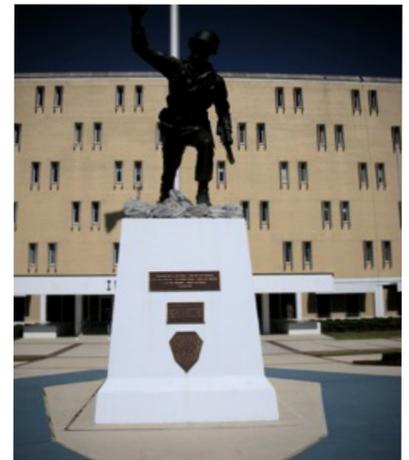


# Fort Benning

## JOINT LAND USE STUDY





### ACKNOWLEDGEMENTS

This study was prepared under contract with The Valley Partnership with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the participating entities and does not necessarily reflect the views of the Office of Economic Adjustment.

The Fort Benning Joint Land Use Study (JLUS) is a cooperative land use planning initiative between the U.S. Army and surrounding cities and counties of the region.

Partners in the JLUS study include: Columbus-Muscogee, Cusseta-Chattahoochee, Harris, Marion, Russell, Stewart, and Talbot Counties; the City of Phenix; the Middle Flint Regional Development Center, the Lower Chattahoochee Regional Development Center, and Lee-Russell County of Governments; and Fort Benning.

This document serves as an ongoing guide to local government and Army actions to enhance compatibility around Fort Benning and strengthen the civilian-military relationship.

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# Table of contents

STUDY PURPOSE	2
STUDY ORGANIZATION	5
Planning Area	5
Stakeholders	5
Public Participation	6
EXISTING CONDITIONS	8
Compatibility Efforts	8
Economic Impact	12
Military Mission	13
Current and Foreseeable Activities	20
Economic and Growth Trends	21
Regional Environment	24
OPERATIONAL IMPACTS	30
ANALYSIS OF LAND USE COMPATIBILITY	38
Areas Of Concern	45
Other Compatibility Issues	67
Current Army Compatibility Tools	67
Current Local Compatibility Tools	68
COMPATIBILITY TOOLS	76
General Regional Tools overview	79
Army Tools	83
IMPLEMENTATION	85
APPENDICES	120

FIGURE 1. REGIONAL CONTEXT	3
FIGURE 2. SAND HILLS ECOREGION	9
FIGURE 3. FORT BENNING RANGES AND LAWSON ARMY AIRFIELD	17
FIGURE 4. BRAC RELATED ACTIVITIES ON FORT BENNING	19
FIGURE 5. REGIONAL GROWTH AREAS AND INFRASTRUCTURE	25
FIGURE 6. REGIONAL PARKS, CONSERVATION AND WETLANDS	26
FIGURE 7. ARMY COMPATIBLE USE BUFFER PRIORITY AREAS	28
FIGURE 8. FUTURE SMALL ARMS NOISE CONTOURS	34
FIGURE 9. EXISTING LARGE ARMS NOISE CONTOURS	35
FIGURE 10. FUTURE LARGE ARMS NOISE CONTOURS	36
FIGURE 11. LAWSON ARMY AIRFIELD NOISE CONTOURS	39
FIGURE 12. LAWSON ARMY AIRFIELD SAFETY ZONES	40
FIGURE 13. REGIONAL LAND USE	46
FIGURE 14. REGIONAL ZONING	47
FIGURE 15. REGIONAL FUTURE LAND USE	48
FIGURE 16. EXISTING LAND USE – EAST COLUMBUS	51
FIGURE 17. ZONING – EAST COLUMBUS	52
FIGURE 18. FUTURE LAND USE – EAST COLUMBUS	53
FIGURE 19. EXISTING LAND USE – COLUMBUS PANHANDLE	54
FIGURE 20. ZONING - COLUMBUS-MUSCOGEE PANHANDLE	55
FIGURE 21. FUTURE LAND USE – COLUMBUS PANHANDLE	56
FIGURE 22. EXISTING LAND USE – BOX SPRINGS	57
FIGURE 23. ZONING – BOX SPRINGS	58
FIGURE 24. FUTURE LAND USE - BOX SPRINGS	59
FIGURE 25. EXISTING LAND USE - MARION COUNTY	60
FIGURE 26. EXISTING LAND USE – CUSSETA	61
FIGURE 27. ZONING – CUSSETA	62
FIGURE 28. FUTURE LAND USE – CUSSETA	63
FIGURE 29. EXISITNG LAND USE – LAAF	64
FIGURE 30. ZONING – LAAF	65
FIGURE 31. FUTURE LAND USE – LAAF	66
FIGURE 32. 3,000-FOOT AND ONE MILE BUFFERS	87

### STUDY PURPOSE

*The purpose of this Joint Land Use Study is to: ensure that the military mission can continue without degrading the public health, safety and welfare of surrounding communities; sustain economic development without hindering national military readiness; Identify regulatory and non-regulatory actions to ensure future land use compatibility between local governments and military installation; continue to foster increased communication between Fort Benning and surrounding local governments and communities; and to ensure that the economy remains strong and the Army is able to continue its mission efficiently and effectively*

Fort Benning covers approximately 182,000 acres of river valley and rolling terrain in western Georgia, adjacent to the city of Columbus, about 100 miles south of Atlanta and 90 miles east of Montgomery, Alabama. (See Figure 1).

The Army is undergoing a significant transformation including the Base Realignment and Closure, Army Modular Force activities, The Global War on

Terrorism, and Global Defense Posture Realignment. Fort Benning's mission continues to grow as a result of these activities, bringing new military employees, dependents, contractors and civilian jobs.

The purpose of this Joint Land Use Study (JLUS) is to evaluate land use compatibility in the seven counties surrounding the installation. Fort Benning falls within Columbus-Muscogee County and Cusseta-Chattahoochee County in Georgia, and Russell County in Alabama. Surrounding counties include Harris County to the north, Talbot County to the northeast, Marion County to the east, and Stewart County to the south (See Figure 1).

