

IDAHO

JOINT LAND USE STUDY



AUGUST 2010

WHAT IS A JOINT LAND USE STUDY?

A Joint Land Use Study (JLUS) is a planning process accomplished through the collaborative efforts of a comprehensive group of stakeholders in a defined study area. These stakeholders include local, state, and federal officials; residents and landowners; business representatives; Native American tribal governments; and the military. By working together, these stakeholders can identify current and future compatibility issues, discuss existing plans and programs, and identify compatible land use and management strategies and actions that can be used in the areas adjacent to military installations and use areas to help prevent or reduce encroachment issues associated with current and future military missions and local growth.



The benefits of a JLUS can be defined from both a community and military perspective.

COMMUNITY

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

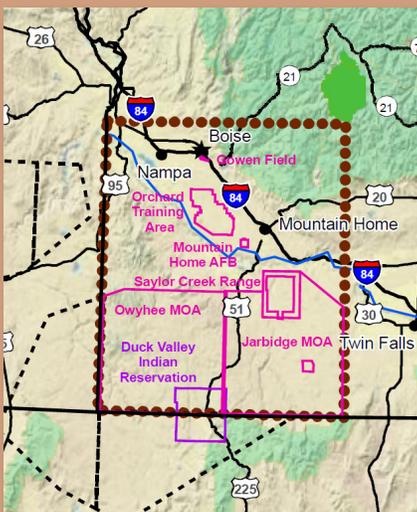


MILITARY

- Promote the health, safety, and welfare of the military and civilian personnel living and working on the installations.
- Ensure the ability of the military to perform its missions, maintain military readiness, and support national defense objectives.
- Preserve the ability of the military to expand its missions.

WHY PREPARE AN IDAHO JOINT LAND USE STUDY?

There are many positive interactions between local jurisdictions, agencies, and the military; however, the activities and actions of one entity can also pose unintended negative impacts on another, resulting in conflicts. As jurisdictions develop and expand in response to growth and market demands, land use approvals have the ability to locate urban development closer to military installations and operational / training areas. This can initiate new or intensify existing land use and other compatibility issues, often referred to as encroachment. Encroachment can have negative impacts on community safety and economic development, as well as sustainment of military activities and readiness.



Collaboration and joint planning among military installations and local jurisdictions / agencies is needed to protect the long-term viability of existing and future military missions. Recognizing the close relationship that exists between installations and surrounding region, the Department of Defense (DOD), through the Office of Economic Adjustment (OEA), developed the JLUS program in an effort to address existing and future conflicts and to enhance communication and coordination among all affected stakeholders. Although a JLUS is primarily funded by a grant from OEA, a JLUS is produced by, and for, local stakeholders.

The Idaho JLUS covers southwest Idaho, from the City of Boise south to the Nevada border. The military installations / use areas covered by the JLUS are Mountain Home AFB (MHAFB), Mountain Home Range Complex (MHRC), Gowen Field, and Orchard Training Area (OTA).

The goal of the Idaho JLUS is to protect the viability of current and future missions at MHAFB, MHRC, Gowen Field, and the OTA, while simultaneously guiding growth, sustaining the region's economy, and protecting public health and safety. To help meet this goal, the Idaho JLUS has three guiding principles:

JOINT LAND USE STUDY GUIDING PRINCIPLES

UNDERSTANDING. Convene stakeholders to identify, confirm, and understand the issues in an open forum, while taking into consideration both community and military viewpoints and needs. This includes public awareness, education, and input organized in a cohesive outreach program.

COLLABORATION. Encourage cooperative land use and resource planning between the military, local jurisdictions and resource / land management agencies so that future development and uses are compatible with the training and operational missions at each installation while also seeking ways to reduce military operational impacts on adjacent lands.

ACTIONS. Provide a set of mutually supported tools, activities, and procedures from which local jurisdictions, agencies, and the installation can prepare, approve / adopt and then implement the recommendations developed during the JLUS process. The proposed actions include both operational measures to mitigate installation impacts and local government and agency approaches to reduce impacts on military operations. These tools will help decision makers resolve compatibility issues and prioritize projects within the annual budgeting process of their respective entity / jurisdiction. The action component of the JLUS looks to strike a balanced look to the future.



