

**COUNTY OF SAN LUIS OBISPO BOARD OF SUPERVISORS
AGENDA ITEM TRANSMITTAL**

(1) DEPARTMENT Planning and Building	(2) MEETING DATE 6/18/2013	(3) CONTACT/PHONE Kami Griffin, Assistant Director / 781-5708	
(4) SUBJECT Presentation of the Joint Land Use Study prepared for Camp Roberts. District 1			
(5) RECOMMENDED ACTION It is recommended that the Board receive and file the Joint Land Use Study (JLUS) for Camp Roberts.			
(6) FUNDING SOURCE(S) Dept of Defense Office of Economic Adjustment Grant	(7) CURRENT YEAR FINANCIAL IMPACT \$155,181.00	(8) ANNUAL FINANCIAL IMPACT \$155,810.00	(9) BUDGETED? Yes
(10) AGENDA PLACEMENT { } Consent { } Presentation { } Hearing (Time Est. ____) { X } Board Business (Time Est. <u>50</u>)			
(11) EXECUTED DOCUMENTS { } Resolutions { } Contracts { } Ordinances { X } N/A			
(12) OUTLINE AGREEMENT REQUISITION NUMBER (OAR) N/A		(13) BUDGET ADJUSTMENT REQUIRED? BAR ID Number: { } 4/5th's Vote Required { X } N/A	
(14) LOCATION MAP N/A	(15) BUSINESS IMPACT STATEMENT? No	(16) AGENDA ITEM HISTORY { } N/A Date: <u>8-17-2010 / 6-26-2011</u>	
(17) ADMINISTRATIVE OFFICE REVIEW Reviewed by Leslie Brown			
(18) SUPERVISOR DISTRICT(S) District 1 -			

County of San Luis Obispo



TO: Board of Supervisors
FROM: Planning and Building / Kami Griffin, Assistant Director
DATE: 6/18/2013
SUBJECT: Presentation of the Joint Land Use Study prepared for Camp Roberts. District 1

RECOMMENDATION

It is recommended that the Board receive and file the Joint Land Use Study (JLUS) for Camp Roberts.

DISCUSSION

Summary

A JLUS is a cooperative land use planning effort between affected local governments and the military installation. The recommendations in the JLUS present a rationale and justification, and provide a policy framework to support adoption and implementation of compatible development measures designed to prevent urban encroachment; safeguard the military mission and protect the public health, safety and welfare.

The Camp Roberts JLUS is developed as a proactive and preventive effort to ensure increased communication about land use regulation and conservation decisions as well as natural resource management issues. This study seeks to avoid conflicts previously experienced between the military and local communities in other areas of the United States by engaging the military and local decision-makers in a collaborative process.

Background

A JLUS is a planning process accomplished through the collaborative efforts of a comprehensive list of stakeholders in a defined study area. These stakeholders include local community, state, and federal officials, residents, business owners, local tribal governments, nongovernmental organizations, and the military to identify compatible land uses and growth management guidelines adjacent to active military installations. The intent of the process is to establish and encourage a working relationship between a military installation and their proximate communities to act as a team to prevent and/or reduce encroachment issues associated with current and future mission activities and local growth.

Although the JLUS was funded through a grant from the Department of Defense (DOD), Office of Economic Adjustment (OEA), it is produced by and for local communities. The project management entity for the Camp Roberts JLUS is San Luis Obispo County. On August 17, 2010, your Board passed a resolution to designate the County of San Luis Obispo as the local sponsor and to apply for a grant to complete the JLUS.

The community of San Miguel, located on the fringe of Camp Roberts's ownership, has been experiencing a significant amount of growth over the past 10 years, including additional residential density. In addition, the community of Heritage Ranch, which was developed primarily as a second home community on Lake Nacimiento, has recently become a full time community. As full time populations have increased in the area, residents can sometimes hear noises related to the training operations occurring at the Camp. Although residents who have lived in the area long enough to understand the operations that occur at Camp Roberts are not affected by the noise, as new residents move to the area

expecting a quiet, rural atmosphere, the potential for conflicts between these residents and the noise created by the training occurring at Camp Roberts will increase. This is particularly true if the training activities at the camp continue to increase as expected. The increased training activities will add to the traffic, noise, and environmental impacts.

Urban development near the perimeter of active military bases impacts operational effectiveness, training, and readiness missions. If allowed to go unregulated incompatible development may compromise the utility and effectiveness of a military installation and its mission. When people and communities are exposed to irritating noise and accident potential, they seek relief. Typically this results in public pressure on the military base commander to modify or curtail operations or transfer activities to other installations. Mission constraints can lead to base closure.

