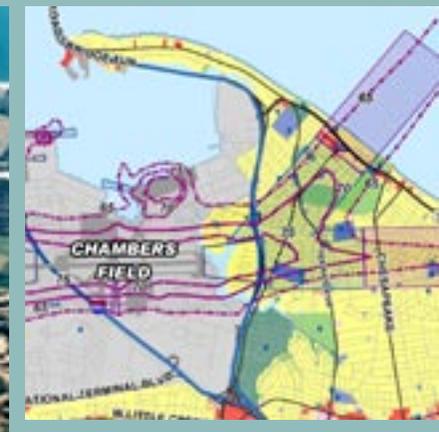
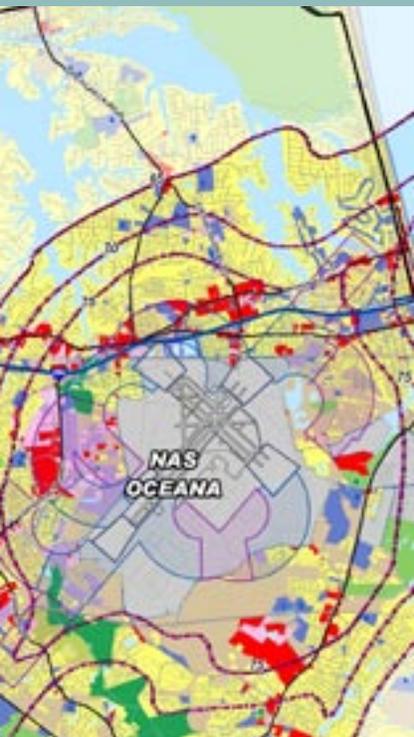


# *Final* Hampton Roads *Joint Land Use Study*



PREPARED FOR  
Hampton Roads Planning District Commission

PREPARED BY  
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APRIL 2005



DESIGN, PLANNING AND ENVIRONMENTS WORLDWIDE



# Acknowledgements

The Hampton Roads Joint Land Use Study (JLUS) was prepared with assistance from a number of individuals. Two committees - a Policy Committee and a Technical Committee (Working Group) - have guided the study and support its findings. The membership of these committees is as follows:

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*This study was prepared under contract with the Hampton Roads Planning District Commission with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Hampton Roads Planning District Commission and the jurisdictions involved and does not necessarily reflect the views of the Office of Economic Adjustment.*

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# Study Purpose and Process

## 1.1 Introduction

The Hampton Roads region has been a home for U.S. Navy operations for over two centuries. Air operations were first initiated in the region during World War I at Chambers Field at Naval Station (NS) Norfolk and have increased significantly since then. Naval Air Station (NAS) Oceana was first established as an auxiliary airfield in 1943 and then designated as a major Navy jet air base in the 1950s. It is now one of the largest Navy air bases in the country and home for the F/A 18 Hornet and F-14 Tomcat jet squadrons. A third Navy airfield—Naval Auxiliary Field (NALF) Fentress—was established in 1940 as a support training facility for planes stationed at then NAS Norfolk and now serves as a major carrier landing training facility for aircraft stationed at NAS Oceana and Chambers Field.

At the same time, the region has continued to grow, for the most part proportionately with growth in the U.S. Navy's presence and role in Hampton Roads. The region also has developed an increasingly diversified economy and been extremely successful in attracting businesses, tourists and new residents. Recent population growth in the cities of Virginia Beach and Chesapeake has been dramatic with double digit increases in home sales and values.

Most significant to NAS Oceana, the population of Virginia Beach has exploded between its charter in 1963 and today. Following the annexation between Princess Anne County and the City, the new Virginia Beach embarked on a transition from rural area to suburban community. Now considered the largest city in the Commonwealth of Virginia, Virginia Beach has developed most of its vacant land, transitioning from a suburban to urban community, particularly over the last 10-15 years.