MOUNTAIN HOME AIR FORCE BASE (MHAFB)

Throughout its history, MHAFB has served as the host of, and provided training airspace for, a wide range of bomber (i.e., B-24, B-29, B-47, B-52, B-1), fighter (i.e., P-38, P-63, F-4, F-111, F-15, F-16) and communications / refueling / reconnaissance (i.e., C-19, SA-16, KB-29H, KC-97, KC-135, RF-4C) aircraft and pilots. Since its opening in 1943, the base has hosted a wide array of aircraft that are vital to many worldwide missions. Today, the majority of training and operational activity that takes place at MHAFB and the MHRC are conducted with fighter aircraft. The 366th Fighter Wing is currently stationed at the base with the mission of training pilots and air crews using the F-15C Eagle and F-15E Strike Eagle fighters. As a part of the Air Combat Command, MHAFB provides mission-ready combat fighter aircraft and pilots for peacetime or wartime operations around the world.

MILITARY STRATEGIC IMPORTANCE

MOUNTAIN HOME RANGE COMPLEX (MHRC)

The MHRC supports unit-level and composite force training providing air crews with a realistic training environment to hone their combat skills. In addition, mission simulations, such as air-to-ground weapons training, search and rescue training, survival training, convoy escort training, and ground based air defense radar threat simulation occur within the MHRC. While primarily used by active duty units from MHAFB and Air National Guard units from



Gowen Field, the MHRC not only supports other Air Force and DOD users across the nation, but also provides training airspace for military aviators from other partner nations.

GOWEN FIELD

Gowen Field serves as the base of operations for both the Idaho Air National Guard (IDANG) and Idaho Army National Guard (IDARNG) and is the headquarters for the State of Idaho Military Division. The base also supports reserve units for the Army, Navy, and Marines. Pilot training for the A-10 Thunderbolt takes place at Gowen Field. These aircraft are close air support aircraft for ground based personnel and have been very effective in recent conflicts. The Army National Guard also conducts armor, helicopter (including the AH-64 Apache and UH-60 Blackhawk), and other operations from Gowen Field. The base also supports the IDARNG's Armor Training Center.



ORCHARD TRAINING AREA (OTA)

Located approximately 13 miles south of Gowen Field, the OTA is a major training site for the IDARNG and serves as an annual training site for other National Guard units from across the country. The Orchard Training Area's mission is to provide an established facility for use by the National Guard and Reserve components for specified periods of training.

REGIONAL ECONOMIC AND LOCAL IMPORTANCE

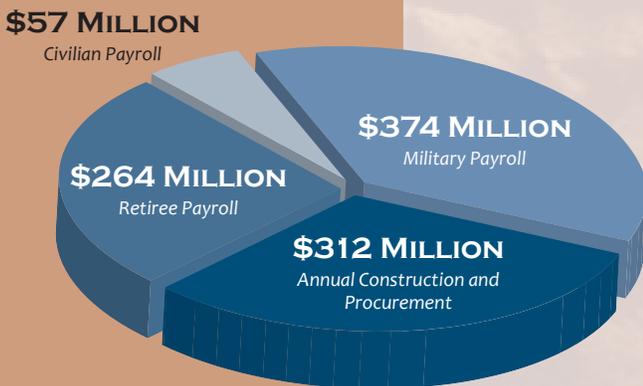
Each of these military installations and operations areas provides a significant contribution to the local and regional economies.

MHAFB / MHRC

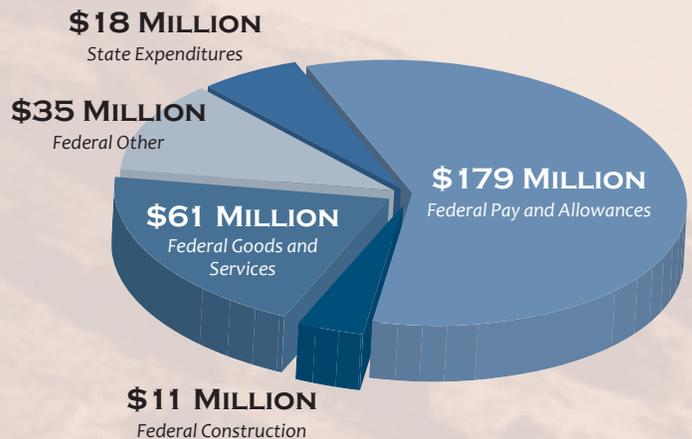
Economically, MHAFB has a significant economic impact on the City of Mountain Home and the surrounding Treasure Valley region. In Fiscal Year 2008, the base had an estimated local economic impact of over \$1 billion. Total employment at the base is just under 5,100 people with approximately 4,200 military personnel and over 900 civilians (appropriated and non-appropriated). As a training location, the MHRC does not have any permanently assigned on-site personnel.

