

SECTION 1



Introduction

Military installations are critical to local, regional and state economies, generating thousands of jobs and billions of dollars in direct and indirect economic activity annually resulting in significant tax revenue. In the past, incompatible development has been a factor in the curtailment of training operations and/or restructuring of mission-critical components to other installations. To protect the missions of military installations, the health of the economies and industries that rely on them, and preserve rights of adjacent private property owners, collaboration and joint planning between installations and local communities must occur and strike the appropriate balance. This Joint Land Use Study (JLUS) attempts to mitigate both existing and future encroachment issues and improve coordination among the City of San Antonio, Bexar County, Fort Sam Houston, Camp Bullis, and other surrounding jurisdictions.

Located adjacent to a predominately urban community, the region surrounding Camp Bullis is expected to continue experiencing economic and population growth in the future. As development pressure increases within proximity of the installation, or its expansion areas, a coordinated effort is needed to ensure growth is managed in a manner that allows the installation to achieve its role in the nation's defense while remaining a vital member of the local community and a major contributor to its economy. Similarly, the military must acknowledge the rights of adjacent private property owners when evaluating mission expansion/contraction or new mission placement.

1.1 What Is a Joint Land Use Study?

A JLUS is a collaborative study including city, county, state, and federal officials, residents, business and land owners, and the military to identify compatible land uses and growth management guidelines near military installations. By examining past, current and projected future growth trends, a JLUS helps to identify, address, and provide recommendations to resolve encroachment issues between the military and civilian communities to promote a compatible future planning program. The future program establishes and fosters a relationship with the installation and the community to act as a team to avoid conflicts associated with future community growth. Essentially, A JLUS is implemented to protect the resident's quality of life, the property owner's rights, and the existing and future mission of the installation. Although primarily funded by the Department of Defense (DOD) Office of Economic Adjustment (OEA), a JLUS is produced by and for local communities. The primary objectives of the JLUS program are as follows:

Community

- Protect the health, safety, and welfare of residents and maintain quality of life.
- Manage development in the vicinity of military installations that would interfere with the continued operations of these facilities.
- Provide for growth in an economically, environmentally, and socially sustainable manner.
- Maintain the economic vitality of the community.

Military

- Promote the health, safety, and welfare of the military and civilian personnel living and working at or near the military installation.
- Ensure the ability of the installation to achieve its mission, maintain military readiness, and support national defense objectives.
- Preserve the ability of the installation to expand its mission and maintain its existing installation boundaries.

JLUS Guiding Principles

The goal of the Camp Bullis JLUS is to protect the viability of current and future missions at Camp Bullis while at the same time accommodating growth, sustaining the economic health of the region, and protecting the public health and safety. To help meet this goal, three primary guiding principles were identified:

- **Understanding.** Convene community and Camp Bullis 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 Camp Bullis and surrounding communities so that future community growth and development are compatible with the training and operational missions within the installation while at the same time seeking ways to reduce operational impacts on adjacent lands while respecting the private property rights of citizens.
- **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 military operations.

1.2 Why Prepare a Joint Land Use Study?

What Is a Compatibility Issue?

Section 3 lists 24 factors commonly used to categorize compatibility issues. As shown in Section 3, compatibility issues can cover a wide range of concerns. Some issues discussed in this JLUS include:

- *The competition for land as the community surrounding the installation continues to grow and build along the borders*
- *Light pollution from urban development and the effect it has on the Camp Bullis operational training missions*

In addition to the many positive interactions among the City of San Antonio, Bexar County, Comal County, Kendall County, other jurisdictions, and Camp Bullis, the activities or actions of one entity can potentially negatively impact the other(s) and result in conflicts. As the community develops and expands in response to growth and market demands, urban development continues to expand toward military installations and operational areas. The result can include land use and other compatibility issues, often referred to as encroachment, which can have negative impacts on community safety, economic development, and sustainment of military activities and readiness. This threat to military readiness activities is currently one of the military's greatest concerns.

