,000 military personnel. While Beale today is smaller in acreage (approximately 23,000 acres) and manpower (approximately 4,200 military personnel), its strategic importance to the nation and its economic and social significance to the local region remains strong.

Since converting to an Air Force Base in 1948, Beale AFB has hosted a range of missions, but today it is known as the center for the United States' aerial reconnaissance force. Beale is the home base for all Air



RQ-4 Global Hawk



U-2 Dragon Lady

Force U-2 and Global Hawk reconnaissance aircraft. Using these resources, Beale provides worldwide reconnaissance data to national and theater commanders. In addition, the base is one of only three sites in the United States supporting the PAVE (Air Force program name) Phased Array Warning System (PAWS) long-range radar. This system is vital to the defense of the country, providing an early warning system for submarine-launched and intercontinental ballistic missiles. The system also detects and tracks Earth-orbiting satellites.

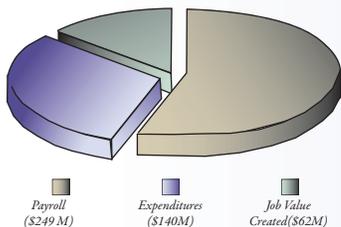


Beale AFB is located in a rural setting, but as development moves closer to the base, coordinated effort is needed to ensure that growth continues in a manner that allows Beale to maintain its role in

the nation's defense, remains a vital member of the local community and a major contributor to the local economy.

Beale AFB-Local Importance

Beale is a significant part of the regional economy. In 2006, Beale employed 5,558 persons, which included 4,291 military personnel and 1,267 civilians. Approximately 32 percent of the active duty military personnel stationed at Beale reside on base, with the remainder living primarily in Yuba and Sutter counties.



Total Annual Economic Impact, Beale AFB FY06

The economic impact of Beale AFB on the region is significant. In 2006, the installation had a payroll of \$249 million dollars. When factoring in the creation of other jobs, contract award expenditures, and other purchases in the region, the installation estimates it had a total economic impact of \$451 million.

Partnerships

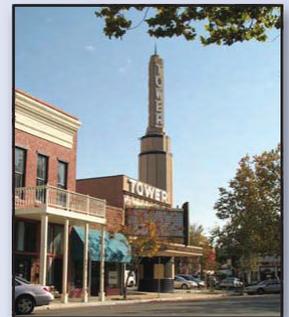
The Beale JLUS builds upon existing partnerships by bringing together local communities, state agencies, federal agencies and Beale AFB in decision-making processes regarding military operations and land use. It will help reduce potential conflicts and sustain the military mission, but this is also balanced with the need to accommodate growth, promote the economic health of the region and protect public health and safety.

Beale and the 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 public schools and libraries to police and fire protection. Beale AFB also gives back to local communities through the involvement of base personnel in local charities and other civic organizations and by responding with critical services when needed, such as fire response, explosive ordnance disposal, and emergency services to support flood response and relief.

A Growing Region

As growth continues to expand out of the Sacramento metropolitan area, the five counties that make up the region surrounding Beale AFB (Butte, Nevada, Placer, Sutter, and Yuba counties) are projected to have strong residential, commercial, and industrial growth over the next several decades. By the year 2050, these five counties are projected to increase in population from about 795,000 persons in 2006 to almost 1.4 million persons by the year 2050. This 73 percent growth will add over 600,000 new residents to the area, and transform several small rural communities into mid-sized communities.



Downtown Marysville

Beale JLUS

The goal of the Beale JLUS is to protect the viability of current and future missions at Beale while at the same time accommodating growth, sustaining the economic health of the region, and protecting public health and safety. The Beale JLUS is designed to address lands near Beale AFB that meet the following criteria:

- Land areas that have resources, activities, or land uses (existing or future) that may impact current or future military operations.
- Land areas upon which military operations associated with the base may have an impact on resources, activities, or land uses (existing or future).

The 15-mile oval study area, measured from the centerline of the Beale AFB runway, includes the western half of Yuba County and portions of Butte, Nevada, Placer, and Sutter counties.