GOWEN FIELD / OTA

The economic impact of the Idaho National Guard, including Gowen Field, for Fiscal Year 2008 was estimated at approximately \$304 million. The IDARNG and the IDANG at Gowen Field are among the top 20 employers within the greater Treasure Valley region. Currently, a total of more than 1,700 employees are located within the installation, comprised of over 200 civilians and 1,500 permanent-party military personnel.



MHAFB ECONOMIC IMPACT



GOWEN FIELD / OTA ECONOMIC IMPACT

COMPATIBILITY ISSUES

A number of factors influence whether community, agency and military plans, programs, and activities are compatible or in conflict. To ensure all potential issues are identified, a set of 24 potential compatibility factors were used to characterize local issues. These compatibility factors are divided into three broad categories: man-made, natural resource, and competition for scarce resources. While issues under all 24 factors were not identified as applying to the Idaho JLUS, their use ensured a comprehensive understanding of potential compatibility issues.

MAN-MADE

- 1 Land Use
- 2 Safety Zones
- 3 Vertical Obstruction
- 4 Local Housing Availability
- 5 Infrastructure Extensions
- 6 Anti-Terrorism / Force Protection
- 7 Noise
- 8 Vibration
- 9 Dust, Smoke and Steam

10 Light and Glare

- 11 Alternative Energy Development
- 12 Air Quality
- 13 Frequency Spectrum Impedance and Interference
- 14 Public Trespassing
- 15 Cultural Sites
- 16 Legislative Initiatives
- 17 Interagency Coordination

NATURAL RESOURCES

- 18 Water Quality / Quantity
- 19 Threatened and Endangered Species
- 20 Marine Environments

COMPETITION FOR SCARCE RESOURCES

- 21 Scarce Natural Resources
- 22 Land, Air, and Sea Spaces
- 23 Frequency Spectrum Capacity
- 24 Ground Transportation Capacity

To help organize the presentation of the JLUS recommendations, the proposed strategies and tools are grouped within one of 23 categories. These represent the complete range of strategy types that can be applied to compatibility issues. It is important to note that not every strategy type is required to address the compatibility issues identified in the Idaho JLUS (strategies are proposed under 18 of the 23 categories). Like the 24 compatibility factors used to help identify issues, this approach ensures a comprehensive response to the identified compatibility factors.