Collaboration and joint planning between military installations and local communities should occur to protect the military mission and the health of economies and industries of the communities before incompatibility becomes an issue. The DOD recognizes the mutually beneficial relationship that exists between the military installation and the City. In efforts to mitigate land and air conflicts and enhance its relationship among its civilian partners, the DOD

has implemented a JLUS program. The JLUS seeks to balance community economic growth by identifying adequate sites for compatible land use while protecting the current and future operations at Camp Bullis.

1.3 A Growing Region

The City of San Antonio is the second largest city in the state of Texas, after Houston. Between the years of 2000 to 2006, it ranked as the fourth fastest growing city in the United States (U.S.), on a percentage basis. The five major contributors to the economy in San Antonio are health care, military, real estate, tourism, and financial services. The Southwest Texas Medical Center is the largest medical research and care provider in South Texas. It is composed of numerous hospitals, clinics, and research and higher educational institutions, and employs over 27,000 people. As a hub for medical research and care, the region will continue to grow in the years to come. The population of San Antonio is continuing to grow, thus the real estate industry is also very important to the area. In 2005, real estate was the second highest employment sector in San Antonio, supporting nearly 131,000 jobs. It also boasted an economic impact of over \$19 billion.

San Antonio is connected to other parts of the state and country through road, rail and aviation modes as well as several U.S. highways, State highways, and major interstates, including Interstates 10, 35, and 37. This intermodal connectivity enhances the City's mobility and access for the transportation of goods and people to other nearby areas. Figure 1-1 presents a regional view that demonstrates the proximity of Camp Bullis to the City of San Antonio, Bexar County, Comal County, and Kendall County.

