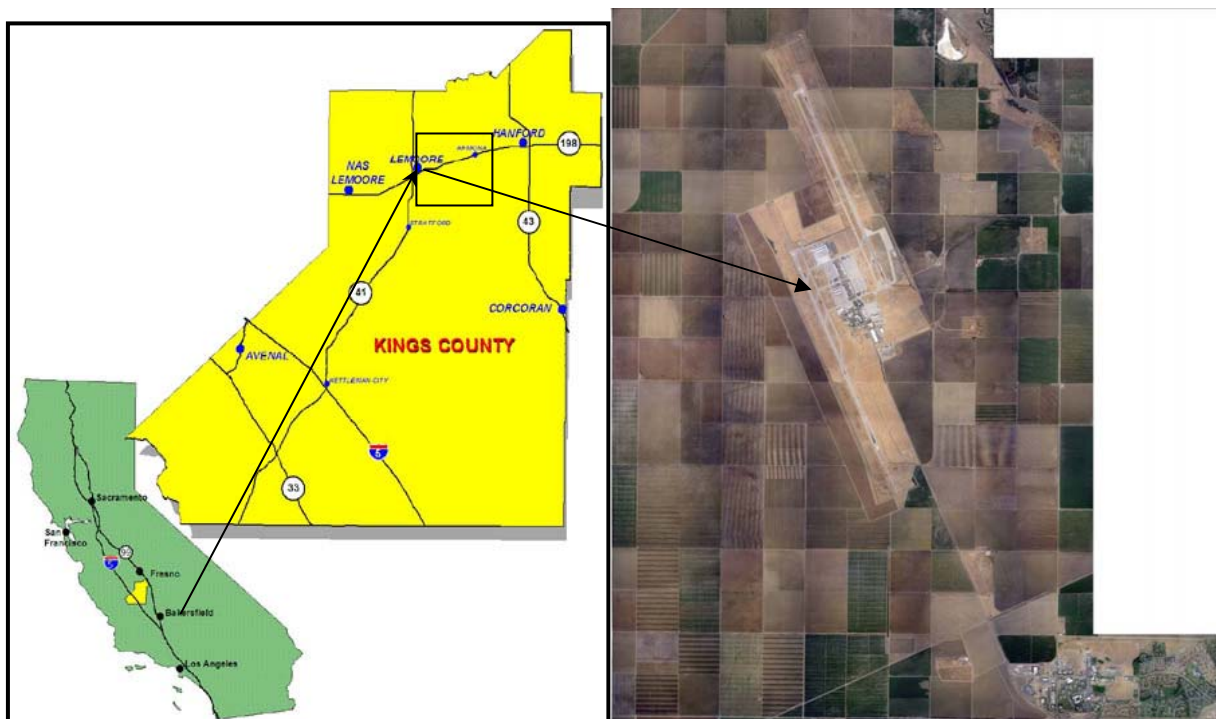


Naval Air Station Lemoore- Joint Land Use Study

Narrative

Introduction

Naval Air Station Lemoore (NAS Lemoore) is the Navy's largest and only west coast Master Jet base. Its principal mission is to support the Strike-Fighter Wing of the U.S. Pacific Fleet, whose mission is to train, man, and equip the west coast Strike-Fighter squadrons.



Equipped with facilities to handle the most modern tactical aircraft, NAS Lemoore fulfills a critical role in the nation's defense. NAS Lemoore hosts fourteen operational Strike-Fighter squadrons, two Strike-Fighter Fleet Replacement squadrons, and all four west coast Carrier Air Wing Commanders and their staffs. With the primary focus on offensive tactical strike-fighter operations, the 283 F/A-18 Hornets and Super Hornets stationed at NAS Lemoore flew approximately 250,000 flight operations last year. This is roughly equivalent to the nation's 32nd busiest civilian airport.