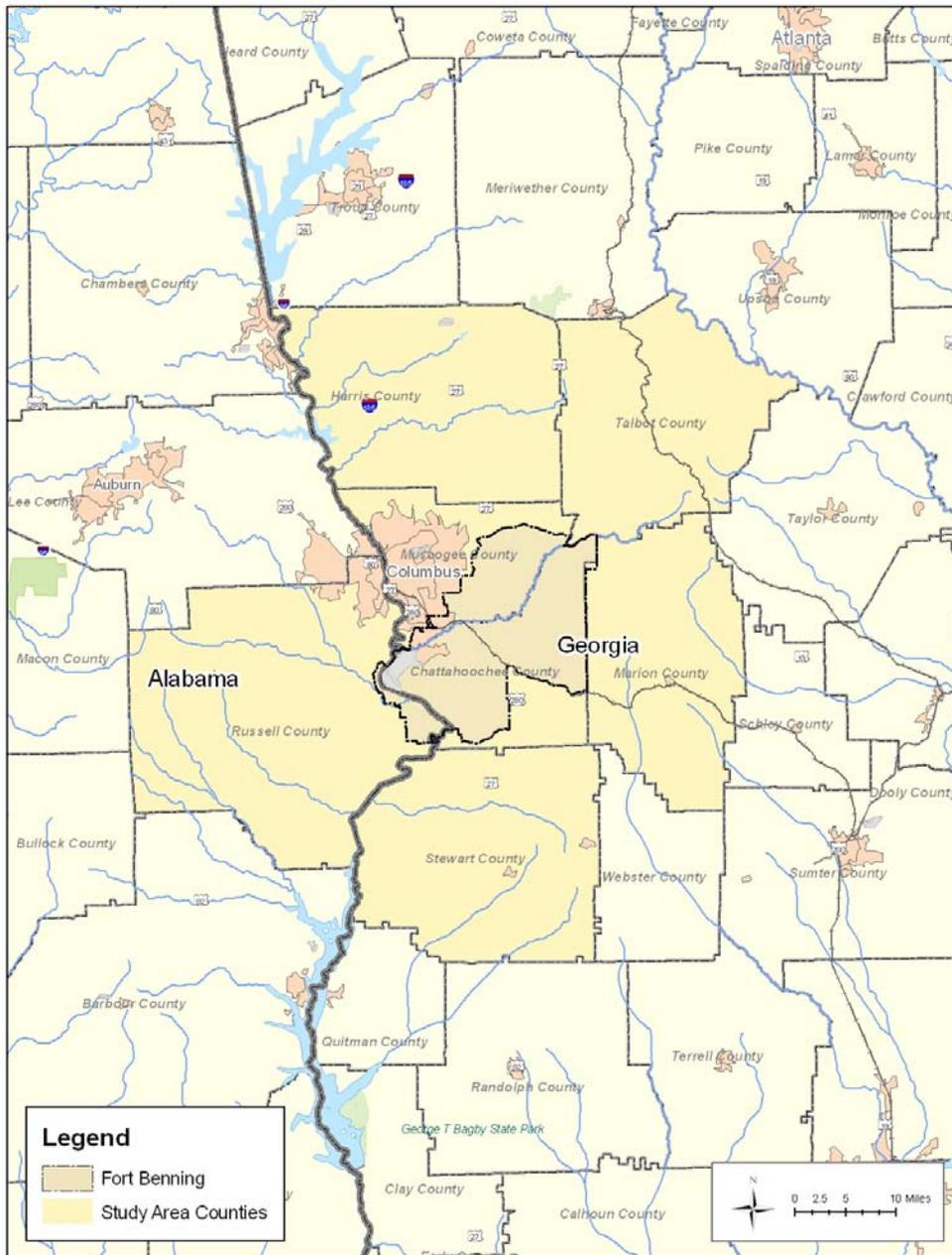
Since its relocation to its current site in 1919, Fort Benning has continued to grow in importance to the US Army as a premier training facility. Over the years, the cities and counties around Fort Benning have grown along with the military, reinforcing the close relationship between the complex and the nearby communities. This interdependence, however, raises the challenge that is central to the JLUS effort.

As military installations expand, they bring new people and economic activity to an area. The communities then build houses, schools and infrastructure, and create new jobs to support soldiers, installation workers, and their families. More people begin to live and work in proximity to the

# Fort Benning

## JOINT LAND USE STUDY

**FIGURE 1. REGIONAL CONTEXT**



noise and safety risks generated by military installations. The presence of civilian uses can in turn place pressure on installations to modify their operations, possibly compromising the overall military mission.

The Department of Defense (DoD) has two major programs designed to address potential conflicts between military and civilian land uses. In 1983, the Army established the Installation Compatible Use Zone (ICUZ), now called the Installation Operational Noise Management Plan, to identify noise affected areas around installations and to develop cooperative approaches for reducing adverse impacts.

In 1985, the DoD initiated the Joint Land Use Study (JLUS) program to create a community-based framework for land use planning around military installations. 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 Valley Partnership initiated this effort for the region around Fort Benning to take part of this DoD nation wide JLUS program. The Office of Economic Adjustment (OEA) within the DoD funded three-quarters of the study while the Valley Partnership supplemented the initiative with their resources.

The goal of this JLUS is to ensure that the military mission can continue without degrading the public health, safety and welfare of surrounding communities, and that economic development can prosper without reducing national defense readiness. Protecting the military mission requires identifying regulatory and non-regulatory actions to promote future land use compatibility between local governments and the military installation. The JLUS process also includes an extensive community outreach component, seeking to strengthen the lines of communication between Fort Benning and the region's governments.

This JLUS is not a "no growth" plan, but rather seeks to foster balanced and sustainable development that protects one of the region's biggest economic drivers. The JLUS report is not a binding document, but rather an advisory document that identifies best practices for ensuring compatible growth around the installation.

This report includes a series of recommended proposed policies and regulations for the Army and local government to consider. It is the responsibility for each local jurisdiction to review the proposals and decide whether or not each recommendation is appropriate within their community.

### STUDY ORGANIZATION

*One of the important goals of the JLUS process is to create a community-based plan that builds consensus from varied interests, including residents, local elected officials, businesses, and military representatives.*

### PLANNING AREA

The JLUS focuses on the Fort Benning and Lawson Army Airfield (LAAF) military complex and the surrounding counties. Affected counties include Columbus-Muscogee, Harris, Talbot, Marion, Cusseta-Chattahoochee, and Stewart in Georgia; and Russell County in Alabama. Also affected are the regional development entities that serve these counties including the Lee-Russell Council of Governments in Alabama, Lower Chattahoochee Regional Development Center (RDC), and the Middle Flint Regional Development Center (RDC).