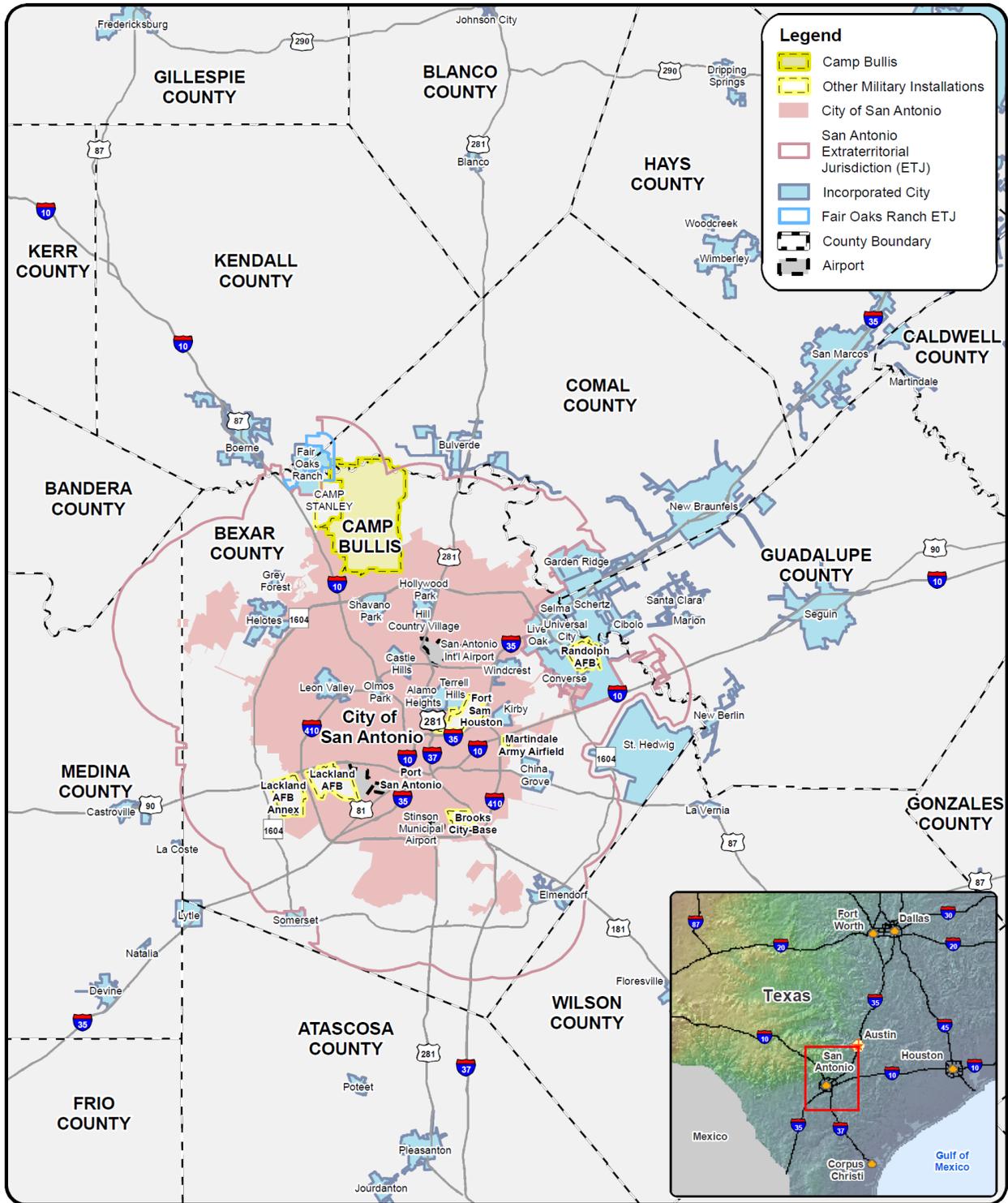


Figure 1-1
Regional Setting

1.4 Camp Bullis JLUS Study Area

The Camp Bullis JLUS is designed to address all lands near Camp Bullis that have resources, activities, or land uses (existing or future) that may impact current or future military operations. Development of a study area that meets the above criteria was accomplished by considering the largest extent of land that will be affected by the operations of Camp Bullis and areas that exhibit significant potential for future development. Near the installation, the primary characteristics evaluated in determining the study area were compatibility issues associated with encroachment by illumination (light and glare), noise, safety, vertical obstructions, aquifer protection, and threatened and endangered species. The defined study area contained all of the compatibility issues identified during the JLUS process and included the Camp Bullis noise contours identified by the Operational Noise Contours for Camp Bullis and Fort Sam Houston report. The Camp Bullis JLUS Study Area is the entire area displayed on Figure 1-2. Geographically, it encompasses all lands within eight miles of the Camp Bullis boundary to the east and west, and ten miles of the Camp Bullis boundary to the north and south. This includes portions of Bexar, Comal, and Kendall counties, portions of the City of San Antonio, as well as the cities and towns of Balcones Heights, Boerne, Bulverde, Castle Hills, Grey Forest, Fair Oaks Ranch, Helotes, Hill Country Village, Hollywood Park, Leon Springs, Leon Valley, Alamo Heights, Shavano Park, and Windcrest.