In defining the extent of the base's operations, NAS Lemoore established a new Military Operations Area (MOA). This MOA represents the largest new training airspace the Navy has developed in more than 20 years. This area will significantly improve the quality of training for Lemoore-based Hornet squadrons, reduce and avoid substantial costs for the Naval Aviation Enterprise (NAE), relieve pressure on chronically congested and nationally strategic R-2508 airspace, as well as the additional advantage of reducing flights over some of the nation's most pristine wilderness areas, all of which are of extensive benefit to the Navy and the neighboring municipalities.

When the site for NAS Lemoore was chosen in the mid-1950's, the remote location in the Central Valley of California served several key strategic purposes. The location was close enough to the Navy's seaport facilities for logistical support, but far enough from major population centers to allow for operations and possible expansion. Today, the remote location provides flexibility in use and infrastructure to accommodate rapidly advancing jet technology in a near encroachment free environment.

Commissioned in 1961, NAS Lemoore consists of two developed areas, operations and administration. The operations area includes the airfield, with two offset parallel 13,500-foot long by 200 foot wide runways, weapons facilities, fuels, aviation storage, hangars, aircraft maintenance, and overhaul shops. The administration area contains building and grounds maintenance, training schools, a hospital and dental clinic, administrative offices, bachelor quarters, and family housing. The community support facilities include two public schools, a youth center, and a child development center. NAS Lemoore employs approximately 10,200 military and civilian personnel and contributes approximately \$650M to the local economy. The resident population is approximately 5,565 personnel with 1,590 single family residences and multiple apartment style units for up to 2,000 bachelor military personnel. The total population working, living, or eligible for service on the base makes NAS Lemoore the fourth largest city in all of Kings County.

Nestled in the heart of California's fertile San Joaquin Valley, the station encompasses almost 30,000 acres of land and airspace. The Navy owns approximately 18,784 acres fee simple and it operates about 12,000 of these acres in the largest agricultural leasing program in the Navy. This unique partnership provided approximately \$1M to the Navy's Natural Resources Management program in 2008. Mindful of its responsibilities to be a good steward of the environment and natural resources, NAS Lemoore continues its partnership with regional wildlife rescue activities to reintroduce rescued wildlife back into the environment and to protect endangered species. In addition, several strategies are used to reduce the overall energy and water consumption in the operations and administrative facilities. Due to smart water savings initiatives, 1.98 million gallons per day were saved during the first nine days in May of 2009 as compared to the same period in May of 2008. NAS Lemoore is also investing \$5 million in infrastructure energy efficient upgrades and another \$900,000 in photovoltaic lighting and solar heating.

Reasons for NAS Lemoore JLUS

The San Joaquin Valley is the fastest growing region in California. The population is expected to almost triple from 3.3 million to 9.5 million. As a desirable and relatively affordable place to live, the San Joaquin Valley is under tremendous population growth pressure. From 2000 to 2008, the San Joaquin Valley region experienced an 18.9% population increase, the largest increase in the state (California Regional Progress Report). Once a largely rural region, the eight counties of the Valley are now home to large metropolitan areas (Stockton, Fresno, and Bakersfield) with growing cities and towns. According to the 2009 California Department of Finance, Fresno is now the fifth largest city in California. Of the total 480 California cities, Bakersfield ranks as the eleventh largest followed by Stockton as the thirteenth largest.

While NAS Lemoore has historically enjoyed an encroachment free relationship with the surrounding jurisdictions, this is unlikely to continue with the anticipated future population growth. This is the underlying primary reason why it is important to conduct a JLUS study for NAS Lemoore in coordination with the local jurisdictions.

In addition, there are several planning efforts currently underway ranging from the local level to the state level, which lend themselves to a collaborative JLUS effort. From a local perspective, each of the three neighboring jurisdictions are either currently in the process of updating or have recently adopted their updated General Plan documents. The San Joaquin Valley has been involved in a comprehensive planning effort since 2006 and new state planning directives from California regulating greenhouse emissions from transportation and land use continue to be signed into law.