Beale JLUS Overview

The Beale JLUS is not an adopted plan. It is a strategy guide that will be used by local jurisdictions, agencies, and organizations in the study area to guide their future compatibility efforts. It is through the future actions of the stakeholders involved that the JLUS strategies will become a reality. For example:

- Local jurisdictions will use the strategies in this JLUS to guide future general plan and zoning updates, as well as assist in the review of development proposals.
- Beale AFB will use the JLUS to guide their interactions with the community on future projects.

1. Introduction

Section 1 provides an introduction and context for the Beale JLUS. This section describes the goals and objectives used to guide development of the JLUS, who was involved in making the JLUS a success, public outreach methods, and the organization of the document.

2. Study Area Profile

In developing a JLUS, a good understanding of the installation and local jurisdictions within the study area is necessary. For the Beale JLUS, this section provides: an overview of the installation's history, a description of the primary activity areas on the base, a look at the current mission and military units located at the base, military family housing assets, the economic impact of the base on the region, and a discussion of future missions. This is followed by 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.

3. Compatibility Issues

Compatibility, in relationship to military readiness, can be defined as the balance or compromise between community needs and interests and military needs and interests. The goal of compatibility planning is to promote an environment where both entities can coexist successfully.

In order to develop potential solutions, it is critical to understand the nature of existing and potential compatibility issues. A number of factors influence whether community and military plans, programs, and activities are compatible or in conflict. In this section, the JLUS presents a list of 24 compatibility factors that were used to characterize local issues. In addition to describing existing and potential compatibility issues currently identified, this list can be used in the future to assist in reviewing plans, programs, or development proposals and related applications.

4. Existing Plans and Programs

This section provides an overview of relevant plans, programs, and studies currently used to address compatibility issues in the

study area. This includes technical studies, such as the current Beale Air Installation Compatibility Use Zone (AICUZ), as well as local general plans and zoning ordinances.

5. Recommendations

The final section of the JLUS is a toolbox comprised of strategies that have been developed cooperatively with representatives from local jurisdictions, Beale AFB, state and federal agencies, Native American tribal governments, local organizations, and interested individuals and landowners. The 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.

6. Acronyms

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

Recommended Strategies

The heart of the Beale JLUS is the set of recommended strategies contained in Section 5. The strategies in this section address the range of compatibility issues noted in Section 3. For ease of reference, the strategies are grouped into 21 strategy types. These are described below.

Military Influence Areas (MIA)

A MIA is a formally designated geographic planning area where military operations may impact local communities, and conversely, where local activities may affect the military's ability to carry out its mission. The MIAs proposed are shown on the diagram on the facing page.