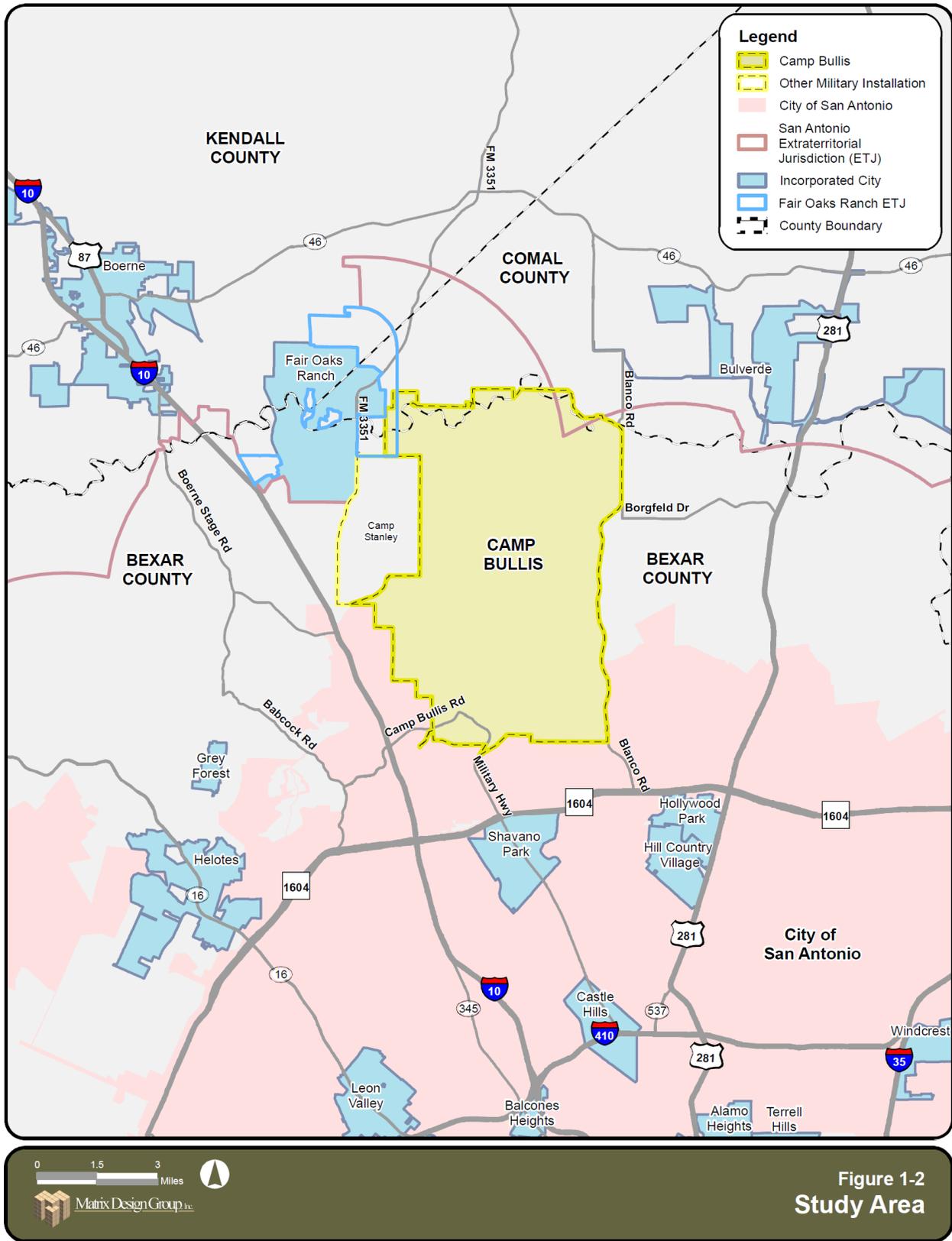
1.5 Camp Bullis – Strategic Importance

Established in 1917, Camp Bullis was created as a training site for soldiers stationed at Fort Sam Houston (FSH). Today Camp Bullis is the Army's premier training installation for combat medicine. Additionally, it is used by other services such as the Air Force and Marines.

Fort Sam Houston is the parent command to Camp Bullis and provides overall leadership, management, and oversight for Camp Bullis activities and the installation. FSH is fully integrated with Camp Bullis in the coordination, information, and review of the Camp Bullis JLUS. Throughout the report any references to Camp Bullis will represent both Fort Sam Houston and Camp Bullis.

Fort Sam Houston comprises approximately 3,000 acres in a highly urbanized part of San Antonio, severely limiting the ability to conduct on-site field training, especially during the night. Encompassing approximately 28,000 acres, Camp Bullis provides nearly 22,000 acres of invaluable field training and maneuver areas for Fort Sam Houston and multi-service medical training. The types of training activities that are supported by Camp Bullis include small arms and large caliber firing ranges, ground and air operations night training (through the use of night vision equipment), air combat drop zones, and fixed-wing (airplane) and rotary-wing (helicopter) training.

The economic impact from the DOD, including Camp Bullis and Fort Sam Houston, on San Antonio and the surrounding region is significant. In 2006, the DOD was the largest employer in the San Antonio Metropolitan Area (SAMA) supporting a total of 195,075 jobs including direct, indirect, and induced employment. Total employment of the military bases within the region was estimated to be 68,659 people, of which 36 percent were comprised of civilians. In 2006, the direct and indirect economic impact of the DOD in the SAMA was over \$13.3 billion which includes \$2,183,049,308 in retiree / beneficiary income. The largest contribution was generated by DOD contracts.