### STAKEHOLDERS

To achieve a community-based approach, stakeholders were organized into two bodies: the Task Force and the Policy Committee. The purpose of this organizational structure is to ensure that the final JLUS report includes a cross-section of opinions and reflects feasible, practical solutions.

### *Task Force*

The Task Force is comprised of area planners, city and county managers, technical and professional staff, military planners and representatives from The Nature Conservancy. This group was responsible for data collection, identifying and studying technical issues, and developing recommendations for consideration by the Policy Committee.

### *Policy Committee*

The Policy Committee consisted of local elected officials from each participating jurisdiction, along with leadership from Fort Benning and Lawson Army Airfield and senior representatives from stakeholder organizations.

This Policy Committee was responsible for the overall direction of the JLUS process, review of the draft and final written reports, consideration of policy recommendations and the future monitoring of recommendation implementation and adopted policies.

The JLUS report is not the final step in ensuring compatible development around and communication with Fort Benning, but rather the first step. It will be the responsibility of locally elected officials to implement the recommendations of this study

### SUMMARY OF PUBLIC PARTICIPATION EFFORTS

#### *Committee Meetings*

The Policy Committee, which consists of local elected officials and senior Fort Benning leadership, provided study oversight and acceptance of the final JLUS recommendations. Members of the Task Force were responsible for assisting in the development of encroachment reduction tools and delivering study recommendations to the Policy Committee for their evaluation. Table 1 below identifies milestones and meetings dates that were held.

#### *Stakeholder Input*

The planning team also conducted a series of stakeholder interviews to establish priorities to guide policy development. In general, respondents identified the following issues:

- lack of communication relating to planned burning on the post;
- relocation of maneuvering farther north will have greater impact on Columbus;
- reactivation of small-arms ranges could have negative impact on residential development south of Chatsworth Road;
- desire to limit small-lot developments;

Meeting	Date or Date Range
Task Force Meeting #1	June 26
Stakeholder Interviews	Week of July 9 and July 30
Task Force Meeting #2	July 27
Technical Memo #1	August 13
First Round of Public Meetings	August 9 - 21
Task Force Meeting #3	August 29
Policy Committee Meeting #1	September 7
Second Round of Public Meetings	September 11 - 20
Technical Memo #2	October 9
Policy Committee Meeting #2	October 9
Third Round of Public Meetings	October 15 - November 6
Draft Report	December 12
Policy Committee Meeting #3	December 19

**Table 1. Meeting Dates and Schedule**

### *Public Participation Opportunities*

In addition to the Policy Committee and Task Force Meetings, the JLUS process conducted a series of public involvement events in each county involved in the study. These meetings gave residents an opportunity to understand the existing issues, review draft land use compatibility tools, and provide input on implementation strategies.

All together there were three rounds of public meetings; one in each county for each round. Table 2 below lists each meeting date and jurisdiction.

In addition to public meetings, the public also had available to them a website tracking the progress and results of the Joint Land Use Study process on a website located on The Valley Partnership website (<http://www.thevalleypartnership.com/jlus/>). The site contained regular meeting notices, FAQs, links to participating entities, technical and reports and maps, and electronic comment forms.

**Table 2. Public Meeting Dates**

Meeting	Date or Date Range
<b>Round One</b>	
Columbus-Muscogee	August 9
Stewart	August 13
Cusseta-Chattahoochee	August 14
Russell/ Phenix City	August 14
Harris	August 16
Marion	August 20
Talbot	August 21
<b>Round Two</b>	
Talbot	September 11
Russell/ Phenix City	September 12
Harris	September 17
Stewart	September 18
Marion	September 20
Columbus-Muscogee	September 26
Cusseta-Chattahoochee	September 27
<b>Round Three</b>	
Harris	October 15
Talbot	October 16
Stewart	October 22
Marion	October 22
Cusseta-Chattahoochee	October 24
Columbus-Muscogee	November 1
Russell/ Phenix City	November 6

## EXISTING CONDITIONS

### OVERVIEW OF COMPATIBILITY EFFORTS

#### *Federal Initiatives*

Once specifically sited in remote areas, military installations are now often in the path of advancing exurban development or have generated related civilian growth through spin-off economic activities. Over the past decade, the Department of Defense (DoD) has increasingly recognized encroachment as a major constraint in safely and effectively carrying out the training and readiness activities of the military. The DoD developed the Sustainable Ranges Initiative to prepare a comprehensive response to the emerging threat of land use conflicts.

Under the DoD's Readiness and Environmental Protection Initiative (REPI), the military can enter into agreements with eligible entities, such as local governments, non-governmental organizations, and willing land owners to secure conservation easements on property in the vicinity of, or ecologically related to, a military installation or military airspace. The purpose of the agreement is to limit any use of the property that would interfere with the operational procedures of the installation or to preserve

habitat. The Army Compatible Use Buffer (ACUB), is the Army's version of the overall REPI program.

In 2005, state environmental and natural resource officials from across the southeast partnered with the Department of Defense and other federal agencies to form the Southeast Regional Partnership for Planning and Sustainability (SERPPAS) to identify and implement mutually beneficial solutions to challenges affecting nation defense, natural resources, and economic sustainability for the Southeast region, often referred to as the Fall Line ecosystem. Figure 2 shows the Sand Hills Ecoregion as defined by SERPAS. SERPPAS works to prevent encroachment around military lands, encourage compatible resource-use decisions, and improve coordination among regions, states, communities, and military services.<sup>1</sup>

The DoD's promotion of conservation and integrated planning enhances the choice of encroachment reduction tools available to today's installations and national defense communities. The concluding sections of this report describe in detail these tools.