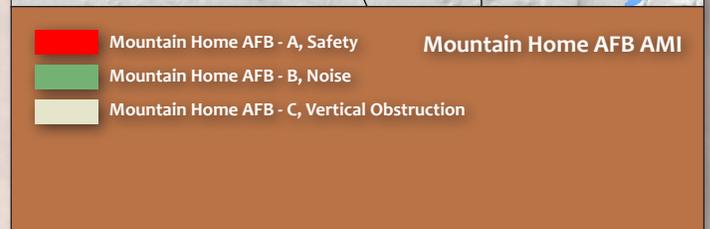
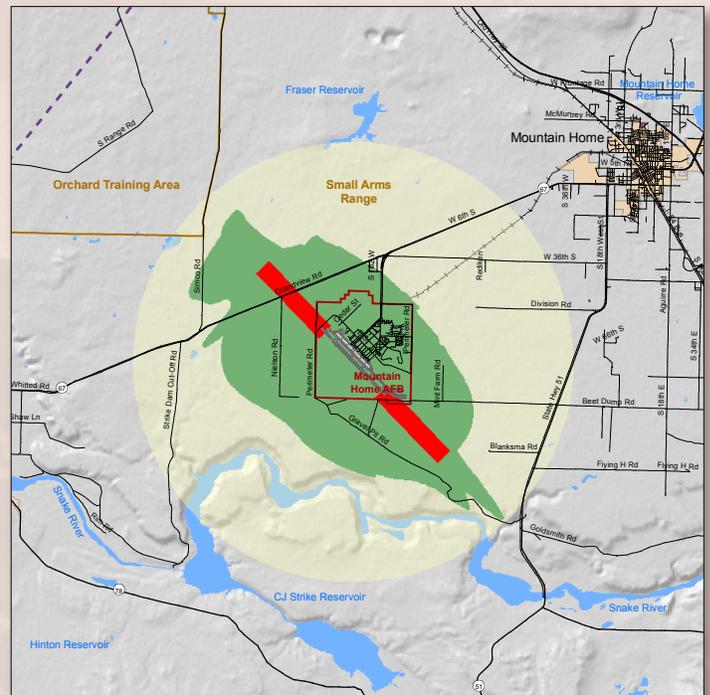
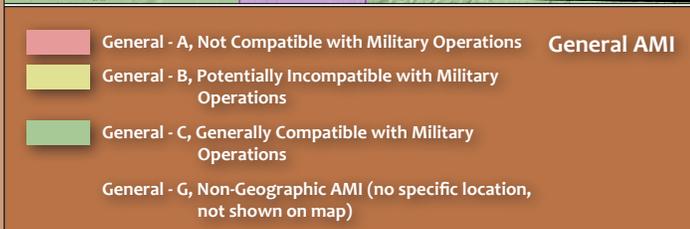
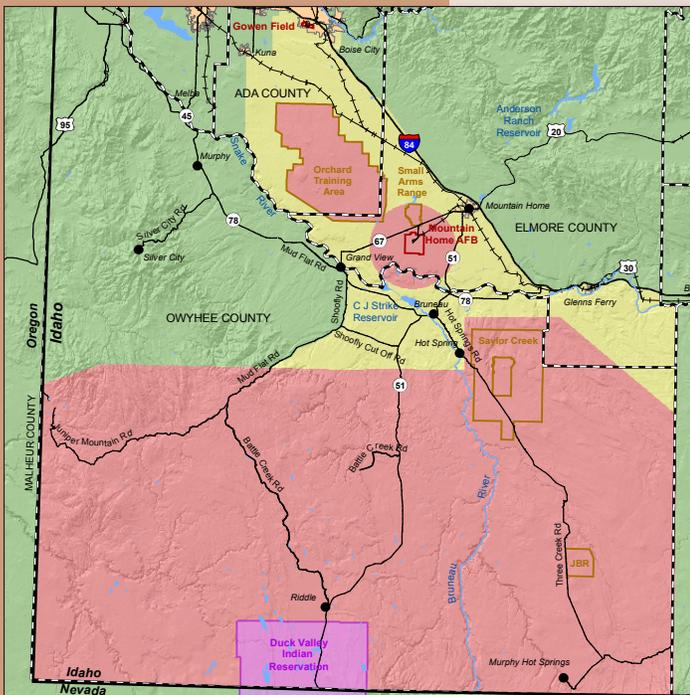
STRATEGY “TOOLBOX”

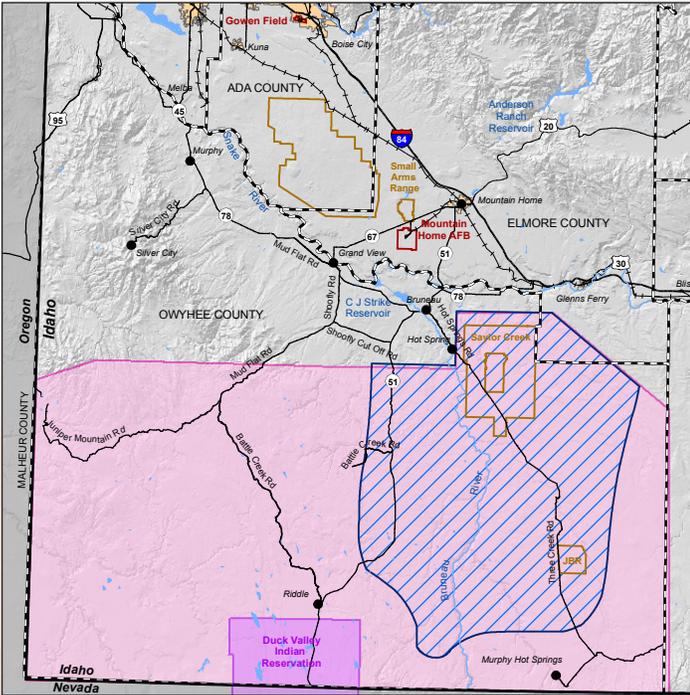
- Area of Military Influence Strategy
- Acquisition Strategies
- Air Installation Compatible Use Zone (AICUZ) / Noise Modeling Strategies
 - Airport Master Plans / Airspace Studies Strategies (None Proposed)
- Avigation Easement Strategies
- Bird / Wildlife Aircraft Strike Hazard (BASH) Strategies
- Military Planning and Operational Strategies
- Building Code Strategies
- Capital Improvement Project / Infrastructure Master Plan Strategies
 - Cluster Development Strategies (None Proposed)
- Code Enforcement / Building Inspection Strategies
- Communications / Coordination Strategies
- Deed Restrictions / Notifications / Covenants Strategies
- Comprehensive Plan / Area Plan / Resource Management Plan Strategies
 - Habitat Conservation Strategies (None Proposed)
 - Hazard Mitigation Strategies (None Proposed)
- Legislative Strategies
- Memorandum of Understanding (MOU) Strategies
 - Partnerships with Non-Governmental Agencies (None Proposed)
- Real Estate Disclosure Strategies
- NEPA Strategies
- Zoning / Subdivision Strategies
- Other Strategies