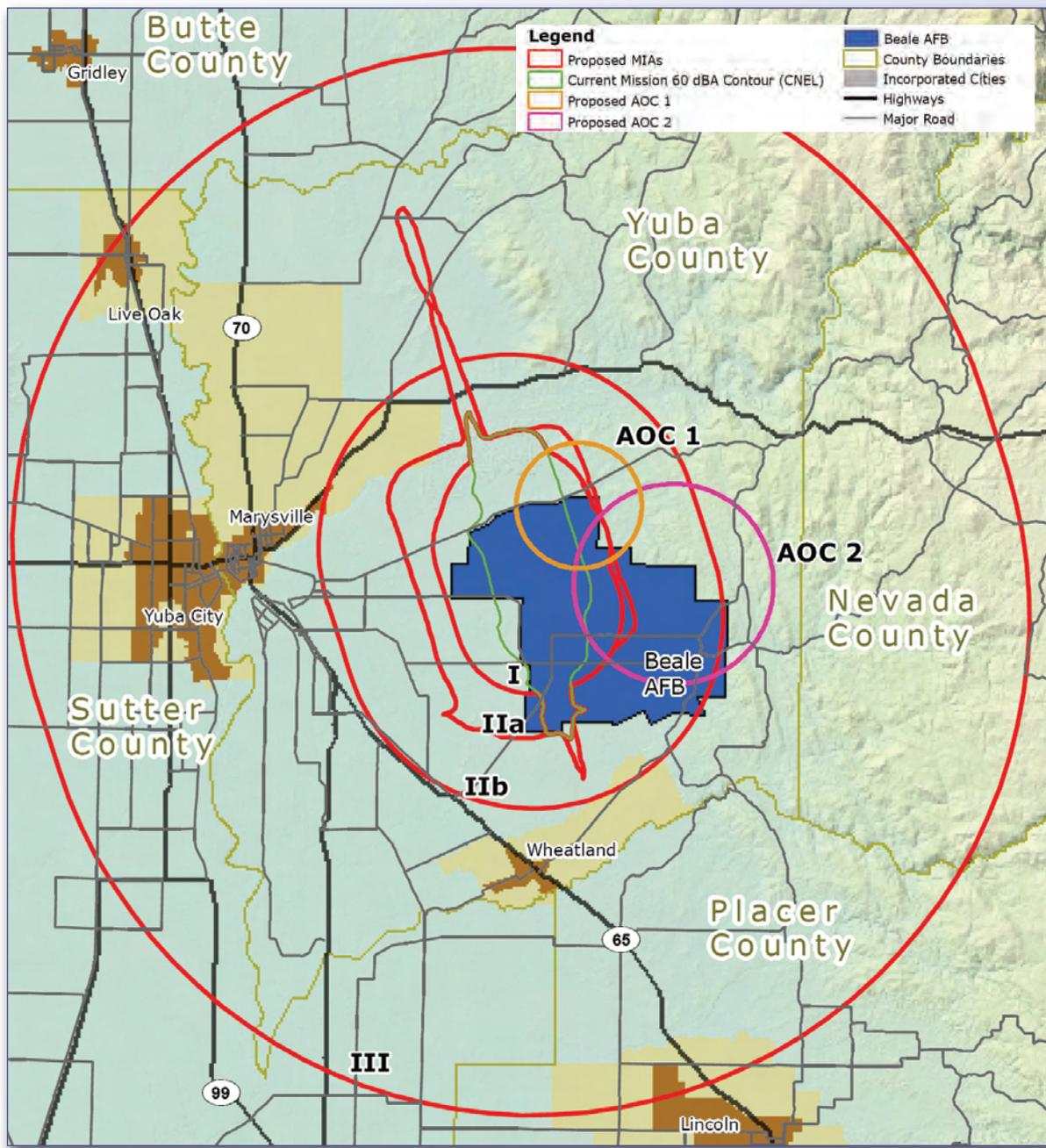
Acquisitions

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

AICUZ

The AICUZ program, a Department of Defense (DOD) planning program that was developed in response to incompatible urban development and land use conflicts around military airfields, has two objectives:

- To assist local, regional, state, and federal officials in protecting the public health, safety, and welfare by promoting compatible development within the AICUZ area of influence.
- To protect operational capabilities from the effects of land uses that are incompatible with aircraft operations.



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.

BASH Coordination

The Bird / Wildlife Strike Hazard (BASH) program is aimed at minimizing collisions between military aircraft and birds or other animals, and to minimize damage