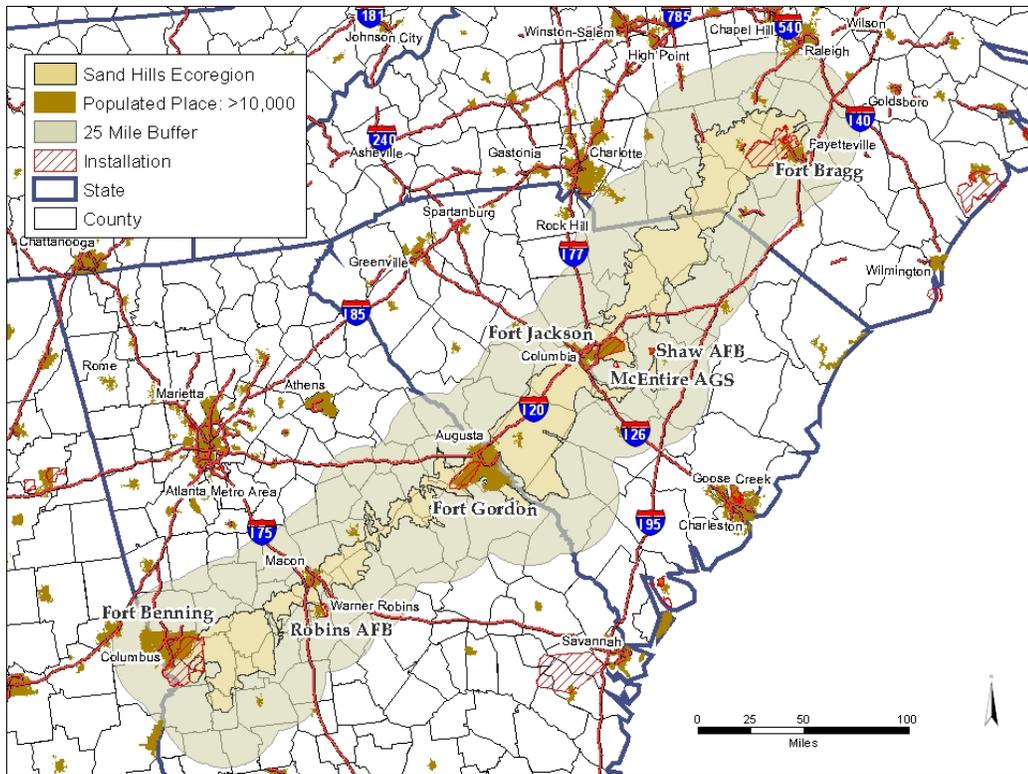
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<sup>1</sup> [Wrrc.p2pays.org/serppas/actionplan.asp](http://Wrrc.p2pays.org/serppas/actionplan.asp) on August 6, 2007

# Fort Benning

## JOINT LAND USE STUDY

**FIGURE 2. SAND HILLS ECOREGION**



### ***State Initiatives***

Complementing federal policy efforts, states have increasingly mandated collaborative planning among military installations and local governments. The State of Georgia, for example, requires local planning entities to request written recommendations from the military commander regarding any rezoning activity within 3,000 feet of an installation or the Clear Zone and Accident Potential Zones Numbers I and II of a military airport. Specifically, planning entities are to consider the following given the proposed land use's proximity to the military facility:

- If the proposal will permit a suitable use to the nearby uses;
- If the proposal will adversely affect the existing use or usability of nearby property;
- If the affected property has a reasonable economic use as currently zoned;
- If the proposed use could cause safety issues to existing infrastructure such as streets, transportation facilities, utilities or schools
- If the proposed change conforms with the policy and intent of the adopted land use plan; and
- If there are existing or changing conditions that would affect the use of nearby property.

The State of Alabama, in contrast, does not mandate coordinated compatibility planning around installations.

Various states have also formed advocacy bodies to strengthen the relationship between state agencies, installations, and local communities. The Georgia Military Affairs Coordinating Committee was created in 1994 and re-appointed in 2003 to help bases in Georgia deal with Base Realignment and Closure. Some of the services they provide include working to reduce encroachment and improving off-base housing opportunities.

The most recent funding allocation in the State of Alabama towards the Governor's Task Force on Military Affairs was in 2003. Alabama does not have any current initiatives to address military/civilian coordination.

### ***Regional Initiatives***

The Valley Partnership is a multi-governmental entity created to enhance economic development in the region. Recognizing the economic impact of Army Transformation on the region, the Valley Partnership Joint Development Authority initiated this Joint Land Use Study.

Stakeholders formed the Fort Benning Futures Partnership (FBFP) in mid 2003 in anticipation of growth initiatives affecting

# Fort Benning

## JOINT LAND USE STUDY

Fort Benning. This organization, consisting of seven counties in Georgia and three counties in Alabama, has a mission to develop and facilitate an overall strategy to capitalize on the economic development potential of Fort Benning. The FBFP takes a comprehensive regional approach to preparing for growth by measuring capacity, identifying shortfalls, and prompting action to create solutions. It also seeks grants to fund studies or assist in increasing the capacity of the region to sustain anticipated growth.<sup>2</sup>

### *Fort Benning Efforts*

This JLUS report is one step in an ongoing effort by local governments and Fort Benning to address compatibility around the installation. The following timeline of actions represents a desire on the part of Fort Benning officials to be proactive in dealing with land use, safety, access, and noise issues, and to protect the health and well-being of the community while ensuring that the future military mission can continue.

**Table 3: Previous Fort Benning Efforts**

Document Title	Date
Installation Environmental Noise Management Plan	2004
Fort Benning Encroachment GIS Database Phase II	2005
University of Illinois LEAM Lab Encroachment Report	2005
Army Compatible Use Buffer (ACUB) Proposal prepared by The Nature Conservancy	2005
Biological Assessment BRAC 2005 Realignment and Transformation Actions	2007
Installation Operational Noise Management Plan Update	2007
Environmental Impact Statement BRAC 2005	2007

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<sup>2</sup> [www.columbuschamber.com/ftbenning](http://www.columbuschamber.com/ftbenning) as of August 6, 2007

### ECONOMIC IMPACT IN THE REGION

Fort Benning is a major economic engine for the surrounding Georgia and Alabama area. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy.

The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts.

Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. Another 13,000 retired military and their family members contribute to the local economy.

As part of Army Transformation, which includes BRAC, the boost in population will bring unprecedented growth to the community. The evolving mission will bring an influx of new military employees, dependents, civilian employees and their families, adding more than 30,000 people to

the area. The change in sales volume directly attributed to these newly arriving military and civilian employees will stimulate the local economy by the average amount of \$1 billion annually. Another positive economic benefit will be the rise in the number of military retirees who choose to reside in close proximity to the Maneuver Center of Excellence.