Camp Bullis / Fort Sam Houston and Local Communities Working Together

Camp Bullis, the City of San Antonio, Bexar County, Comal County, Kendall County and other surrounding communities are linked through the services each provides. Due to the fact that many military personnel and their families live in the nearby communities, the City provides a range of services to these personnel, from public schools and libraries to police and fire protection. Camp Bullis has been, and continues to be, a contributing partner with its surrounding communities through the involvement of base personnel in local charities and other civic organizations. It has responded with critical services when needed, such as mutual aid for fire response, volunteer activities, and emergency services response and relief.

1.6 Public Outreach

One of the most critical principles of the JLUS process is to create a community-based plan that builds consensus and obtains buy-in for implementation from varied interests, including residents and property owners, local elected officials, business interests, and military representatives. To achieve its comprehensive and collaborative principles, the Camp Bullis JLUS process utilized a public outreach program that included a variety of opportunities for interested parties to contribute. This began with stakeholder identification and continued with executive and advisory committees, public forums and public outreach materials as identified below, all contributing significantly to the development of this study.

Stakeholders

Identifying stakeholders is a key component to any planning process. Informing or involving them early in the project is instrumental in the identification of stakeholder issues and the development of plans to resolve them. Stakeholders include individuals, groups, organizations, and political entities interested in, affected by, or affecting the outcome of a decision or project. Stakeholders identified for the Camp Bullis JLUS included, but were not limited to:

- DOD officials (including OEA representatives) and military installation personnel
- City and county elected officials, representatives, and staff
- Local, regional, and state planning regulatory, and land management agencies
- Environmental advocacy organizations
- Nongovernmental organizations (NGOs)
- Private landowners and other interested persons
- Special interest groups

Executive and Advisory Committees

The development of the Camp Bullis JLUS was sponsored and funded by the OEA and the City of San Antonio. The JLUS process was guided by two committees, the Executive Committee (EC) and the Advisory Committee (AC). The EC was established at the beginning of the project to provide guidance and input on policy issues, provide overall direction to the process, and review study findings. The AC was established to provide technical expertise to the EC and the project team. The AC consisted of city and county planners, military planners and technical specialists, state agency representatives, and others with technical expertise critical to creating a plan that could be implemented. The AC identified issues to be addressed, provided feedback on report development, and evaluated implementation options for the EC.

The responsibilities and participants for the JLUS sponsors, Executive Committee, and Advisory Committee are presented in Table 1-1, Table 1-2, and Table 1-3, respectively.

Table 1-1. JLUS Sponsor Responsibilities and Sponsors

Responsibilities	JLUS Sponsors
<ul style="list-style-type: none"> ▪ Coordination ▪ Accountability ▪ Grant Management ▪ Financial Contribution 	<ul style="list-style-type: none"> ▪ City of San Antonio ▪ Department of Defense, Office of Economic Adjustment

Table 1-2. Executive Committee Responsibilities and Participants

Responsibilities	Participants
<ul style="list-style-type: none"> ▪ Policy Direction ▪ Study Oversight ▪ Monitoring ▪ Report Adoption 	<ul style="list-style-type: none"> ▪ Air Education and Training Command, Randolph Air Force Base ▪ Bexar County Commissioner, Precinct 3 ▪ Builders' Association ▪ City of Fair Oaks Ranch, Mayor ▪ City of San Antonio Councilwoman, District 8 ▪ City of San Antonio Councilman, District 9 ▪ City of San Antonio, Deputy City Attorney ▪ City of San Antonio, Deputy City Manager ▪ City of San Antonio International Airport ▪ Comal County Commissioner, Precinct 2 ▪ Department of Defense, Office of Economic Adjustment ▪ Dominion Homeowners Association ▪ Edwards Aquifer Authority ▪ Federal Aviation Administration, Southwest Region ▪ Fort Sam Houston, Deputy to Commanding General ▪ Fort Sam Houston, Garrison Commander ▪ Kendall County Commissioner, Precinct 2 ▪ Pape Dawson Engineers, Inc. ▪ San Antonio Board of Realtors ▪ Texas Parks and Wildlife Department, Program Manager ▪ Texas Military Preparedness Commission ▪ Texas State Representative, District 122 ▪ Texas State Senator, District 25 ▪ United States Congressman, District 23