Birds gathering near airfield

Strategy Type	#	Strategy	Geographic Area				Time-frame		
			MIA I	MIA IIA	MIA IIB	MIA III	0-2 Years	3-5 Years	Ongoing
MIA's	1	Define and Establish MIA Zones	✓	✓	✓	✓	✓		✓
Acquisitions	2	Identify Priority Locations for Acquisition	✓	✓			✓		✓
	3	Establish Voluntary Acquisition Program	✓	✓			✓		
	4	Establish Conservation Easement Program	✓	✓	✓		✓		
	5	Develop Transfer of Development Rights Program	✓	✓			✓		✓
	6	Use Land and Water Conservation Fund Grants	✓	✓	✓				✓
	7	Use DOD Easement Partnership Program	✓	✓					✓
	8	Focus Conservation Partnering Opportunities	✓	✓					✓
	AICUZ	9	Implement AICUZ Recommendations	✓	✓			✓	
ALUCP	10	Update ALUCP to Reflect Current AICUZ	✓				✓		✓
	11	Update ALUCP and Associated Ordinances	✓				✓		✓
	12	Involve Beale AFB Officials in Airport Planning	✓	✓	✓	✓			✓
Avigation	13	Develop or Update Avigation Easement Programs	✓				✓		
BASH	14	Develop and Distribute BASH Educational Materials	✓	✓	✓	✓	✓		✓
	15	Control Bird and Wildlife Attractions Near Base	✓	✓	✓				✓
Beale Planning	16	Flight Operations for Future Missions	✓	✓	✓	✓			✓
	17	Update Beale AFB General Plan	✓	✓	✓	✓		✓	
	18	Develop Public Summary of Beale AFB General Plan	✓	✓	✓	✓		✓	✓
	19	Involve Local Jurisdictions in Defining Data Needs	✓	✓	✓	✓		✓	✓
Codes	20	Require Appropriate Sound Attenuation for Occupied Buildings	✓	✓					✓
	21	Require Appropriate Sound Attenuation for Schools		✓	✓				✓
CIP	22	Incorporate Compatibility Planning Concepts in CIPs	✓	✓	✓				✓
	23	Ensure Adequate Transportation Infrastructure	✓	✓	✓	✓		✓	✓
	24	Incorporate Beale Into Regional Infrastructure Planning	✓	✓	✓	✓			✓
CEQA / NEPA	25	Refer CEQA Documents to Beale AFB	✓	✓	✓	✓			✓
	26	Refer NEPA Documents to Local Jurisdictions	✓	✓	✓	✓			✓

and injuries when collisions occur. The program considers not only wildlife within the confines of the airfield, but also in neighboring areas.

Beale Planning and Operations

Similar to a local jurisdiction, Beale AFB maintains a long-range general plan. The purpose of the Beale AFB General Plan is to provide an assessment of the installation's infrastructure and attributes for the purpose of gauging the installation's development and growth potential.

Building Codes

Construction standards and building codes are ordinances and regulations controlling the design, construction process, materials, alteration, and occupancy of any structure to safeguard human safety and welfare. They include both technical and functional standards and generally address the following:

- Structural Safety
- Fire Safety
- Health Requirements
- Accessibility

Capital Improvement Programs (CIP)

A CIP is a detailed fiscal and planning document used to plan and direct a jurisdiction's or agency's (federal or state) investment in facilities, including infrastructure. The CIP lays out the facility 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.

CEQA / NEPA

The California Environmental Quality Act (CEQA) was enacted in 1970 and requires all lead agencies to consider the potential environmental impacts of a project before they approve it.

The National Environmental Policy Act (NEPA) is the federal law, effective on January 1, 1970, that established a national policy for the environment and requires federal agencies:

- To become aware of the environmental ramifications of their proposed actions,
- To fully disclose to the public proposed federal actions and provide a mechanism for public input to federal decision making, and
- To prepare environmental impact statements for every major action that would significantly affect the quality of the human environment.

Code Enforcement / Building Inspection

The purpose of code enforcement programs is to promote and maintain a safe and desirable living and working environment. Related to land use compatibility, code enforcement is a tool used by the community to ensure its rules are enforced.

Communication / Coordination

In any planning effort, plans can only move towards successful implementation if there are ongoing communications between Beale AFB, local jurisdictions, Native American tribal governments, agencies, 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 (Counties / Cities)

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 (NCCPs) and Habitat Conservation Plans (HCPs). An NCCP identifies and provides for the regional or areawide protection of plants, animals, and their habitats, while allowing compatible and appropriate economic activity.

Hazard Mitigation Plans

Hazard mitigation is defined as any sustained, cost-effective action taken to reduce or eliminate long-term risk to people, property, and the environment from natural and man-made hazards and their effects.

