

# CHAPTER ONE

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## INTRODUCTION



*Military installations are critical to local economies, typically generating thousands of jobs and billions of dollars in economic activity and tax revenue annually. In past instances, incompatible development near military installations has been a factor in the curtailment of their training operations and reorganizing mission critical components to other installations. To protect military missions and the health of the economies and industries that rely on them, encroachment must be addressed through collaboration and joint planning between installations and local communities. This Joint Land Use Study (JLUS) attempts to mitigate future issues and improve coordination among the City of Hampton, City of Poquoson, York County, City of Newport News, and Langley Air Force Base (AFB).*

*The region surrounding Langley AFB, including the City of Hampton, is expected to experience economic and population growth in the future. As new and in-fill development moves closer to the Base, a coordinated effort is needed to ensure that the growth that occurs in the JLUS study area allows the installation to maintain its strategic role in the nation's defense while concurrently remaining a vital member of the local community and a major contributor to the regional economy.*

*The Hampton-Langley JLUS was undertaken as a proactive and preventative effort to ensure mutually beneficial growth and development occurs at Langley AFB, the City of Hampton, and other local jurisdictions in proximity to the installation. This study seeks to avoid conflicts previously experienced between the United States (US) military and local communities in Hampton Roads by engaging the military and local decision-makers early rather than later when problems have already taken root and have become a reality.*

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### 1.1 LANGLEY AFB – INSTALLATION IMPORTANCE

#### **Strategic Importance**

Langley AFB is the oldest continuously active air base in the United States. Its strategic importance is linked to the installation's 93-year history as an airfield and proving ground for the Army, Navy, and the National Advisory Council for Aeronautics (NACA) aircraft. After the creation of the US Air Force (USAF), Langley was home to the headquarters of important Air Force commands, which, until 1992, included the Tactical Air Command (TAC). The strategic mission of the Base under the TAC involved

organizing, training, equipping, and maintaining combat-ready forces capable of rapid deployment to meet the challenges of peacetime air sovereignty and wartime air defense. Langley AFB is now home to Headquarters, Air Combat Command (ACC) whose primary mission is to provide air combat forces in the war-fighting commands. It is responsible for fighters, bombers, reconnaissance, and battle-management aircraft, intercontinental ballistic missiles, and command control, communications, and intelligence systems. Additionally, Langley AFB is one of only four installations to support the F-22 Raptor. The 1st Fighter Wing (1 FW) is the Base's host unit and operates the F-22 and the

F-15 Eagle. Figure 1-1 illustrates the regional setting of the JLUS. *Source: www.langley.af.mil*

### **Local Importance**

Langley AFB is integral to the overall mission of the US Air Force and is also extremely important to the economy, security, and social fabric of the Hampton Roads region, as well as the State of Virginia. According to the Base, Langley AFB has indirectly created approximately 6,600 jobs, and in Fiscal Year (FY) 2008 had a total economic impact to the local community of over \$1.2 billion. Of that figure, over 50 percent was attributed to the Gross Payroll of Personnel Employed (\$652,750,689), over 30 percent was generated by the Total Annual Expenditures (\$427,615,913), and the remaining impact was the product of the Estimated Annual Value of Jobs Created (\$202,815,340).

*Source: Fiscal Year 2008 Economic Impact Analysis, Langley AFB, September 30, 2008*

## **1.2 LANGLEY AND LOCAL COMMUNITIES – WORKING TOGETHER**

It is very important for military installations to be good stewards and to work closely and interact with their local communities. In FY08, almost 83 percent of the military personnel stationed at Langley AFB and their families resided off-Base in nearby communities such as the cities of Hampton, Poquoson, and Newport News, as well as in unincorporated areas within York County. The personnel and families are integral components of their host communities. Local jurisdictions and agencies provide a range of services for military personnel, from schools, libraries, and utilities to police and fire protection. Langley AFB hosts and encourages a variety of volunteer and interactive activities throughout the year as a way of reaching out to local communities. Military personnel also respond when critical services are needed in adjacent communities.