City of Lemoore

The City of Lemoore adopted their 2030 General Plan Update on May 6, 2008. During the two year public process, the Navy had assigned personnel to participate on the General Plan Steering Committee which helped to guide substantial reductions in residential development and put in place heavy mitigation measures, as the military had informed the City of Lemoore that the previous noise contours from the base did not adequately show the impacts. New noise modeling was started to account for not only noise from take offs and landings over the immediate runways but also from a special landing pattern. Due to these impacts, the City adopted noise mitigation policies for noise disclosures, aviation easements, a buyer beware program, and stringent noise insulation requirements which will be added to the City's municipal code in the summer of 2009.

In addition to the noise mitigations, Lemoore's new General Plan reduced the allowed population west of State Highway 41 as within NAS Lemoore's Military Influence Area. The previous General Plan would have accommodated 15,000 persons west of State Highway 41, while the adopted General Plan allows for approximately half of this although the ground area has increased. Additionally, the City adopted an Urban Growth Boundary and agreed to pull in their westerly most city limit line from 21st½ Avenue alignment to the 21st Avenue alignment (removing ½ mile worth of the western most land from future development equating to approximately 150 acres).

Kings County

Kings County initiated a comprehensive General Plan Update in 2006 and has completed several Draft Elements and four new Community Plans that identify the long term vision for growth and resource protection within the unincorporated portions of the County through 2035. The general plan environmental impact report is underway and an estimated adoption for the general plan and EIR is anticipated for October 2009. General Plan Elements that discuss, consider, and pertain to NAS Lemoore include the Land Use Element, Health and Safety Element, Resource Conservation Element, Open Space Element, and Noise Element. In addition, the Stratford Community Plan was developed to address growth issues in this unincorporated community located along the State Route 41 corridor and within the NAS Lemoore flight corridor and Military Influence Area.

Throughout the development of the Draft 2035 Kings County General Plan Elements and Community Plans, county staff worked closely with base officials and took into account input resulting from their participation.

Fresno County

Fresno County is currently undergoing a General Plan Review/ Zoning Ordinance Update. This effort is expected to be concluded in the spring of 2010. The General Plan Review is intended to implement policy revisions based on the experience gained since the General Plan Update of 2000. Although it appears that most of the land area that may be impacted by NAS Lemoore's operations is designated and zoned for agricultural uses, there may be land use implications as a product of the JLUS analysis, and as such suggested policy recommendations may be applicable to Fresno County.

Regional and State Planning Efforts

The eight counties and sixty-two cities in the San Joaquin Valley have been working together for the past three years as part of a comprehensive regional planning effort. The San Joaquin Valley Blueprint planning project is addressing critical issues facing the vitality of the world's foremost agricultural region. The goal of the San Joaquin Valley Blueprint planning process is to preserve and enhance the existing quality of life and natural resources for future generations. NAS Lemoore has and will continue to be involved in both the local Kings County Blueprint efforts and the greater regional planning efforts.

In addition to these local and regional planning efforts, California continues to set the stage for its transition to a sustainable, clean energy future with passage of the Global Warming Solutions Act of 2006. This law requires a reduction of greenhouse gas emissions to 1990 levels by the year 2020. Reducing greenhouse gas emissions to 1990 levels equates to cutting approximately 30% from business-as-usual emission levels projected for 2020, or about 15% from today's levels. To specifically address the greenhouse gas emissions relationship between automobiles and light trucks to land use and transportation policy, SB 375 was drafted and signed into law in 2008. Additional California legislation including public policies that impact land use and transportation is anticipated in future years as progress is made towards the greenhouse gas emission levels of 1990. These California greenhouse gas directives will require local governments to reevaluate how they plan for their communities' future growth.

Unmanaged urban sprawl has the potential to encroach on NAS Lemoore's low level flight corridors, clear zones, and accident potential zones. Any encroachment could potentially interfere with the installation's mission. In general, it will also increase the potential for land use compatibility conflict between NAS Lemoore and the local communities, which in the worst case scenario could result in closure of the air station.