The commensurate reduction in installation personnel and mission activities can have a direct and detrimental effect on the jurisdiction through reduced economic activity and loss of jobs, impacting the local tax base and economic health. The extent of urban encroachment impacting the operational utility of an installation is one consideration in determining the future viability of an installation.

When a Military Service believes an installation may be experiencing incompatible development problems or that there is the likelihood for incompatible development that could adversely affect the military mission, the Service may nominate the installations for a JLUS to OEA. Camp Roberts was been evaluated by the OEA who confirmed the need for a JLUS. The OEA approved funding for the preparation of a JLUS through a Community Planning Assistance Grant in April 2011.

Benefits of a JLUS

As communities develop and expand in response to growth and market demands, land use approvals have the ability to locate potentially incompatible development closer to military installations and operational / training areas. The result can initiate new, or exacerbate existing, 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 among military installations, local communities, and agencies should occur to protect the long-term viability of existing and future military missions. Working together also enhances the health of economies and industries of the communities before incompatibility becomes an issue. Recognizing the close relationship that should exist between installations and adjacent communities, the OEA implemented the JLUS program in an effort to mitigate existing and future conflicts and enhance communication and coordination among all affected stakeholders. This program aims to preserve the sustainability of local communities within the JLUS study area while protecting current and future operational and training missions at Camp Roberts.

There have been close to 100 completed JLUS studies nationwide to date.

JLUS Objectives

There were three primary objectives identified for the Camp Roberts JLUS:

- **Understanding.** Convene community and military representatives to identify, confirm, and understand the issues in an open forum, taking into consideration both community and Camp Roberts perspectives and needs. This includes public awareness, education, and input organized into a cohesive outreach program.
- **Collaboration.** Encourage cooperative land use and resource planning among Camp Roberts and surrounding communities so that future community growth and development are compatible with the training and operational missions at Camp Roberts, while at the same time seeking ways to reduce operational impacts on adjacent lands.

- **Actions.** Provide a set of mutually supported tools, activities, and procedures from which local jurisdictions, agencies, and Camp Roberts / California Army National Guard (CAARNG) can select, prepare, and approve /adopt and then use to implement the recommendations developed during the JLUS process. The actions proposed include both operational measures to mitigate installation impacts on surrounding communities and local government and agency approaches to reduce community 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 JLUS is not a regulatory document. It is not enforceable nor is it binding. It is a body of information for decision-makers of all levels to make informed decisions about future actions that may impact the installation.

JLUS Process

A consultant (Matrix Design Group) was employed in July 2011 to prepare the JLUS. Matrix Design Group, Inc. was chosen after completion of a Request for Proposals process because of their understanding of the project and their expertise and experience in preparing Joint Land Use Studies.

Two committees were developed to provide support and guidance during the JLUS study: 1) a Policy Committee consisting of primarily elected officials and Camp Roberts leadership and 2) a Technical Advisory Committee of professional planners from each of the jurisdictions, as well as representatives of Camp Roberts, the local Community Services Districts, citizen advisory councils, homeowner's associations, state and federal agencies, other key stakeholders and subject matter experts. The committees met five times between December 2011 and May 2013.

In addition to the committee meetings, three public workshops were held throughout the development of the JLUS. These forums provided an opportunity for the exchange of information with the greater 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 a facilitated exercise providing a "hands on," interactive opportunity for the public to participate in the development of the JLUS. The public forums were all held at the San Miguel Parish Center in San Miguel.

A website was also created to provide information about the JLUS to the communities in the vicinity of the installation.

The JLUS Document

The JLUS consists of an introduction that provides background information about the JLUS and the process used to prepare the study, an overview of the installation and the surrounding communities and a summary of existing plans and programs that apply in the area. The last chapter of the JLUS discusses each of the compatibility issues identified during the JLUS process and series of recommended strategies to address the issues. In addition, mapping related to the issue areas can also be found in this chapter.

Camp Roberts

Camp Roberts is approximately 43,000 acres and is located in the northern portion of San Luis Obispo County and the southern portion of Monterey County. It is located on both sides of Highway 101. The Camp is located adjacent to the community of San Miguel on the east and the community of Heritage Ranch at Lake Nacimiento on the west. Both San Miguel and Heritage Ranch are unincorporated communities located in the County of San Luis Obispo.