*Sources: Fiscal Year 2008 Economic Impact Analysis, Langley AFB, September 30, 2008, www.langley.af.mil.*

## **1.3 A GROWING REGION**

The Hampton-Langley JLUS study area has experienced steady population growth, primarily due to consistent development in its diverse industrial and commercial economic base, as well as military growth. The population of the study area has increased 38 percent between 1970 and 2007, resulting in extensive residential, commercial, and industrial uses. Population growth of this area is projected to continue with the expectation that the area's robust and diverse economy will attract an estimated 70,000 additional residents by 2034, creating a total population of approximately 470,000 residents.

*Source: www.census.gov*

## **1.4 WHY PREPARE A JOINT LAND USE STUDY?**

In general, the activities or actions of one entity have the potential to negatively impact another, which can result in conflicts. As communities develop and expand in response to growth and market demands, land use decisions can push urban development closer to military installations and operational areas. The result is likely to create land use and other compatibility issues, often referred to as encroachment. This condition can have negative impacts on community safety, economic development, and sustainability of military activities and readiness.

### ***What Is a Compatibility Issue?***

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

- *The impacts of military aircraft noise on nearby communities*
- *The need to ensure land uses in Langley's safety zones are safe and compatible with military aircraft operations*

This threat to military readiness activities is currently one of the military's greatest concerns.

Collaboration and joint planning between the military and local communities should occur to protect the military mission and the health of the economies and industries in surrounding communities before land use compatibility becomes an issue. Recognizing the symbiotic relationship between installations and communities within their vicinity, the Department of Defense (DOD)-Office of Economic Adjustment (OEA) implemented the Joint Land Use Study program in an effort to mitigate land and air conflicts and to build better relationships among all parties. This program endeavors to preserve the sustainability of local communities while protecting current and future operational missions at Langley AFB. The balancing of community and military needs and desires provides opportunities for growth, fostering a mutually beneficial relationship for all entities.

## **1.5 WHAT IS A JOINT LAND USE STUDY?**

A JLUS is a collaborative planning effort involving local communities, federal officials, residents, business owners, and the military to identify compatible land uses and growth management guidelines near active military installations, such as Langley AFB. The program establishes a mechanism for Langley AFB and local jurisdictions to act as a team to prevent incompatible land uses. A JLUS is implemented, essentially, to protect the residents' quality of life, the property owners' rights, and the current and future mission of the installation. Although primarily funded by the DOD-OEA, a JLUS is produced by and for local communities. The primary objectives of the OEA 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 sustainable growth in an economically, environmentally, and socially sustainable manner; and
- 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; and
- Preserve the ability of the installation to expand or adapt its mission to changing conditions.

## **1.6 HAMPTON-LANGLEY JLUS STUDY AREA**

The Hampton-Langley JLUS study area is designed to address all lands near Langley AFB 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 Langley AFB and areas that exhibit significant potential for future development. The primary characteristics evaluated in determining the study area were compatibility issues associated with noise, safety zones (including Bird / Wildlife Aircraft Strike Hazard (BASH)), land use, vibration, and competition for scarce resources. Figure 1-2 illustrates the Hampton-Langley JLUS study area, which encompasses land in York County and the cities of Hampton, Poquoson and Newport News, on the southern end of the Virginia Peninsula.