To prepare for these increased levels of employment, Army Transformation planning includes numerous and significant construction projects on the installation to provide the facilities and infrastructure necessary to support these soldiers, employees, families and mission activities. Major construction projects alone will inject \$2.9 billion into the local economy. Currently, Fort Benning is not planning to build additional family housing on the installation. The majority of new military families assigned to Fort Benning will live in off-base housing.

During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

Additionally, Fort Benning's realignment will affect the public education system, housing, transportation, utilities, healthcare and public safety of the local communities. The local communities will absorb most of these effects between the years 2009 and 2010. A full study of these impacts will be included in a Regional Growth Management Plan, also sponsored by the Valley Partnership.

**Table 4. Total Economic Impacts in the Region by FY 2012**

Major Construction	\$2.9 Billion
Appropriated Funds Contracts	\$38.5 Million
Payroll	\$1.8 Billion
Additional Impacts	\$155.0 Million
<b>Annual Economic Impact</b>	<b>\$1 Billion</b>

### MILITARY MISSION

Fort Benning seeks to be the Army's premier installation and home for soldiers, families, civilian employees and military retirees. Its mission is to train infantry soldiers and trained units and serve as a power projection platform capable of deploying and re-deploying soldiers and units anywhere in the world on short notice.

Fort Benning is the initial training area for the U.S. Army Infantry and the home of the

United States Army Infantry School and Center. The primary military activities at Fort Benning include training entry-level soldiers, providing the U.S. Army's premier facility for training the Infantry, conducting Airborne and Ranger training, providing a home for the Noncommissioned Officer Academy and the Officer Candidate School, hosting the Western Hemisphere Institute for Security Cooperation and providing a power projection platform for rapid deployment. Fort Benning also provides training facilities for several Army Forces Command units, Special Operations Command units, as well as active Army units from other installations and U.S. Army Reserve, National Guard and U.S. Air Force units.

Training activities include the movement of personnel through wooded and open areas on foot, movement of wheeled vehicles on dirt and gravel roads, and the establishment of bivouac sites. The amount of suitable terrain to support movement of heavy vehicles limits activities conducted by the mechanized infantry and armor units at Fort Benning. These activities include tactical movements, including driving tracked vehicles on tank trails throughout the installation, cross-country training as well as driving tracked vehicles within maneuver areas and fording streams in heavy vehicles.

Airborne training involves deployment by both U.S. Air Force fixed-wing aircraft and helicopters into drop zones. Engineer units conduct activities to train and maintain readiness in support of the infantry and mechanized units as necessary. Major support activities include construction and demolition of obstacles, assisting in river crossing operations and supporting day-to-day operation and maintenance of the installation.

Other readiness activities include training in the operation and maintenance of vehicles, academic military training and physical training. Various supporting units, such as transport units and signal units, also participate in training activities. Across the installation, existing heavy maneuver training areas accommodate armored and mechanized vehicles and light maneuver training areas host dismounted training.

Aircraft used in performance of military mission include C5, C17, C130, civilian contract or chartered jet aircraft. Numerous rotary-winged aircraft are stationed at Fort Benning and are used extensively throughout the training areas, as well as areas adjacent to the installation, as part of the military operations conducted by the U.S. Army Infantry School, Ranger School, Silver Wings Demonstration Team, Ranger Regiment, and aerial medical evacuation.

### ***History of Fort Benning and Lawson Army Airfield***

Fort Benning was established in 1918 when the Infantry School of Arms was moved from Fort Sill, Oklahoma to Columbus, Georgia. Named after General Henry L. Benning, a Columbus attorney and Confederate hero of the Civil War, Camp Benning was first located along Macon Road. However, the area proved to be too small to accommodate the school and as a result the camp was moved in 1919 to a second, larger site southeast of Columbus. Its first mission was to provide basic training for units participating in World War I. An airstrip was constructed at the new location and Camp Benning was authorized as a permanent military post in 1920 and in 1922 its name was changed to Fort Benning.

During the mid-1930s, Fort Benning enjoyed a construction boom due to federal work projects during the Great Depression. In 1931 the airstrip was named Lawson Army Airfield (LAAF) for the World War I veteran and Georgia native, Captain Walter Lawson who died in a flying accident. World War II spurred continued growth and land acquisition at the installation, as well as the expansion of LAAF. Troop strength swelled with the arrival of the First Infantry Division and the establishment of the Officer Candidate School and Airborne School.

# Fort Benning

## JOINT LAND USE STUDY

With the increased reliance on airborne infantry, Fort Benning was the training ground for many of the troops who later served in Korea in the 1950s, Vietnam in the 1960-70s and in Kuwait and the Middle East in the 1990s and the 2000s. Soldiers trained on the post have participated in every major U.S. military engagement since World War I.

Through the years, Fort Benning's growth has benefited the local economy, securing a strong relationship between the civilian and military communities. As the post proved its significance locally, it also made its mark nationally in the quality of the leaders it produced. Notable persons who have trained or served at Fort Benning include Generals George S. Patton, Omar Bradley, Dwight David Eisenhower and Colin Powell.

Today, Fort Benning is the largest training installation in the U.S. Department of Defense and one of the premier projection platforms capable of deploying soldiers, civilians and units anywhere in the world at any time by air, rail and highway. Lawson Army Airfield is Fort Benning's primary Force Projection Platform and includes two runways, one of which is 10,000 feet in length. A self-sustaining military community, the post supports in excess of 100,000 military, family members, reserve component soldiers, retirees and civilian employees on a daily basis.

### *Description of Facilities*

Fort Benning covers approximately 182,000 acres of river valley and rolling terrain in eastern Alabama and western Georgia, adjacent to Columbus, Georgia. Virtually all of the training facilities and 93 percent of the total land area are in Georgia with the remaining 7 percent in Alabama (See Table 5). About 124 hectares of the post consist of open water, including ponds, streams and rivers. The Chattahoochee River divides Fort Benning between Georgia and Alabama and is navigable up to the installation area from the Gulf of Mexico.