The installation faces regional, county, and local encroachment threats and has taken proactive steps to mitigate encroachment by identifying and publishing the Installation's Military Influence Area (MIA). In August of 2008, NAS Lemoore sent letters to the Kings and Fresno County Planning Departments, detailing the installation's MIA boundaries. The MIA is intended to support the

community's planning efforts in selecting appropriate uses for land within the MIA and to encourage dialogue between government agencies, private organizations, and NAS Lemoore regarding growth and development within the MIA. The Military Influence Area is designed to accomplish the following purposes:

- Promote an orderly transition between community and military land uses so that land uses remain compatible.
- Protect public health, safety, and welfare.
- Maintain operational capabilities of military installations and areas.
- Promote the awareness of the size and scope of the military training areas to protect areas separate from the actual military installation (i.e. critical air and sea space) as used for training purposes.
- Establish compatibility requirements within the designation area, such as requirements for sound attenuation, real estate disclosure, and aviation easements.

The California Advisory Handbook for Community and Military Compatibility Planning encourages collaboration between cities, counties, developers, and military personnel. It provides tools and guidance regarding compatible planning between communities and military installations as required by SB 1468. Reciprocally, SB 1462 requires cities and counties to notify the United States military of certain local planning proposals and development permit applications. The legislation requires local planning agencies to notify the military whenever a proposed development project or general plan amendment meets one or more of the following conditions:

- Located within 1,000 feet of a military installation
- Located within the special use airspace
- Located beneath a low-level flight path

The Kings County Association of Governments and all the surrounding municipalities have had a long and productive partnership with NAS Lemoore. This partnership has led to significant investments in the installation, local training, and expansive military airspace, all of which contribute daily to the nation military readiness and cannot be replicated elsewhere. NAS Lemoore is confident that the JLUS will guide our efforts to secure an encroachment free operating environment while simultaneously supporting smart growth and sustainable development in the Valley.

Involvement of other Jurisdictions

The parties involved in this JLUS include; City of Lemoore, Kings County, Fresno County, and NAS Lemoore. On July 17, 2008 Commanding Officer of Naval Air Station Lemoore, in collaboration with the City of Lemoore and the Kings County Community Development Agency submitted a Joint Land Use Study (JLUS) nomination, through the Deputy Assistant Secretary of the Navy for Installations & Facilities to the Department of Defense Office of Economic Adjustment (OEA). Post request submission, Fresno County Department of Public Works and Planning requested to collaborate in the study. In March of 2009 an initial planning meeting was held, where the Kings County Association of Governments (KCAG) was appointed by participating jurisdictions as the grantee for the study. KCAG is a joint powers agency consisting of the County of Kings and

the cities of Avenal, Corcoran, Hanford, and Lemoore and is responsible for addressing inter-jurisdictional public policy matters.

Overall Goals and Objectives

The overall Goals of this JLUS are:

1. Identify land use issues that may impact the operational utility of NAS Lemoore;
2. Identify actions the City of Lemoore, Kings County, and Fresno County can pursue to ensure that incompatible development does not impact the operational utility of NAS Lemoore;
3. Create an action plan to guide future planning that all involved parties will benefit from.

The overall objectives of this study which support the above stated goals are:

1. Involve the public in all stages of the planning process.
2. Map recent and planned development activity.
3. Identify areas where present land use conflicts are occurring.
4. Identify areas where future land use conflicts could occur.
5. Identify new land use compatibility measures.
6. Draft potential changes to the local government land use regulations.
7. Develop a final action plan and narrative report with specific recommendations and implementation strategies.
8. Integrate the NAS Lemoore 2009 AICUZ study.
9. Development of long-term regional planning contours for high noise areas (65+Ldn) surrounding NAS Lemoore with consideration of possible future aircraft and mission scenarios.

Public Participation and Education

Two committees will be developed to provide support and guidance during this proposed JLUS study: 1) a Policy Committee consisting of elected officials and 2) a Working Group of professional planners from each of the jurisdictions and other key stakeholders. The Policy Committee will consist of two Board of Supervisors Members from Kings County, two City Council Members from the City of Lemoore, one Board of Supervisors Member from Fresno County, and one (non-voting) exofficio representative from NAS Lemoore. The Policy Committee is responsible for the overall direction of the JLUS, approval of the budget, preparation and approval of the study design, approval of the draft and final written reports, approval of policy recommendations, and monitoring implementation of the adopted policies. The Working Group will most likely include local jurisdiction and military base planners, and representatives from agriculture, business, natural resource protection organizations, and concerned residents.