## **Hampton-Langley Joint Land Use Study**



## Legend

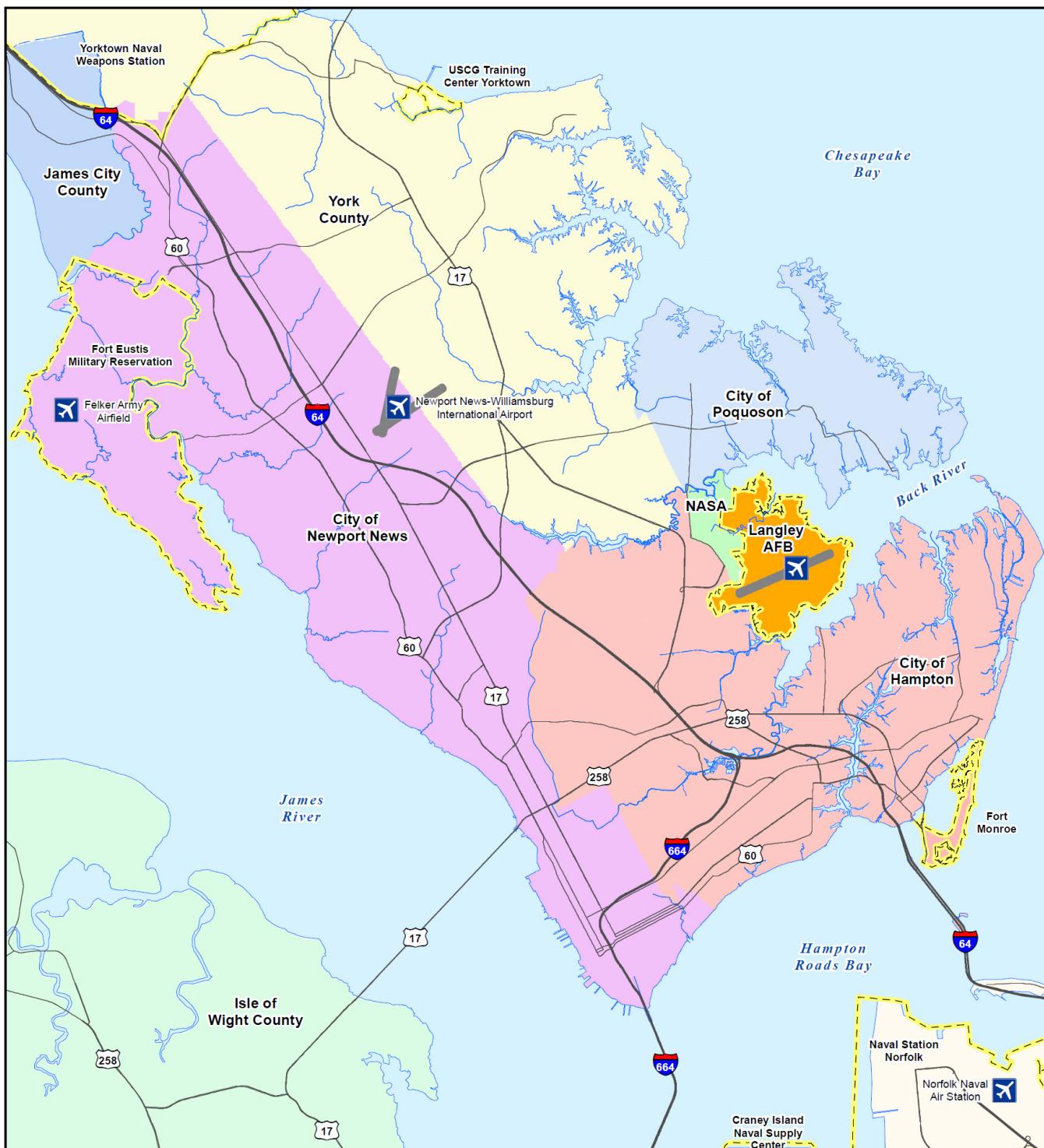
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0 2.5 5 10 Miles



*Figure 1-1*  
*Regional Location*

**Legend**

<span style="background-color: #f0e6e6; border: 1px solid black; padding: 2px;"></span>	Military Installation selection 2	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"></span>	Isle of Wight County	<span style="background-color: #FFA500; border: 1px solid black; padding: 2px;"></span>	Langley AFB	<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	River / Stream
<b>Jurisdictional Boundary</b>				<span style="border: 2px dashed yellow; padding: 2px;"></span>	Military Installation		
<span style="background-color: #f0e6e6; border: 1px solid black; padding: 2px;"></span>	City of Hampton	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"></span>	N. A. S. A.	<span style="border: 2px dashed yellow; padding: 2px;"></span>	Runway	<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	Major Roads
<span style="background-color: #f0e6e6; border: 1px solid black; padding: 2px;"></span>	City of Newport News	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"></span>	York County	<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	Water Body	<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	Interstate
<span style="background-color: #f0e6e6; border: 1px solid black; padding: 2px;"></span>	City of Poquoson	<span style="background-color: #90EE90; border: 1px solid black; padding: 2px;"></span>		<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>		<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	Highway
<span style="color: #0070C0; border: 1px solid black; padding: 2px;"></span>	Airport						