Note: JLUS partners are defined specifically as the City of Fair Oaks Ranch, the City of San Antonio, Bexar County, Comal County, and Kendall County

Table 1-3. Advisory Committee Responsibilities and Participants

Responsibilities	Participants
<ul style="list-style-type: none"> ▪ Identify Issues ▪ Provides Expertise to Address Technical Issues ▪ Evaluate and Recommend Implementation Options to the EC ▪ Provide Draft and Final Report Recommendations to the EC 	<ul style="list-style-type: none"> ▪ Airfield Encroachment/Waiver, Randolph Air Force Base ▪ Bexar County (2) ▪ City of San Antonio, Deputy City Attorney ▪ City of San Antonio, Planning and Development Services (2) ▪ City of San Antonio, Office of Military Affairs (2) ▪ Comal County Engineer ▪ Cow Creek Groundwater Conservancy District ▪ CPS Energy ▪ Dugas Diversified Development Company ▪ Edwards Aquifer Authority ▪ Deputy to the Fort Sam Houston Garrison Commander/Camp Bullis ▪ Fort Sam Houston ▪ Fort Sam Houston, Joint Program Management Office ▪ Fort Sam Houston, Training Support Commander ▪ Green Space Alliance of South Texas ▪ Jacobs Engineering Group, Inc. ▪ Kendall County, Development Manager ▪ Military Transformation task Force, Legislative Affairs Committee ▪ Military Transformation Task Force, Mission Readiness Committee (2) ▪ Northside Neighborhoods for Organized Development ▪ Oak Hills Church ▪ Pape-Dawson Engineers, Inc. ▪ Red Robin Homeowners Association ▪ San Antonio Board of Realtors ▪ San Antonio Water System ▪ Texas Parks and Wildlife Department ▪ Trinity Glen Rose Groundwater Conservation District ▪ United States Congressional District 23 Representative ▪ United States Fish and Wildlife Service

The EC and AC represented the stakeholder groups within the study area. Members served as liaisons to their respective stakeholder groups and were charged with conveying committee activities and information to their organizations or constituencies and relaying their organization’s comments and suggestions to both committees for consideration. EC members were encouraged to conduct meetings with the organizations or constituencies they represented to facilitate this input. AC and EC meetings were held throughout the process in order to ensure the JLUS identified and appropriately addressed



EC Meeting # 2 on September 24, 2008

local issues. Objectives accomplished at each meeting are highlighted as follows:

- **Meeting #1** – This meeting was conducted to educate the committee members on military and community activities, as well as to identify encroachment issues/compatibility factors.
- **Meeting #2** – This meeting reintroduced the project to the committees, presented information on potential encroachment issues, and introduced draft Military Influence Area (MIA) zones for review.
- **Meeting #3** – This meeting presented an assessment of the identified encroachment issues, including their priority, and discussed initial strategies and tools to address them.
- **Meeting #4** – This meeting refined the draft strategies and implementation tools.
- **Meeting #5** – At this meeting, the committee continued to review the draft JLUS report, reviewed committee and public comments on the draft JLUS, and provided direction on how to proceed with incorporating comments into the Final JLUS.
- **Meeting #6** – At this meeting, the remaining public comments and revisions were reviewed. Upon final review of the revised JLUS, the committee voted to provide consensus to the City Council for adoption of the JLUS and its recommendations and strategies therein.