AREAS OF MILITARY INFLUENCE

An Area of Military Influence (AMI) 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. For the Idaho JLUS, a total of six types of AMIs have been designated. Within each AMI, one or more zones may be defined to more accurately identify the areas to which a specific strategy applies. The AMIs are designed to accomplish the following:

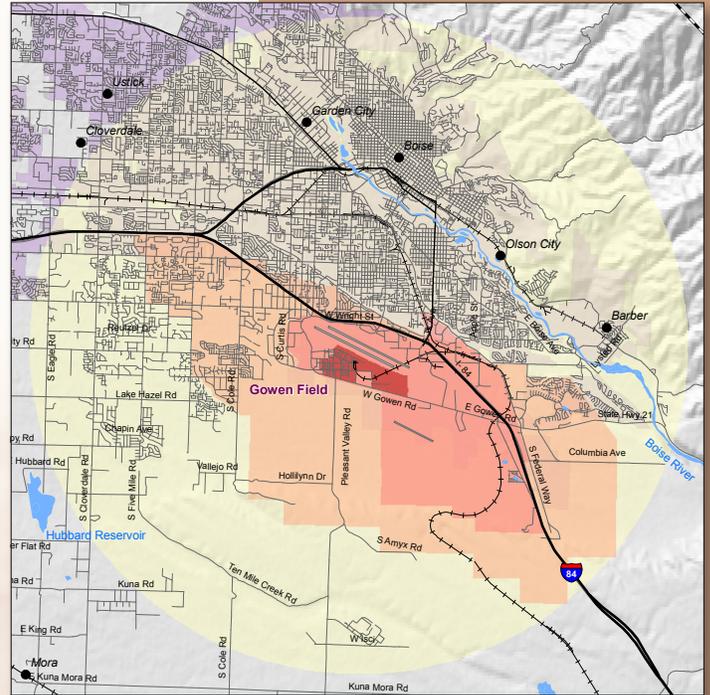
- Protect public health, safety, and welfare.
- Promote an orderly transition between community and military land uses thus promoting a compatible land use pattern.
- Maintain operational capabilities of military installations and areas.
- Create an enhanced framework for making land use and resource management decisions near military installations and operations.
- Enhance the accuracy in identifying areas that can affect, or be affected, by military missions.
- Promote the awareness of the size and scope of military operations and training areas. This is in addition to the actual installation's elements (i.e., critical air space) that are essential to maintaining the military's mission.
- Identify the locations where strategies should be applied to address compatibility issues.





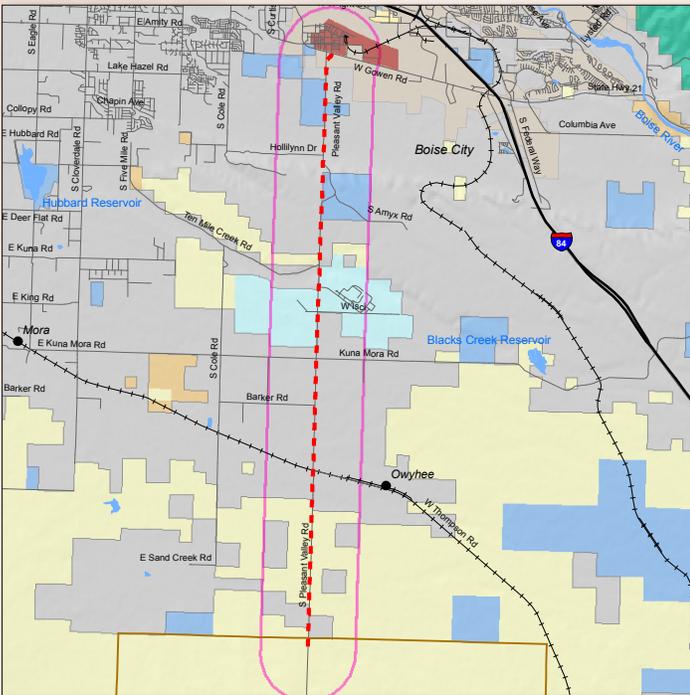
MHRC-A, Airspace Operations Area
 MHRC-B, Land Based Operations Area