0 1.25 2.5 Miles

**Figure 1-2**  
**Study Area**

## 1.7 JLUS GOAL

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

- **Understanding.** Convene community and Langley 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 Langley AFB and surrounding communities so that future community growth and development is compatible with the training and operational missions on 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 as well as local government and agency approaches to reduce impacts on Langley AFB operations.

## 1.8 PUBLIC OUTREACH

As highlighted above, the JLUS process was designed to create a community-based plan that builds consensus and obtains support from varied interests, including residents, property owners, local elected officials, business interests, the military, and state and federal agency representatives. To achieve the JLUS goal, the

Hampton-Langley JLUS process incorporated a public outreach program that included a variety of opportunities for interested parties to contribute 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 concerns and the development of plans to address them. Stakeholders include individuals, groups, organizations, and political entities interested in, affected by, or affecting the outcome of a decision or project. For the Hampton-Langley JLUS, identified stakeholders included, but were not limited to:

- County and city-elected officials, representatives, and staff
- Local, regional, and state planning regulatory and land management agencies
- DOD officials (including OEA representatives) and military installation personnel
- Educational and research institutions
- Other special interest groups

### **Policy Committee and Working Group**

The development of the Hampton-Langley JLUS was guided by two groups, the Joint Land Use Study Policy Committee (PC) and the Joint Land Use Study Working Group (WG). The PC 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 PC consisted of representatives designated by the cities of Hampton, Newport News, Poquoson, and representatives from York County, Langley AFB, and other stakeholder groups.

**Table 1-1. JLUS Sponsor Responsibilities and Participants**

Participants	Responsibilities
<ul style="list-style-type: none"> <li>▪ City of Hampton</li> <li>▪ Department of Defense, Office of Economic Adjustment</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordination</li> <li>▪ Accountability</li> <li>▪ Grant Management</li> <li>▪ Financial Contribution</li> </ul>

**Table 1-2. Policy Committee Responsibilities and Participants**

Participants	Responsibilities
<ul style="list-style-type: none"> <li>▪ City of Hampton</li> <li>▪ City of Poquoson</li> <li>▪ City of Newport News</li> <li>▪ York County</li> <li>▪ Hampton Roads Planning District Committee</li> <li>▪ NASA Langley Research Center</li> <li>▪ Langley AFB</li> </ul>	<ul style="list-style-type: none"> <li>▪ Policy Direction</li> <li>▪ Study Oversight</li> <li>▪ Monitoring</li> <li>▪ Report Adoption</li> </ul>

**Table 1-3. Working Group Responsibilities and Participants**

Participants	Responsibilities
<ul style="list-style-type: none"> <li>▪ City of Hampton</li> <li>▪ City of Poquoson</li> <li>▪ City of Newport News</li> <li>▪ York County</li> <li>▪ Department of Defense, Office of Economic Adjustment</li> <li>▪ Virginia National Defense Industrial Authority</li> <li>▪ Langley AFB</li> <li>▪ Thomas Nelson Community College</li> <li>▪ Newport News-Williamsburg Airport</li> <li>▪ Hampton Roads Military and Federal Facilities Alliance</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify Issues</li> <li>▪ Provides Expertise to Address Technical Issues</li> <li>▪ Evaluate and Recommend Implementation Options to the PC</li> <li>▪ Provide Draft and Final Report Recommendations to the PC</li> </ul>

The WG was established to provide technical expertise to the PC and the project team (Matrix Design Group, Inc.). The WG consisted of county and city planners and military planners and technical specialists. This group identified issues to be addressed, provided feedback on report development, and evaluated implementation options for the PC.