EC and AC Meetings

Executive Committee (EC)

- Meeting #1, July 1, 2008*
- Meeting #2, September 24, 2008*
- Meeting #3, October 21, 2008*
- Meeting #4, February 17, 2009*
- Meeting #5, March 31, 2009*
- Meeting #6, May 19, 2009*

Advisory Committee (AC)

- Meeting #1, June 30, 2008*
- Meeting #2, September 23, 2008*
- Meeting #3, October 7, 2008*
- Meeting #4, November 18, 2008*
- Meeting #5, April 20, 2009*

Public Forums

In addition to the EC and AC meetings, a series of public forums were held throughout the development of the JLUS. These forums provided an opportunity for information exchange with the greater community, assisted in identifying the issues to be addressed in the JLUS, and provided input on the proposed strategies. Each forum included a traditional presentation and comment session preceded by an informal open house. These meetings included facilitated exercises providing a “hands on” interactive opportunity for stakeholders to participate in the development of the plan.

- **September 23, 2008** – This forum introduced the JLUS program and process to the public, defined the project, presented the initial land use analysis, and collected information from the public on encroachment issues. During this meeting, residents were encouraged to voice their issues and thoughts on the JLUS process.
- **November 20, 2008** – This forum presented the draft recommendations, strategies and implementation tools. Input was solicited from the public to allow incorporation of comments into the Draft JLUS.
- **February 18, 2009** – This forum was the official presentation of the Draft JLUS to the public.



- **April 1, 2009** – This forum presented the final JLUS results to the public prior to submission of the report to the San Antonio City Council.



The project website included the JLUS Fact Sheet

Public Outreach Materials

At the beginning of the JLUS program, a Fact Sheet was developed that described the JLUS program and objectives, described methods for the public to provide input into the process, and identified the proposed Camp Bullis JLUS study area. This Fact Sheet was provided at all meetings and to all interested members of the public, and was available on the project website.

In addition to the Fact Sheet, a project website was developed to provide stakeholders, the public, and media representatives with access to project information. This website was maintained and updated throughout the entire project to ensure 24/7 information accessibility by the public. Information contained on the website included: program points of contact, schedules, documents, maps, public meeting information, and electronic comment forms.

1.7 JLUS Organization

The following is a brief overview of the organization of the Camp Bullis JLUS report, including the contents of each section.

- **Section 1, Introduction.** Section 1 provides an introduction and context for the Camp Bullis JLUS. This section describes the principles and objectives used to guide development of the JLUS, the participants involved in making the JLUS a success, public outreach methods, and the organization of the document.
- **Section 2, Study Area Profile.** In developing a JLUS, an intimate understanding of the installation and local jurisdictions within the study area is necessary. For the Camp Bullis JLUS, this section provides: an overview of the installation's history; a description of the current mission and operations; the installation setting, demographic profile, economic impact, and housing; the study area profile and growth trends and an overview of current development; and an assessment of regional issues including transportation systems and environmental conditions.
- **Section 3, Compatibility.** 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. To develop potential solutions, it is critical to understand the nature of existing and potential compatibility issues. In this section, the JLUS presents the compatibility issues identified for the Camp Bullis JLUS. These issues were identified based on input from the EC and AC, members of the public, the review of existing plans and technical reports, and the

overall installation evaluation by the project team. This section provides a detailed analysis of the applicable man-made, natural and competition for scarce resource compatibility factors in the Camp Bullis Study Area.

- **Section 4, Existing Plans & Programs.** This section provides a comprehensive overview of relevant plans, programs, and studies currently used to address compatibility issues in the study area. This includes plans utilized within Camp Bullis as well as within the surrounding area through local and state planning tools, legislation and federal initiatives.
- **Section 5, Implementation Plan.** The final section of the JLUS presents a specific course of action that has been developed cooperatively with representatives from local jurisdictions, Fort Sam Houston/Camp Bullis, state and federal agencies, local organizations, and interested individuals and landowners. The result of a collaborative planning process, the recommendations in this section represent the majority opinion of the members of the Advisory Committee and the Executive Committee based on a comprehensive analysis of the strategies, responsibilities, funding, and timing to implement the JLUS, which could only occur with the support of the Sponsors, Executive Committee, Advisory Committee and other community stakeholders involved in this process.