Mountain Home Range Complex AMI



Gowen Field
 Gowen Field - A, Boise Airport
 Gowen Field - B, Airport Influence
 Gowen Field - C, FAA Vertical Obstruction

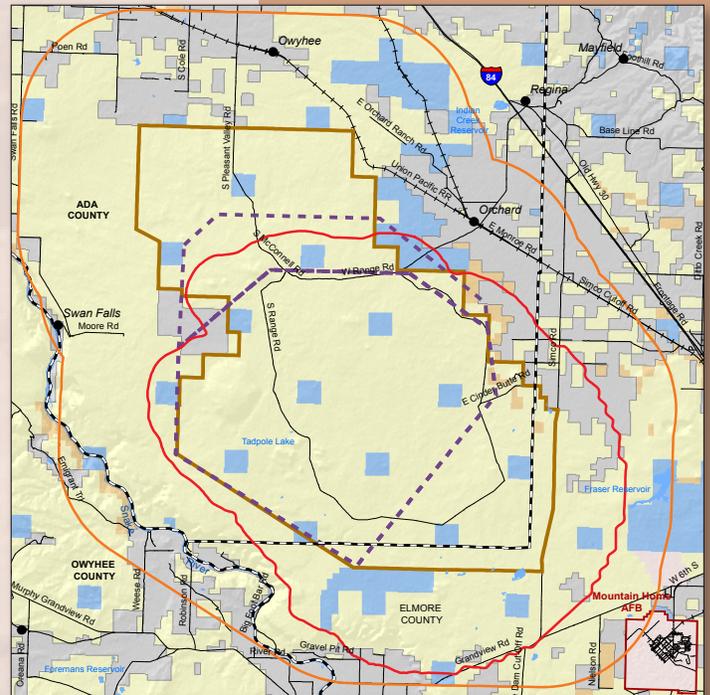
Gowen Field AMI



Tank Trail - A*
 OTA Boundary
 State Trust
 Bureau of Land Management (BLM)
 Private
 City Limits
 State (Other)

Tank Trail AMI

* 1.0 Mile on both sides of Pleasant Valley Road



Orchard Training Area - A, Noise
 Orchard Training Area - B, Light and Glare
 OTA Boundary
 State Trust
 Bureau of Land Management (BLM)

Orchard Training Area AMI

JLUS IMPLEMENTATION PLAN STRATEGIES

For each of the 17 strategy categories used, one or more strategies are presented. All of the strategies are presented using the same format for easy reference.

Reference Number (#). Used to reference a specific strategy.

Strategy. A description of the proposed action.

Focus Area. The Idaho JLUS study area was divided into two focus areas:

MH = Mountain Home AFB / Mountain Home Range Complex

NG = Gowen Field / Orchard Training Area (Idaho National Guard)

Area of Military Influence. AMIs are used to define where the strategies in the Idaho JLUS are to be applied. A letter under an AMI heading in the strategy tables means that AMI is used for that strategy. Additionally, the letter reflects which zone is used to determine if a strategy applies to an area.

Responsible Entity / Partner Agency. Columns listing the major stakeholders (City of Boise, Mountain Home AFB, etc.) identify who will be involved in implementing the strategy. Two symbols are used to represent the level of involvement.

Primary Responsibility. A square symbol (■) designates that the stakeholder identified is responsible for implementing the strategy.

Partner. A hollow square symbol (□) designates that the stakeholder identified can provide technical information or otherwise support the efforts to implement the strategy but is not directly responsible for its successful achievement.

Timing. Identifies when the strategy is proposed to be completed.