### ***Policy Committee***

*Meeting #1: June 10, 2009*

*Meeting #2: August 20, 2009*

*Meeting #3: March \_\_, 2010*

### ***Working Group***

*Meeting #1: June 10, 2009*

*Meeting #2: September 22, 2009*

information to their organizations or constituencies and, subsequently, relaying their organization's comments and suggestions back to both committees for consideration. Meetings were held throughout the process to ensure the JLUS identified and appropriately addressed local issues. Objectives accomplished at each meeting are highlighted as follows:

#### ***PC Meetings***

**Meeting #1: June 10, 2009** – Discussed the purpose and scope of the JLUS and land use compatibility issues. Conducted jointly with the WG, this meeting educated committee members on the JLUS process and identified initial compatibility concerns.

**Meeting #2: August 20, 2009** – Provided an overview of the Hampton-Langley JLUS process and committee roles, reviewed the public input survey and the public outreach program, and discussed the project schedule. It involved identification of the compatibility issues to be addressed in the JLUS.

**Meeting #3: March \_\_, 2010** – TBD

The PC and WG served as liaisons to their respective stakeholder groups. PC and WG members were charged with communicating committee activities and

#### ***WG Meetings***

**Meeting #1: June 10, 2009** – Discussed purpose and scope of the JLUS and land use compatibility issues. Conducted jointly with the PC, this meeting educated committee members on the JLUS process and identified initial compatibility concerns.

**Meeting #2: September 22, 2009** – Discussed the compatibility issue categories identified for this JLUS.

#### ***Public Forums***

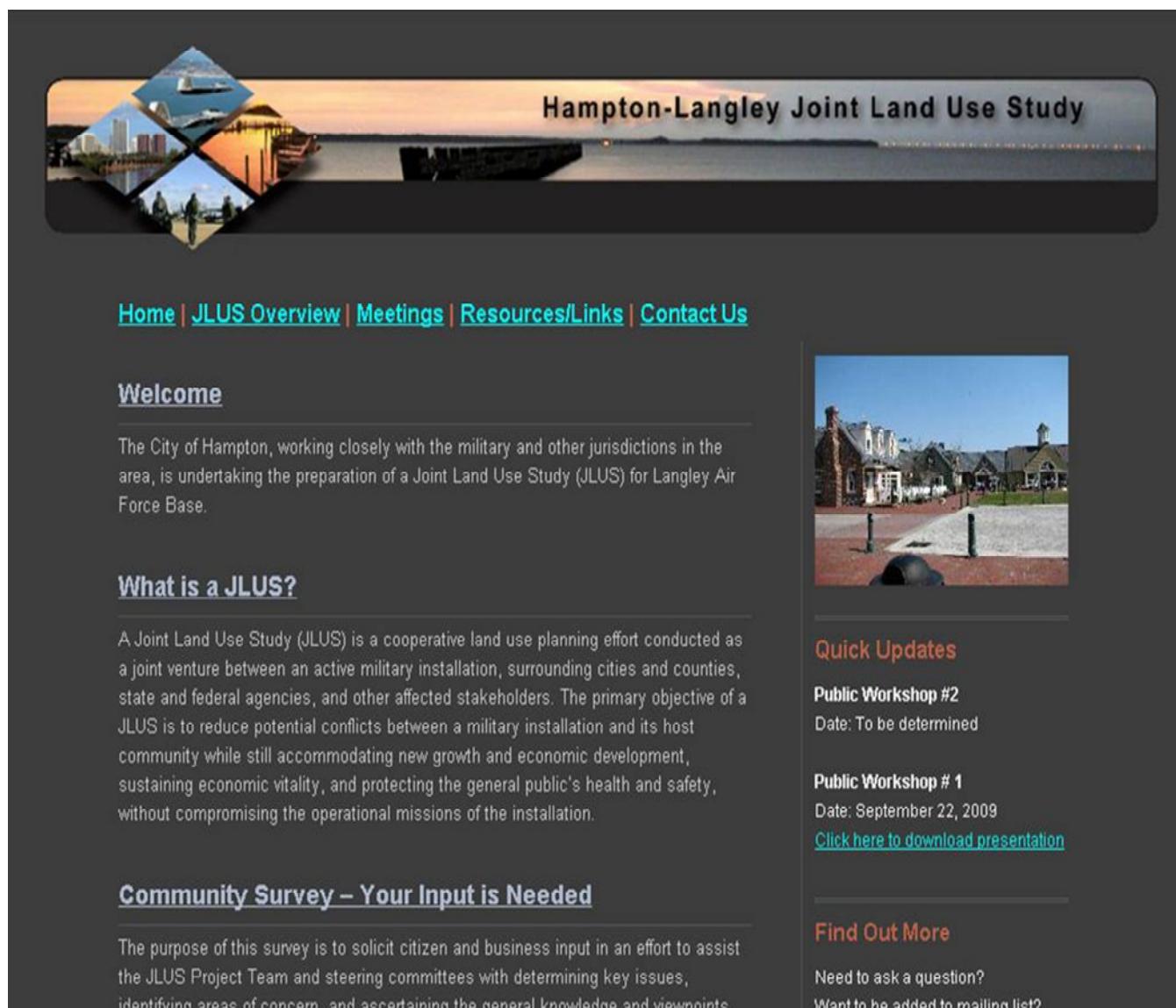
In addition to the PC and WG meetings, a series of public forums were held throughout the development of the study. These forums provided an opportunity for the exchange of information with the surrounding community, assisted in identifying the issues to be addressed in the JLUS, and provided input on the strategies proposed. Each forum included a traditional presentation and oral 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 study.