As a result, more residents now live in the path of active air operations at all three Navy airfields. Homes are located in the safety zones and noise contours associated with the three Navy airfields, and new development is proposed in some of these same areas. Conflicts are increasing between the need to provide for the safety and welfare of residents and the operational demands of the Navy's aviation mission in the Hampton Roads region.

The Department of Defense (DoD) has two major programs designed to address conflicts between military operations and adjacent civilian land uses. In 1973, the DoD established the Air Installation Compatible Use Zones (AICUZ) program to provide information about installation activities and to encourage local communities to adopt land use patterns that are more compatible with base operations.

In 1985, the DoD initiated the Joint Land Use Study (JLUS) program to create a participatory, community-based framework for land use planning around military airfields. The objectives of the JLUS are two-fold:

- to encourage cooperative land use planning between military installations and the surrounding community and
- to seek ways to reduce the operational impacts of military bases on adjacent land.

The JLUS process encourages residents, local decision-makers and installation representatives to study issues of compatibility in an open forum, balancing both military and civilian interests. The resulting recommendations are intended to guide the local government in the implementation of appropriate land use controls around military installations.

This JLUS for the Hampton Roads region was initiated in 2004 as part of DoD's nationwide JLUS program. It addresses land use compatibility issues among the three jurisdictions—the cities of Norfolk, Virginia Beach and Chesapeake—surrounding the three Navy airfields in the region. It was funded by the Office of Economic Adjustment (OEA) within DoD, as well as each of the three jurisdictions participating in the study. Because this study is a regional study, it is being coordinated and managed by the Hampton Roads Planning District Commission (HRPDC) on behalf of the three jurisdictions and the U.S. Navy.

## 1.2 Study Objectives

The objective of the Hampton Roads JLUS is to provide recommendations regarding land development policy and implementation responding to the Navy's air mission in the region. Specifically, the study's intent is to address, at the minimum, the following topics:

- Community impact of noise exposure and accident potential zones resulting from aircraft operations,
- Land uses in each jurisdiction that adversely impact air operations,
- Limitations on tall structures that interfere with flight operations,
- Operational measures to mitigate community impacts, and

- Local government approaches to developing and implementing land use policy and development controls to reduce the impacts associated with air operations.

These specific objectives support the primary goal of balancing long-term compatibility between the military operations and the vibrant economic and social growth of the surrounding communities.

### 1.3 Planning Area

The Hampton Roads JLUS addresses each of the Navy's airfields operating in the region (see Figure 1.1). The airfield sizes and services differ, ranging from outlying field services to a Master Jet Base. The airfields included in the study are:

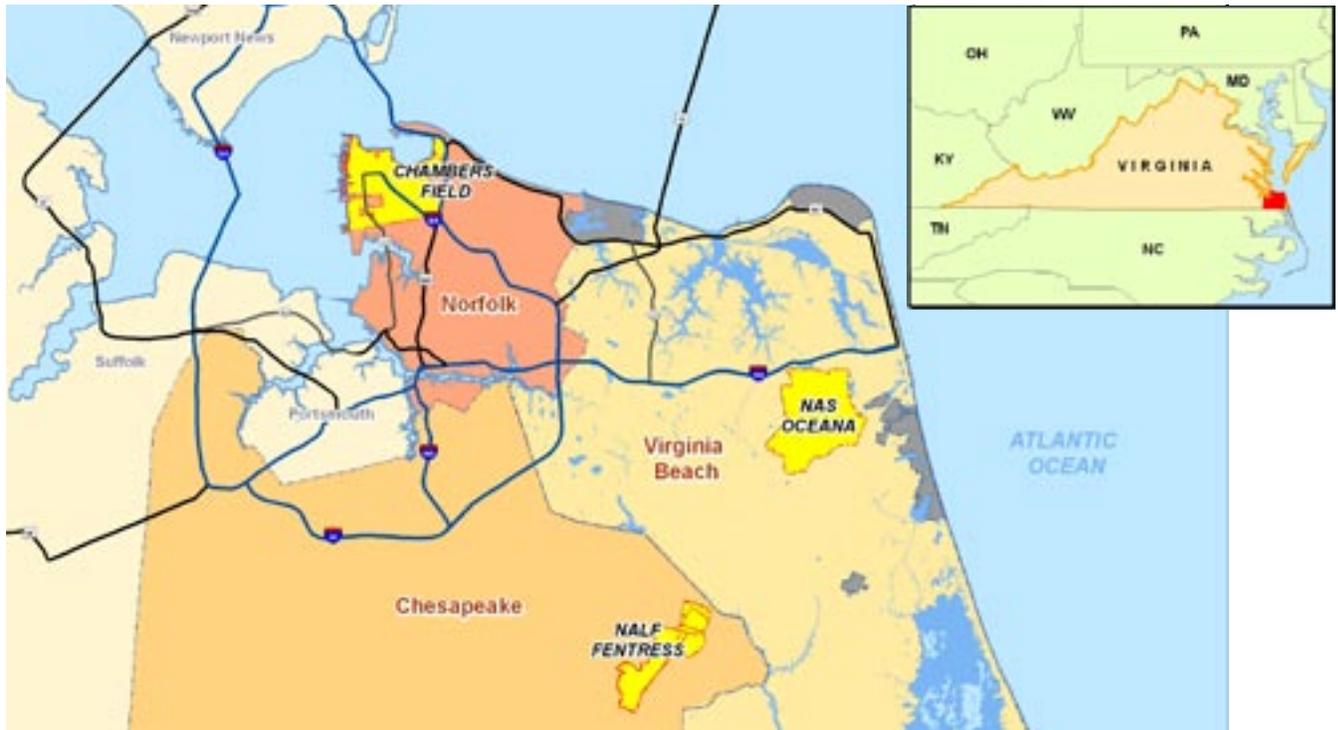
- *Naval Air Station (NAS) Oceana* is located in the eastern portion of the City of Virginia Beach. NAS Oceana is one of the Navy's largest air stations and home for F/A-18 C/D Hornet and F-14 Tomcat aircraft squadrons. Oceana will also station F/A 18 E/F Super Hornets, which are beginning to arrive and fly at the base in the fall of 2004, to replace the planned retirement of F-14's and older model F/A-18Cs over the next four years.
- *Navy Auxiliary Landing Field (NALF) Fentress* is located in the north-east quadrant of the City of Chesapeake, seven miles south of Oceana. Its primary use is for Field Carrier Landing Practice (FLCP) by aircraft stationed at both Oceana (F/A-18 and F-14) and Chambers Field (E-2/C-2).
- *Chambers Field at Naval Station (NS) Norfolk* is located within the Naval Station boundaries in Norfolk and home for E-2 Hawkeye and C-2 Greyhound aircraft squadrons along with a variety of helicopter units. Chambers Field also is an air logistics hub for airlifting military personnel and material to other U.S. bases and abroad.

A brief history and description of current air operations at each of these bases is provided in Chapter 2.

### 1.4 Participating Stakeholders

An underlying goal of the JLUS process is the involvement of key stakeholder and community perspectives in crafting the final consensus-based plans for each jurisdiction. The Hampton Roads JLUS utilized two primary committees for decision-making throughout the process. Interviews with public stakeholders and representatives augmented the planning and decision-making process of both committees.

Figure 1.1 Regional Map



### Policy Committee

This committee represents city officials from Virginia Beach, Chesapeake and Norfolk, military installation leaders, and Federal agency representatives. The committee provides overall direction to the planning process, approves study recommendations, and endorses appropriate implementation recommendations identified by the Working Group.

The Policy Committee has met in conjunction with the Working Group three times during the course of the project. Meetings included the Project Kick-off in July 2004, a review of Draft Recommendations during December, and a Final Report review and discussion during February-April 2005.