Several public workshops will be held in the vicinity of the project area at key milestone points in the study for the public to provide input. Emails, websites, and the local newspapers will be a key component in informing the community of upcoming meetings.

Results or Benefits Expected

The JLUS planning process will benefit the community by identifying locations where land use conflicts between the civilian population and NAS Lemoore are presently occurring or are likely to occur in the future. Once these locations have been identified, land use and other relevant regulations that are developed during the JLUS planning process will be proposed to the local governing bodies. The overall outcome will ensure that NAS Lemoore can continue and/or modify its missions in the future with as little hindrance as possible, while also ensuring that civilian interests are protected to the greatest possible degree. The JLUS will identify potential modifications to zoning and other development regulations that are more likely to result in compatible land uses, thus ensuring the long-term viability of NAS Lemoore. The Department of Defense (DoD) will also benefit as enhanced coordination of surrounding land uses will increase the long term operational effectiveness and serve as an important component in the protection of our Homeland from unforeseen and anticipated threats.

Approach

The following is the anticipated timeline for the JLUS study.

Milestones	Estimated Completion Date
<p>Task 1: Project Initiation Develop RFP and hire project contractor. Develop and define role of policy and technical committees. Identify and develop a public participation strategy.</p>	October 2009
<p>Task 2: Initial Mapping/Analysis Identify specific planning area. Create project-specific GIS layers. Map recent and proposed development activity. Compile study area with existing and projected land use and population data. Review 2009 AICUZ Studies and associated Ldn contour and Accident Potential Zone (APZ) maps. Review applicable examples of selected communities in the US. Review existing planning policies and regulatory framework. Hold public meeting(s).</p>	November 2009
<p>Task 3: Conflict Analysis Analyze population data and current/ proposed land uses to include consideration of sound contour maps. Analyze projected future aircraft operations at NAS Lemoore. Identify current and future conflict locations and define size/scope of conflict zones considering sound contour and APZ maps.</p>	December 2009

Identify military growth objectives and civilian growth potential. Summarize and evaluate current planning policies and regulatory tools affecting NAS Lemoore operations.

Task 4: Analysis of Future Land Use Conflicts

February 2010

Develop land use compatibility maps.

Identify and analyze land use planning policies, zoning tools, strategies, and techniques that fairly allocate land use impact mitigation with respect to NAS Lemoore operations, local governments, and private land owners.

Task 5: Draft Changes to Regulatory Framework

May 2010

Draft new land use compatibility policies and regulatory strategies which will minimize land use conflicts.

Hold public meetings(s), workshops, or public forums to discuss alternatives and measures.

Identify conflict reduction strategies with associated maps and supporting technical data.

Task 6: Plan Development

August 2010

Prepare Administrative Draft Report to include consideration of the NAS Lemoore AICUZ 2009 Study.

Develop implementation strategies.

Develop performance measures.

Task 7: Prepare Final Report

October 2010

Submit draft report to policy committee.

Submit draft report to OEA for comments.

Prepare final report based upon committee and military input.

Task 8: Present Plan to Local Governing Bodies for Adoption

December 2010

Products

Project deliverables will include:

1. Informational pamphlet/project-specific website for education of the general public, media and elected officials.
2. Project-specific GIS land use, capital facility, accident potential zones, sound contour layers, and shape files for use by DoD, City of Lemoore, Kings County, and Fresno County.
3. Conflict identification and land use compatibility maps available for interested parties.
4. Public meeting summaries that document the process of citizen, stakeholder, and elected officials comments, suggestions, and observations.
5. Final JLUS report which will include a recommended NAS Lemoore land use compatibility plan and regulatory measures.