- Public Forum #1: September 22, 2009  
This forum provided an overview of the Hampton-Langley JLUS process and engaged the community in the identification of issues to be addressed in the JLUS. It also provided an overview of the Langley AFB mission, defined the JLUS program and process, provided an opportunity for questions and answers concerning the program, and then gave an overview of compatibility issue types. This last item was used by attendees to describe the compatibility issues that should be addressed.
- Public Forum #2: Date TBD
- Public Forum #3: Date TBD
- Public Forum #4: Date TBD

## **Public Outreach Materials**

Early in the JLUS process, a Fact Sheet was developed describing the JLUS program, objectives, methods for the public to provide input into the process, the Hampton-Langley JLUS proposed study area, results of a noise study, study area profile and trends analysis, and an initial assessment of the existing plans and programs applicable to this JLUS. This Fact Sheet was made available at all meetings for interested members of the public.

In addition to the Fact Sheet, a project website was developed and maintained that provided stakeholders, the public, and media representatives with access to project information. This website was maintained for the entire project to ensure information was easily accessible. Information contained on the website included: program points of contact, schedules, documents, maps, public meeting information, downloadable comment forms, and other links and contacts to facilitate public feedback.



The screenshot shows the homepage of the Hampton-Langley Joint Land Use Study website. At the top, there is a banner featuring a collage of images related to the study, including a bridge, a city skyline, and industrial structures. To the right of the banner, the text "Hampton-Langley Joint Land Use Study" is displayed. Below the banner, there is a navigation menu with links to "Home", "JLUS Overview", "Meetings", "Resources/Links", and "Contact Us". The main content area has a dark background. On the left, there is a "Welcome" section with text about the study's purpose and a "What is a JLUS?" section with a detailed description of the study's objectives and scope. On the right, there is a "Quick Updates" section with information about two public workshops, including dates and links to download presentations. At the bottom, there is a "Find Out More" section with links for asking questions and joining the mailing list.