### Technical Committee (Working Group)

This committee represents technical representatives from each city's planning departments, military installation planners, and the Chair of the Policy Committee. The aforementioned chair was included to provide consistency and feedback to her fellow elected officials on the Policy Committee. The Working Group met in conjunction with the Policy Committee, as well as alone during the planning process in order to

**Table 1.2 Roles and Responsibilities**

	<b>Responsibilities</b>	<b>Participants</b>
<b>Study Sponsors</b>	<ul style="list-style-type: none"> <li>Coordination</li> <li>Accountability</li> <li>Grant Management</li> <li>Financial Contribution</li> </ul>	<ul style="list-style-type: none"> <li>City of Virginia Beach</li> <li>City of Chesapeake</li> <li>City of Norfolk</li> <li>OEA</li> <li>HRPDC</li> </ul>
<b>Policy Committee</b>	<ul style="list-style-type: none"> <li>Policy Direction</li> <li>Study Design &amp; Oversight</li> <li>Monitoring</li> <li>Report Adoption</li> </ul>	<ul style="list-style-type: none"> <li>City Officials from Each Jurisdiction:                             <ul style="list-style-type: none"> <li>- City Manager or designee</li> <li>- City Council Representatives</li> </ul> </li> <li>Navy Representatives</li> <li>OEA Representative</li> </ul>
<b>Technical Committee (Working Group)</b>	<ul style="list-style-type: none"> <li>Technical Issues</li> <li>Alternatives</li> <li>Report Development</li> <li>Recommendations</li> </ul>	<ul style="list-style-type: none"> <li>Planning Representatives from Each Jurisdiction</li> <li>Navy Representatives</li> <li>OEA Representatives</li> <li>HRPDC Representatives</li> </ul>

discuss relevant issues, share information, and investigate preliminary recommendations. Over a half dozen meetings were held throughout the course of the project, beginning with the kick-off and ending with the Final Report in April 2005.

Table 1-2 represents the general roles and responsibilities of the technical and policy committees, as recommended by the DoD *JLUS Program Guidance Manual*, along with committee representation for the Hampton Roads JLUS.

## 1.5 Public Participation Opportunities

In addition to the Policy Committee and Working Group Meetings, the JLUS team has conducted two “open house” public involvement events. These open houses gave residents an opportunity to understand the existing issues, review draft recommendations, and provide input on implementation strategies. Representatives of each participating city planning department, the Navy, HRPDC, OEA and the project consultants were available for questions and comments.

Public Workshops were conducted at the HRPDC Regional Building, as follows:

- **August 17, 2004** – An overview of the JLUS purpose, goals, and a brief summary of existing conditions;
- **December 2, 2004** – A review of draft tools recommended to reduce air safety and noise-related impacts around each Navy airfield.

A public website was also established, providing information on the planning process, meeting dates, and draft documents for public review. The website can be accessed at <http://www.hrpdc.org/jlus/>.

In addition to the JLUS public workshops, the cities of Virginia Beach and Chesapeake have conducted parallel efforts to solicit public participation and feedback during the summer/fall of 2004 and winter/spring of 2005. A series of meetings and interviews were conducted to engage and inform community interests in the planning process. In Virginia Beach, twelve different community groups have participated in these meetings along with City representatives, Council members and planning staff. In Chesapeake, an open house was conducted to solicit input and provide information on the study. The various informational meetings that have occurred in the two jurisdictions related to the JLUS include the following:

- Virginia Beach Stakeholder interviews: August/September, 2004
- Virginia Beach Stakeholder Group Meeting #1: August 23, 2004
- Chesapeake Open House: September 30, 2004
- Virginia Beach Stakeholder Group Meeting #2: October 21, 2004
- Virginia Beach Town Hall Meetings: January 31 and February 2, 2005
- Virginia Beach Public Information Forum: March 17, 2005

The City of Virginia Beach has also convened its AICUZ Task Force during fall 2004 and winter 2005 to review preliminary study recommendations and provide input to the JLUS Working Group and Policy Committee representatives. These meetings, as well as City Council meetings during the winter and spring of 2005 to review the proposed JLUS recommendations, were open to the public.