**Table 5. Physical Characteristics of Fort Benning**

Total size	182,000 acres
Acreage in AL	12,740 acres
Acreage in GA	169,260 acres

Lands on Fort Benning are part of two ecologically distinct regions: the Piedmont and the Coastal Plain. The transition between Piedmont and Coastal Plain, often referred to as the Fall Line, is spread over a relatively large area of the installation. The result is a mosaic of Piedmont- and Coastal Plain-influenced habitats and the occurrence of a variety of plant and animal communities. The moderate climate and various terrains are well suited for Infantry training and support missions.

Fort Benning is divided into two primary land uses: Military Training areas and Installation Cantonment. Most of the 182,000-acre reservation is undeveloped for use as military training areas, weapons ranges, drop zones and landing zones.

Approximately 142,000 acres is dedicated to maneuver training, which consists of an estimated 78,000 acres of heavy maneuver areas, 25,800 acres of light maneuver areas and 37,800 acres of non-dudged impact areas that can be used for light training.

Armor, artillery and mortar firing occur from three established firing areas on the installation: the Alpha Range Complex, Malone Range Complex and Oscar-Kilo Range Complex. Fire is directed toward controlled ordnance impact areas covering approximately 16,000 acres.

Training areas provide soldiers with opportunities to practice various combat techniques. Fort Benning has 36 basic marksmanship ranges, 13 direct fire gunnery ranges, 15 collective live fire ranges, 45 indirect fire ranges and 8 special live fire ranges. The installation has 14 other non-live fire facilities, 108 light maneuver-training areas and 93 heavy maneuver-training areas. Figure 3 shows the ranges and airfield located on Fort Benning.

The installation includes the McKenna Range, a Military Operations Urban Terrain (MOUT) training facility. The range looks like

an “urban village” complete with its own buildings, tunnels and airfield. It is used to train military personnel to operate in an urban environment. The McKenna Urban Operation Complex has a 3,700-foot assault dirt airstrip.

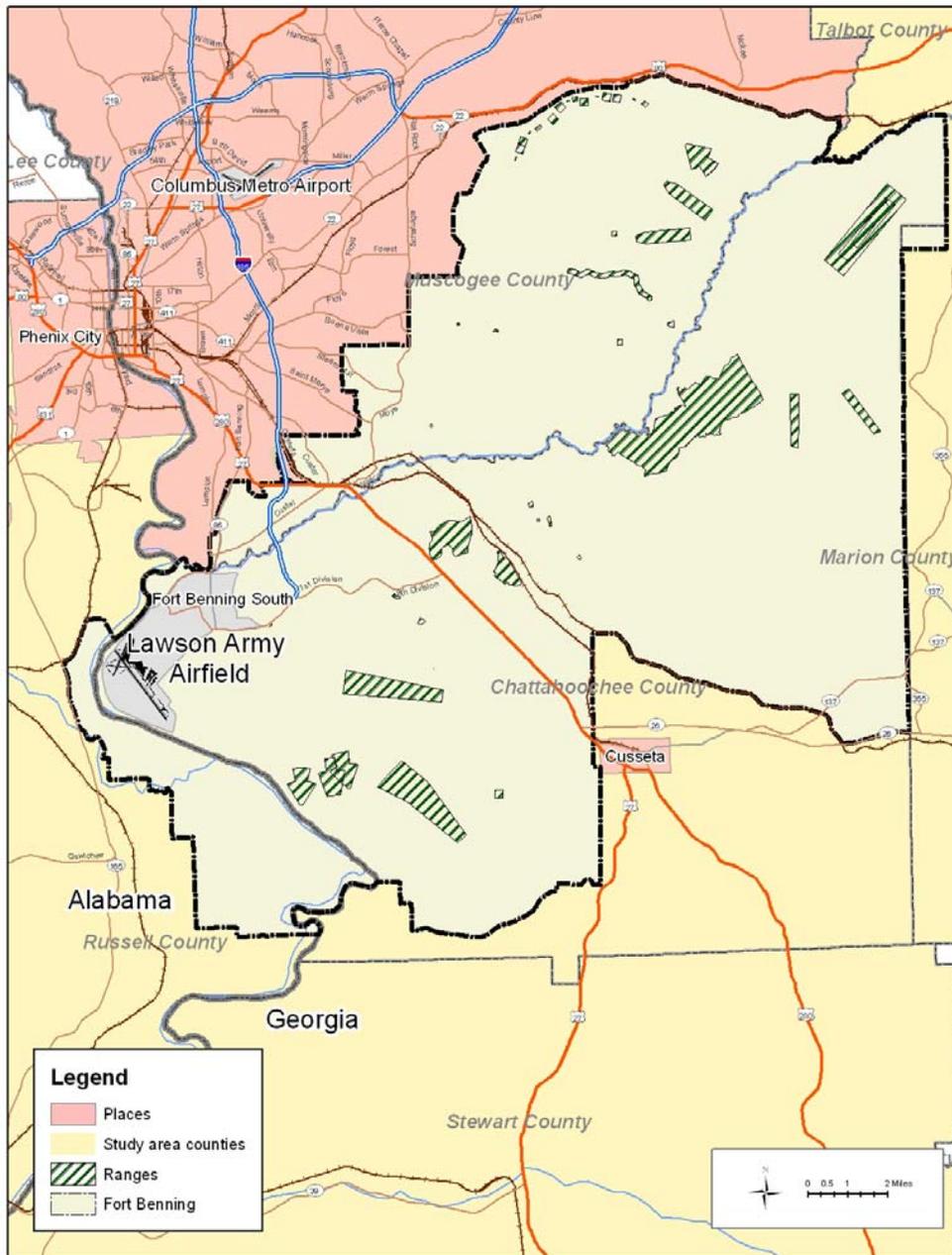
In addition to the military training areas, Fort Benning also contains the Lawson Army Airfield (LAAF) which is a strategic Power Projection Platform and supports TRADOC institutional training for Airborne and Ranger schools. The airfield has two paved runways, one of which is capable of handling the Air Force’s C5 and C17 and all commercial passenger jets. The secondary runway is currently not in use.

The installation further maximized its strategic location along the southeastern rail lines by completing the Ochille Railroad Head in 1999 for loading military vehicles onto railroad cars. This marshalling yard greatly expanded the rail deployment capability of the post by adding four railroad spurs with end ramps, 20,000 square yards of paved area and the ability to handle eighty 89-foot rail cars.