## 1.9 JLUS IMPLEMENTATION

Once completed, it is important to note that this JLUS is **not** an adopted plan. It is a strategy guide that will be used by local jurisdictions, Langley AFB, state and federal agencies, and other identified stakeholders in the study area to guide their future compatibility efforts. For instance, local jurisdictions will use the strategies in this JLUS to guide future comprehensive plan updates and zoning ordinance decisions, as well as to assist in the review of development proposals. Langley AFB will use the JLUS to guide their interaction with local jurisdictions on future projects and to manage internal planning processes with a compatibility based approach. It is through the future actions of the involved stakeholders that the JLUS strategies will become a reality.

The key to making the strategies presented in this JLUS a reality is the establishment of the JLUS Coordinating Committee that oversees the implementation of the JLUS after it is complete. Through this committee, local jurisdictions, Langley AFB, and other interested parties will continue their work together to establish procedures, recommend or refine specific actions for member agencies, and make adjustments to strategies over time to ensure the JLUS remains relevant to the planning issues of the study area.

## 1.10 JLUS ORGANIZATION

The following is a brief overview of the organization of the Hampton-Langley JLUS, including the contents of each chapter and materials included in the appendices.

**Chapter 1, Introduction.** Chapter 1 provides an introduction and context for the Hampton-Langley JLUS. This chapter describes the goals and objectives used to guide development of the JLUS, the entities involved in developing the JLUS, public outreach methods, and the organization of the document.

**Chapter 2, Study Area Profile.** In developing a JLUS, a comprehensive understanding of the

installation and local jurisdictions within the study area is necessary. For the Hampton-Langley JLUS, this chapter 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, installation 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 the county and cities within the study area.

**Chapter 3, Compatibility Factors.** Compatibility, in relationship to military readiness, can be defined as the balance or compromise between long-term 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 factors in the study area. In this chapter, the JLUS presents the compatibility factors identified for the Hampton-Langley JLUS. These factors were identified based on input from the PC and WG, members of the public, existing plans and technical reports, and evaluation by the project team.

**Chapter 4, Existing Plans and Programs.** This chapter provides an overview of currently available and relevant plans, programs, and studies used to address compatibility issues in the study area. This includes technical studies, such as the current Langley AFB Air Installation Compatible Use Zone (AICUZ) Study, as well as local comprehensive plans and zoning ordinances.

**Chapter 5, Recommendations.** The final chapter of the JLUS organizes a specific course of action that has been developed cooperatively with representatives from local jurisdictions, Langley AFB, state and federal agencies, local organizations, and interested individuals and

landowners. The result of a collaborative planning process, the recommendations in this chapter represent a true consensus plan: a realistic, coordinated approach to compatibility planning developed with the support of the stakeholders involved.

**Key References.** The main JLUS document is supported by the following key reference documents. These documents are available electronically in the appendices.

- |                                                                                |                                                                                               |
|--------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|
| A. Hampton-Langley JLUS Fact Sheet                                             | J. Hampton Community Plan                                                                     |
| B. Langley Compatibility Factors Brochure                                      | K. Newport News <i>Framework for the Future 2030</i>                                          |
| C. Langley Compatibility Tools Brochure                                        | L. The City of Poquoson Comprehensive Plan                                                    |
| D. Langley Air Installation Compatible Use Zone (AICUZ) Study (2007), Volume I | M. Zoning Ordinance for York County and the cities of Hampton, Newport News and Poquoson      |
| E. Langley AFB Bird / Wildlife Aircraft Strike Hazard (BASH) Plan, 2005        | N. Subdivision Ordinance for York County and the cities of Hampton, Newport News and Poquoson |
| F. Langley AFB Integrated Natural Resources Management Plan (INRMP), 2006      | O. Building Code for York County and the cities of Hampton, Newport News and Poquoson         |
| G. Langley AFB Integrated Cultural Resources Management Plan (ICRMP), 2007     | P. Noise Ordinance for York County and the cities of Hampton, Newport News and Poquoson       |
| H. FAA Part 77                                                                 | Q. York County <i>Charting the Course to 2025</i>                                             |
| I. The Code of Virginia                                                        | R. York County Subdivision Ordinance                                                          |

*Please see next page.*