Strategy Type	#	Strategy	Geographic Area				Time-frame		
			MIA I	MIA IIA	MIA IIB	MIA III	0-2 Years	3-5 Years	Ongoing
Code	27	Ensure Construction Standards for Noise are Met	✓	✓					✓
	28	Code Enforcement Relative to Compatibility Concerns	✓	✓	✓	✓			✓
Communications/ Coordination	29	Establish a JLUS Coordinating Committee	✓	✓	✓	✓	✓		✓
	30	Establish Procedures for Plan Review and Comment	✓	✓	✓	✓	✓		
	31	Refer Development Applications to Beale for Review /Comment	✓	✓	✓	✓			✓
	32	Refer Local Proposals to Beale for Review and Comment			✓	✓			✓
	33	Coordination on School Site Planning	✓	✓			✓		✓
	34	Educational Outreach on Aviation Planning	✓	✓	✓	✓			✓
	35	Develop and Distribute Public Education Materials	✓	✓	✓	✓	✓		✓
	36	Beale Public Affairs Liaison to JLUS Coordinating Committee	✓	✓	✓	✓	✓		✓
	37	Technical Support for Local Decision Making Process	✓	✓	✓				✓
	38	Actively Seek Local Input on Compatibility Issues	✓	✓	✓	✓			✓
Deed Res.	39	Establish and Maintain Compatibility Clearinghouse	✓	✓	✓		✓		✓
	40	Recommend Deed Restrictions in Impacted Areas		✓	✓				✓
General Plans	41	Updating Local General Plans	✓	✓	✓	✓	✓	✓	✓
	42	Incorporating Military Housing Needs in Local Housing Elements	✓	✓	✓	✓		✓	✓
Habitat Conservation	43	Support Completion of Yuba-Sutter NCCP / HCP	✓	✓	✓	✓			✓
Hazard Mit.	44	Update Plans to Reflect Current and Former Military Operations	✓	✓	✓	✓		✓	✓

Strategy Type	#	Strategy	Geographic Area				Time-frame		
			MIA I	MIA IIA	MIA IIB	MIA III	0-2 Years	3-5 Years	Ongoing
MOU	45	Develop General MOU to Implement JLUS Process	✓	✓	✓		✓		
	46	Develop Specific MOUs to Implement JLUS Recommendations	✓	✓	✓		✓		
Real Estate	47	Develop an Enhanced Real Estate Disclosure Ordinance	✓	✓	✓		✓		✓
Zoning /Subdivision	48	Encourage Area Planning Approach	✓	✓	✓				✓
	49	Incorporate AICUZ Compatibility Guidelines, Part 1	✓	✓	✓			✓	
	50	Incorporate AICUZ Compatibility Guidelines, Part 2	✓	✓				✓	
	51	Ensure FAA Part 77 Compliance	✓	✓	✓	✓			✓
	52	Develop or Update Light and Glare Controls	✓	✓	✓	✓	✓		
	53	Modify Subdivision Regulations, Disclosure	✓	✓	✓				✓
Other	54	Reduce Bird and Wildlife Attraction Near Base	✓	✓	✓	✓			✓
	55	Pursue Additional Missions at Beale AFB	✓	✓	✓	✓			✓
	56	Encourage Research on Noise Attenuation	✓	✓	✓	✓			✓
Strategy Type	#	Strategy	AOC 1	AOC 2			0-2 Years	3-5 Years	Ongoing
AOC	57	Define and Establish JLUS Areas of Concern	✓	✓			✓		✓
	58	Enhanced Disclosure Requirements in AOC	✓	✓			✓		✓
	59	Investigate Development of Electrical / Electromagnetic Interference Ordinance		✓					✓

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.

Real Estate Disclosure

Prior to the transfer of real property to a new owner, California law requires sellers and their agents to disclose all actual 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 - 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.

Subdivisions - 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.

Other Strategies

These are strategies that did not fit specifically under one of the previous tool categories.

JLUS Areas of Concern (AOC)– Strategies

These strategies apply to the JLUS Areas of Concern - AOC1 (Firing Range 10,000 foot radius) and the JLUS AOC2 (PAVE PAWS 3-mile radius). See the diagram on page 5 for locations.



For More Information

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