# Fort Benning

JOINT LAND USE STUDY

FIGURE 3. FORT BENNING RANGES AND LAWSON ARMY AIRFIELD



The remainder of the post consists of the Installation Cantonment. This area is approximately 12,500 acres with an additional 1,095-acre recreation area located along Uchee Creek on the western bank of the Chattahoochee River. The four main cantonment areas are Main Post, Sand Hill, Kelley Hill and Harmony Church.

Main Post is the largest and most developed of the cantonment areas, containing Post Headquarters, the Infantry School and the barracks complex known as the Cuartels. Main Post includes Lawson Army Airfield, Martin Army Community Hospital, the Post Exchange, the Commissary and various family housing areas. Sand Hill contains barracks, dining facilities, classrooms and other facilities supporting two training brigades. Kelley Hill contains barracks and facilities primarily supporting the 3rd Brigade team, 3rd Infantry Division. Harmony Church contains semi-permanent barracks and support structures. See Figure 4 of current and planned activities on Fort Benning

The facilities on Fort Benning include 2,981 buildings with a total of 21,013,625 square feet on 11,035 acres of improved grounds. The installation has nearly 500 miles of paved roads, 700 miles of gravel road and over 1,000 miles of dirt roads. There are 40 miles of tank trails and railroad tracks cover five miles.

Fort Benning has over 4,000 units for housing married personnel, 134 units for bachelor personnel and over 25,000 spaces available in the enlisted barracks. Facilities also include over 1,000 rooms for temporary lodging. (See Table 6)

**Table 6. Land Use and Facilities at Fort Benning**

Training and Maneuver Areas	142,000 acres
Cantonment and Recreational Areas	13,600 acres
Facilities	2,981 buildings/structures
Facilities Sq. Footage	21 Million SF

Fort Benning also operates the army-leased Port of Jackson in Jacksonville, Florida and Camp Rudder, which is leased from Eglin Air Force Base, Florida. Additionally, Fort Benning owns and operates two off-post training facilities: Camp Merrill in Dahlenega, Georgia, and Destin Army Recreation Center in Destin, Florida. Camp Merrill provides mountainous training terrain and Camp Rudder provides swamp, river and coastal infantry training opportunities.



### CURRENT AND FORESEEABLE ACTIVITIES

Fort Benning is the 6th largest installation in the United States and 3rd largest in troop density. Table 7 shows the total population profile of the post. Population numbers are from fiscal year 2005 and do not include contractors.

The installation supports a daily population over of 120,000 people. As part of Army Transformation, Fort Benning will undergo significant changes over the next few years, increasing Fort Benning's training load and the resulting impacts on the surrounding communities. By 2011 Transformation is expected to add over 30,000 military students and trainees to Fort Benning's current 75,000 annual training load, bringing the total to more than 105,000 soldiers trained annually at the installation.

Army Transformation consists of three major initiatives that include Base Realignment and Closure, Army Modular Force, and Global Defense Posture Realignment. Base Realignment and Closure (BRAC) will have the most significant affect on the installation, creating a new Maneuver Center of Excellence, establishing a new consolidated Army Reserve Center and Reserve Equipment Concentration Site, and relocating Fort Benning's Drill Sergeant School to Fort Jackson, South Carolina.

Additionally, the growth due to Global Defense Posture Realignment, the Army Modular Forces reorganization, the changes to Special Operations Command units and expansion of the Continental United States Replacement Center will transform Fort Benning in the near future. These changes will enhance military value, improve homeland defense capability, greatly improve training and deployment capability, and will create significant efficiencies and cost savings.

**Table 7. Population at Fort Benning, 2005**

Officers	2,697
Warrant Officers	1,245
Enlisted Soldiers	25,334
Active duty personnel	32,772
Retired military	13,268
Reserve Component	6,639
<i>Total Military Personnel</i>	<i>52,679</i>
Civilian Employees	8,690
Dependents	52,472
<i>Total Population</i>	<i>113,841</i>

### *Planned New Facilities*

Due to Army Transformation Fort Benning will undergo a series of dramatic changes over the next five years. The construction of additional facilities and training areas on the installation will total \$2.9 billion. Figure 4 shows current and future base activities.

### **ECONOMIC REGIONAL DEMOGRAPHICS AND GROWTH TRENDS**

#### *Population Projections*

The study area consists of seven counties: Cusseta-Chattahoochee, Columbus-Muscogee, Harris, Marion, Stewart, Talbot counties in Georgia and Russell County in Alabama. The Lower Chattahoochee Regional Development Center (RDC) and the Middle Flint RDC conduct regional planning for the Georgia counties. The Lee-Russell Council of Governments leads regional planning efforts for Russell County in Alabama.

The presence of Fort Benning, including the large number of military retirees and families drawn to the area, the comparatively low cost of living, and continued growth of industry in the Columbus area have all combined to spark regional expansion. Using estimates from the regional and state planning agencies as well as historically similar growth rate patterns, the study area is expected to consist of approximately 338,000 residents by 2030 (See Table 6 for population growth trends). Due to the various data sources, Marion County and Russell County population projects are not carried out to year 2030. The planning team used similar growth rate patterns for these two counties to project the future population in year 2030. Table 7 shows this projection. According to the Cusseta-Chattahoochee draft Comprehensive Plan dated

August 2006, The Lower Chattahoochee RDC is projecting a large portion of the Fort Benning population to settle within the county. The population in the Cusseta-Chattahoochee County outside the perimeter of Fort Benning is expected to grow 266 percent from 2,808 to 10,293 between 2005 and 2010. During interviews, however, stakeholders indicated that this expected growth trend has not yet materialized.

#### *Regional Infrastructure*

The greatest indicator of future growth in developing areas is the availability of infrastructure such as roads and sewer. Water and sewerage availability varies dramatically throughout the region with the Columbus Water Works (CWW) providing the majority of the services. CWW provides water services to all properties within the county as well as to adjacent properties in Harris and Talbot counties.

Harris County does not provide municipal water, but all the cities within the county supply water within their limits and to unincorporated properties. The county has a permit to pump 3 million gallons a day (MGD) from Columbus to serve the area just north of the fort. The county is currently utilizing 2.8 MGD and is seeking to increase their capacity.

The cities of Pine Mountain and Hamilton in Harris County provide sewer within their limits.