#	Strategy	Focus Area	Area of Military Influence						Responsible Entity / Partner Agency								Timing				
			AMI 1: General	AMI 2: MHAFB	AMI 3: MHRC	AMI 4: Gowen Field	AMI 5: Tank Trail	AMI 6: OTA	State of Idaho	Ada County	Elmore County	Owyhee County	City of Boise	City of Mtn. Home	Shoshone-Paiute Tribes	Idaho National Guard	Mountain Home AFB	Other	0-3 Years	3+ Years	Ongoing
Area of Military Influence Strategy																					
1	Define and Establish AMI Areas	MH	G						■	■	■	■	■	■	■	■	■	■	■	■	■
Acquisition Strategies																					
2	Identify Priority Locations for Acquisition – Tank Trail Area	NG					A		■				■						■		■
3	Identify Priority Locations for Acquisition – OTA	NG							■	■						■				■	■
4	Identify Priority Locations for Acquisitions – MHAFB	MH								■						■					■
5	Maintain Existing Easements	MH		B						■							■				■
6	Leverage Appropriate Grant Funding to Leverage Local, Regional, and State Resources	MH NG		A				A	A	■							□	□	□		■
7	Use DOD Easement Partnership Program	MH NG		A				A									■	■			■
8	Explore Strategic Land Exchanges Proximate to Military Installations to Achieve Mutual Landowner Objectives	MH NG		A				A	■										■		■
AICUZ / Noise Modeling Strategies																					
9	Update the Existing Mountain Home AFB AICUZ	MH		BC							□	□		□			■			■	
10	Implement AICUZ Recommendations	MH		C						■	■		■				■			■	
11	Future Mission Noise Potential, Gowen	NG				B			□				□				■		■	■	■
12	Future Mission Noise Potential, MHAFB	MH		C						□	□		□				■	■	■	■	■

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Avigation Easement Strategies																					
13	Develop or Update Avigation Easement Programs	MH	A																		
BASH Strategies																					
14	Modify Zoning Ordinances for BASH	MH NG	A B																		
15	BASH Consideration in Jurisdiction or Agency Projects	MH NG	A B																		
16	Develop Bash Education Materials	MH NG	G																		
17	Distribute BASH Educational Materials	MH NG	A B																		
18	Control Bird and Wildlife Attractions Near Installations	MH NG	A B																		
19	Approved Access on Private Lands	MH NG	A B																		
Military Planning and Operational Strategies																					
20	Flight Operations for Future Missions	MH NG	G																		
21	Update the MHAFB General Plan	MH	G																		
22	Involve Stakeholders in Defining Data Needs	MH NG	G																		
23	Locate New Operations	NG	G																		
24	Conduct Updated Noise Studies for The Orchard Training Area	NG	G																		
Building Code Strategies																					
25	Set Interior Noise Levels	MH NG	B																		
26	Sound Attenuation for New Construction	MH NG		B		B	A	A													
27	Expansion of Sound Attenuation Requirements - City of Boise and Ada County	NG				B															
28	Noise and Vibration Along Tank Trail	NG					A														
29	Development Near Tank Trail	NG					A														
30	Sound Attenuation for Existing Structures	MH NG		B		B	A														
31	Provide Sound Attenuation Technical Support	MH NG	G																		
32	Ensure Construction Standards for Sound Attenuation are Met	MH NG	G																		
33	Potential Lighting on Structures Over 50 Feet in Height	MH NG	A B																		
CIP / Infrastructure Strategies																					
34	Incorporate Compatibility Planning Concepts into CIPs / Infrastructure Master Plans	MH NG	A																		
35	Conduct a Traffic Impact Analysis on Pleasant Valley Road	NG					A														
36	Promote Sustainable and Compatibility-Oriented Transportation Projects	NG	A																		
37	Investigate Tank Trail Grade Separations for High Volume Road Corridors	NG	A				A														
38	Future Access Points	NG	A				A														