Congress authorized funds for the purchase of land and building of training sites for Camp Roberts in 1940. The land which is now Camp Roberts was acquired by leasing six adjoining ranches, in 1940. The Army eventually purchased all of the leased parcels plus additional lands, concluding the final purchase in 1943.

Construction of the Main, or West, Garrison cantonment area began November 15, 1940. Camp Roberts officially began its mission as a replacement training center in March 1941. At that time it ranked with the world's largest military training facilities. The main Garrison was constructed to accommodate 23,000 officers and troops. The East Garrison, across the Salinas River, could accommodate 6,000 troops.

436,000 World War II Infantry and Field Artillery troops passed through an intensive seventeen week training cycle. A peak population was reached in 1945 when 45,000 troops were quartered in large tent cities located at the fringes of the Main Garrison.

On July 1, 1946, with the out-processing of returning soldiers from World War II complete, Camp Roberts was inactivated as a training base and reverted to "caretaker" status denoting a skeleton crew of maintenance personnel as the only permanent residents. During the summertime, National Guard and Army Reserve troops conducted fifteen day training cycles throughout the garrison. While retaining all of its value as a military training site, the camp remained inactive until the onset of the Korean War.

In July 1950 Camp Roberts was again activated for troop training for the Korean War. At this time Camp Roberts added the Armor Replacement Training Center to the Infantry and Field Artillery centers established during World War II. By the end of the fighting in September 1953 approximately 300,000 men completed training there. Upon completion of returnee out-processing in 1954, the site reverted once again to "caretaker" status, continuing to train National Guard and Army Reserve units in the summer cycles.

Little activity was sustained at this site from the end of the Korean War to the Vietnam War. During the Vietnam era, Camp Roberts once again bustled with activity. Though not officially opened, it earned the title, "most active 'inactive' post in the U.S.". Camp Roberts supported a variety of operations, including the construction of a satellite communications station as part of a worldwide strategic communications network (the first station of its kind in the world). Additionally, the Army's Combat Development Experimentation Command (CDEC) used the site for weapons testing, and the Navy used one of the live-fire ranges to train gunners for river patrol boats.

Camp Roberts was officially closed by the Army in April 1970. On April 2, 1971, the California Army National Guard received control of the site, under a license from the Army, to establish a Reserve Component Training Center. The site continues to operate in this fashion today, and while reserve component units have priority under National Guard management, military forces from all service branches (and some foreign countries) have trained there.

Currently, Camp Roberts is again being used for significant training operations. In 2009, upwards of \$50 million was spent as part of Military Construction, Sustainment, Restoration and Maintenance and stimulus to complete improvements to the Camp. In 2009, Camp Roberts trained approximately 460,876 training days, up from 431,583 in 2008. Camp Roberts accommodates a full range of maneuver and weapons training and has the unique capability to complete pre-mobilization training and certification requirements for a unit in 19 days. It is also the only soldier readiness processing site between Washington and Texas. Camp Roberts employs approximately 560 military and civilian personnel, with a \$35 million annual payroll.

OTHER AGENCY INVOLVEMENT/IMPACT

Agencies involved in the development of the JLUS include: City of Paso Robles, Heritage Ranch Community Services District, San Miguel Community Services District, County of Monterey, Camp Roberts, California Army National Guard, Department of Defense Office of Economic Adjustment, California Department of Fish and Wildlife, Bureau of Land Management, Fish and Wildlife Service, San Luis Obispo Council of Governments, Cal Trans, Cal Fire, Air Pollution Control District, National Park Service, Paso Robles Airport, San Miguel Advisory Council, County of San Luis Obispo Departments of Ag Commissioner, Environmental Health, Parks, Sheriff, and Public Works.

FINANCIAL CONSIDERATIONS

The County of San Luis Obispo, as the sponsoring county, received a grant from OEA for \$155,181. \$145,000 was used to cover the cost of the consultant. An 11 percent (\$19,153) in-kind match of staff time was required. The remaining \$10,000 of the grant funding will be used cover additional staffing costs beyond the required match.

RESULTS

Receiving the presentation on the JLUS completes the process. The JLUS provides a policy framework to support adoption and implementation of compatible development measures designed to prevent urban encroachment; safeguard the military mission and protect the public health, safety and welfare. Completion of the JLUS supports the County's community-wide results of a safe, healthy, livable and prosperous community.

ATTACHMENTS

Attachment A - Executive Summary Camp Roberts Joint Land Use Study