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Communications / Coordination Strategies																					
39	Establish a JLUS Coordinating Committee	MH NG	G						■	■	■	■	■	■	■	■	■	■	■	■	■
40	Establish Procedures for Formal Military Plan Review and Comment	MH NG	G						□	■	■	■	■	■	■	■	■	■	■	■	■
41	Military as Part of Pre-Application Review	MH NG	G							■	■	■	■	■	■	■	■	■	■	■	■
42	Transmit Development Applications to the Military for Formal Review and Comment	MH NG	G							■	■	■	■	■	■	■	■	■	■	■	■
43	Transmit Jurisdictional Plans and Programs to the Military for Formal Review and Comment	MH NG	G							■	■	■	■	■	■	■	■	■	■	■	■
44	Involve Military Officials in General Aviation Facility Planning	MH NG	G						■	■	■	■	■	■	■	■	■	■	■	■	■
45	Educational Outreach on Aviation Planning	MH NG	G																■		■
46	Coordination on School Siting	MH NG	G						■							■	■	■	■	■	■
47	Develop and Implement a Public Outreach Program	MF NG	G						■							■	■		■		■
48	Technical Support for Local Decision Making Process	MH NG	G													■	■				■
49	Establish and Maintain Compatibility Clearinghouse	MH NG	G						■											■	■
50	Leverage Existing Organizations to Provide Compatibility Planning Training for Jurisdictions and Resource Agencies	MH NG	B						□	□	□	□	□	□	□	□	□	□	■	■	■
51	Work to Ensure Availability of SUA Information	MH NG	B						■							■	■	■	■	■	■
52	Refer Specific BLM and Idaho Department of Lands Development and Use Permit Applications to Military Installations for Review / Comment	MH NG	A													■	■	■	■	■	■
53	Partnering for Sustainable Use – MHRC	MH			A										■		■	■			■
54	Partnering for Sustainable Use – IDNG	NG					B								■	■		■			■
55	Signage at MHRC	MH			B													■			■
56	Establish Procedures to Avoid Frequency Conflicts / Issues	MH NG	G							■	■	■	■	■	■	■	■	■			■
57	Review of Military Planning Documents	MH NG	G						□	□	□	□	□	□	□	■	■	□			■
58	Housing Needs for Military Members	MH NG	G						□	□	□	□	□	□		■	■	□			■
59	Noise Data	MH NG	G							□	□	□	□	□	□	■	■	□			■
60	Public Affairs Liaison	MH NG	G													■	■				■
61	Coordination with Shoshone-Paiute Tribes	MH NG	G												□	■	■				■
Deed Restrictions / Notifications / Covenants Strategy																					
62	Recommend Deed Notifications	MH NG	B	A		B	A	B		■	■		■			■	■				■
Comprehensive Plan / Area Plan / RMP Strategies																					
63	Update Comprehensive Plans with the Compatibility Policy Set	MH	A B						□	■	■	■	■	■	■						■

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Comprehensive Plan / Area Plan / RMP Strategies (continued)																				
64	Include a Policy Statement on Sound Attenuation	MH NG		B		B	A	A		■	■	■	■		■	□	□		■	
65	Incorporate Military Housing Needs in City / County Comprehensive Plans	MH NG	G						■	■	■	■	■	■		□	□			■
66	Encourage Planned Communities	NG					A	B		■	■				□	□				■
67	Vertical Obstruction Management	MH NG	A B C						■	■	■	■	■	■	■	■	■			■
68	Wind Generation Facilities on BLM Lands	MH NG	A B												□	□	■			■
69	Consolidation of Training Facilities at OTA	NG	G												■					■
70	Land Use Change Guidelines	MH NG						A	□	■	■				□					■
Legislative Strategies																				
71	Amend the Local Land Use Planning Act	MH NG	G						■										■	
72	Provide Legislative Support for Avigation Easement Programs	MH NG	G						■										■	
MOU Strategies																				
73	Develop a Memorandum of Understanding (MOU) to Implement the Joint Land Use Study	MH NG	G						■	■	■	■	■	■	■	■	■	■	■	■
74	Develop Specific MOUs to Implement JLUS Recommendations	MH NG	A B						■	■	■	■	■	■	■	■	■	■	■	■
75	Seek Military Input on Permit Applications	MH NG	A B						■	■	■	■	■	■	■	■	■	■	■	■
Real Estate Disclosure Strategies																				
76	Develop an Enhanced Real Estate Disclosure Ordinance	MH NG	A B						■	□	□	□	□	□		□	□	■	■	
77	Real Estate Disclosure Information	MH NG	A B						■	□	□	□	□	□		□	□	■	■	
NEPA Strategies																				
78	Timely Transmittal of NEPA Documents to Study Area Stakeholders	MH NG	G												■	■	■			■
79	Timely Transmittal of NEPA Documents to Military	MH NG	G														■			■
Zoning / Subdivision Strategies																				
80	Utilize Flexible Entitlement Tools	MH NG	A B							■	■	■	■	■						■
81	Ensure FAA Part 77 Compliance	MH NG		C		C			■	■	■	■	■		■	■	■			■
82	Develop or Update Light and Glare Controls	MH NG		C				B		■	■	■			□	□		■		
83	Dark Skies Ordinance	MH NG		C				B		■	■	■			□	□		■		
84	Modify Subdivision Regulations, Disclosure	MH NG	A B							■	■	■	■	■	■				■	
85	Consider Modifications to the Boise Air Terminal Ordinance	NG				B							■						■	
Other Strategy																				
86	Update the Idaho JLUS	MH NG							■		□	□		□		□	□			■



FOR MORE INFORMATION

Idaho Department of Commerce
700 West State Street
Boise, Idaho 83720

or visit the website at:
www.landusecompatibility.com



Matrix Design Group, Inc.
Integrated Design Solutions

IDAHO
DEPARTMENT OF COMMERCE
C.L. "BUTCH" OTTER, GOVERNOR

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