Talbot County does not have municipal sewer or water, but the city of Talbotton provides sewer within its limits. Columbus provides water to the area along Talbot County's western border. Marion County provides water to approximately 95 percent of its residents. The county does not currently supply sewer and has no plans to establish sewer services in the near future.

Just south of Fort Benning in Cusseta-Chattahoochee, four wells that are nearing capacity serve the entire community. The county recently explored the possibility of building a municipal sewer system, but determined that the required funding for construction was prohibitive. Therefore, the county requires all larger developments to provide a private packaging plant.

Stewart County has two water towers located in the northern portion of the county near the Louvale and Omaha areas. Although municipal water is limited in its location, it serves 80 percent of the county's population. Stewart County does not provide municipal sewer.

Phenix City delivers water and sewer within its limits, as well as to some properties within its five mile planning boundary. Russell County provides water to its residents, but depends on Phenix City for wastewater treatment.

Recently completed road projects include the first phase of the US 27 widening in Cusseta-Chattahoochee County through Fort Benning. Engineering is currently underway for phase two

of the widening project in Harris County; and phase three would complete the widening up to SR 315. Increasing the capacity of this segment of US 27 will increase development demands in the southern portion of Harris County, near the fort.

Other road capacity projects are located in the urban area of Columbus, especially in the vicinity of St Mary's Road and I-185. Much of the existing and planned infrastructure will increase the risk of incompatible growth around Fort Benning.

### ***Summary of Recent Development Activity***

Most of the counties in the study area are seeing a decrease in building permits likely due to the downturn in the national housing market. However, some counties are preparing for the expected housing needs and resultant economic development from the planned growth at Fort Benning. Although the installation will repair and replace most of their existing housing stock on site, it will not add units. Therefore, the surrounding communities are expected to house new residents moving to the region.

With plentiful support services and housing choices, Columbus-Muscogee County is expecting to absorb a majority of the region's growth. Some recent development is located along the SR 22 corridor, just north of Fort Benning and within the Land Use Planning Zone.

# Fort Benning

## JOINT LAND USE STUDY

Harris County's growth and economic development are centered around three areas: 1) the proposed Kia Plant just south of the city of West Point in the northwest corner of the county, 2) tourism-based development and second-home residential development surrounding Callaway Gardens in the northern portion of the county, and 3) multi-use development in the surrounding areas of the city of Hamilton and along the I-185 corridor in the center of the county. Harris County schools are considered some of the best in the region, attracting a solid percentage of new residential development. Some of this development is occurring around the SR 315 corridor located between the city of Waverly Hall and Fort Benning. Although not situated within the Land Use Planning Zone, new residents may hear activity originating from the installation.

Talbot County is also seeing residential development in close proximity to Fort Benning and regional job centers in Columbus-Muscogee County. An existing large-lot subdivision is located along SR 22 near Hutt Road within both the Land Use Planning Zone and Zone II. Other residential developments in Talbot County gravitate toward Waverly Hall along GA 315 near the western county line. Two 10-lot subdivisions with two and five acre minimums are currently under construction off Highway 36 and near Dent Road at County Road 71.

Located to the east of Fort Benning, Marion County also has some existing residential development within the Land Use Planning Zone and Zone II and Zone III in the northeast corner

of the county. Current development is located along SR 240 in the eastern section of the county and SR 137, which runs east-west through the center of the county. Marion County encourages growth to be concentrated in and around the city of Buena Vista.

Like most of the other counties in the study area, residential development in Cusseta-Chattahoochee County is located in close proximity to Fort Benning. A large Planned Unit Development with approximately 800-1,200 dwelling units was recently approved along US 27 adjacent to the installation border. This development will include multi-family units, commercial uses and single family houses that will be marketed to military families and retirees. Other residential developments are located close to the installation along SR 26. Two subdivisions of approximately 100 units are under construction on SR 26 near SR 137 East and Firetower Road. In an effort to balance residential development, the county is seeking to purchase 200 acres along US 27 for industrial development.

Stewart County is the southern-most county in the study area and is experiencing the least amount of development stimulated by Fort Benning. Most residential development is single lot homes built by individuals rather than speculative developers, and are located near the City of Richland on the eastern county line. The SAM Shortline Railway Excursion Tourist Train created by President Carter is planned to extend to Richland and possibly Lumpkin in the future,

bringing investment and economic development to the county.

The communities across the Chattahoochee River in Alabama are also expanding. Phenix City is seeing most of its residential growth outside the city limits, but within the five mile planning boundary. The city annexed property for an industrial park between US 431 and SR 165 just west of the Lawson Army Airfield noise contours. Industrial development has yet to locate in the park. The propensity for this land to develop into residential use is high, especially since the city is currently constructing a soccer complex nearby. Also within close proximity to the LAAF contours are two more small-lot subdivisions with approximately 100 quarter acre lots. Other residential developments are occurring outside the Fort Benning gate located off SR 165.

Figure 5 identifies areas of community growth around the installation and major infrastructure improvements that could anchor more intense development.

## REGIONAL ENVIRONMENT

### *Regional Environmental Resources*

Fort Benning is located about 170 miles north of the Gulf of Mexico and 225 miles west of the Atlantic Ocean. The region surrounding Fort Benning is located along the Fall Line, a 1,500 kilometer geological escarpment where the upland region of the Piedmont meets the Atlantic Coastal Plain. The ecological overlapping

diversity of Piedmont and Coastal Plain support a mosaic of unique animals and plants, many of which are either listed as endangered or threatened by the federal or state governments. Some of the 96 listed species include the red-cockaded woodpecker, gopher tortoise, wood stork, bald eagle, American alligator, and relict trillium.

The effect of the Fall Line is not limited to biodiversity alone, but is also seen in the physical features of the terrain. Rolling hills dominate the northern portion of the region, gently descending toward the Chattahoochee River. Most streams in the region flow into the Chattahoochee River through the Upatoi Creek and Uchee Creek.

The region is home to some of the purest ground water aquifers in the world.<sup>3</sup> Most of the region lies above the Cretaceous aquifer system which is recharged by the Sand Hills ecological subsection. This subsection is most notable for the prevalence of highly erodible soils and large sandy deposits. The Sand Hills ecological subsection is located in portions of Columbus-Muscogee County, Marion County and Cusseta-Chattahoochee County. Figure 6 shows the environmental components of the region.

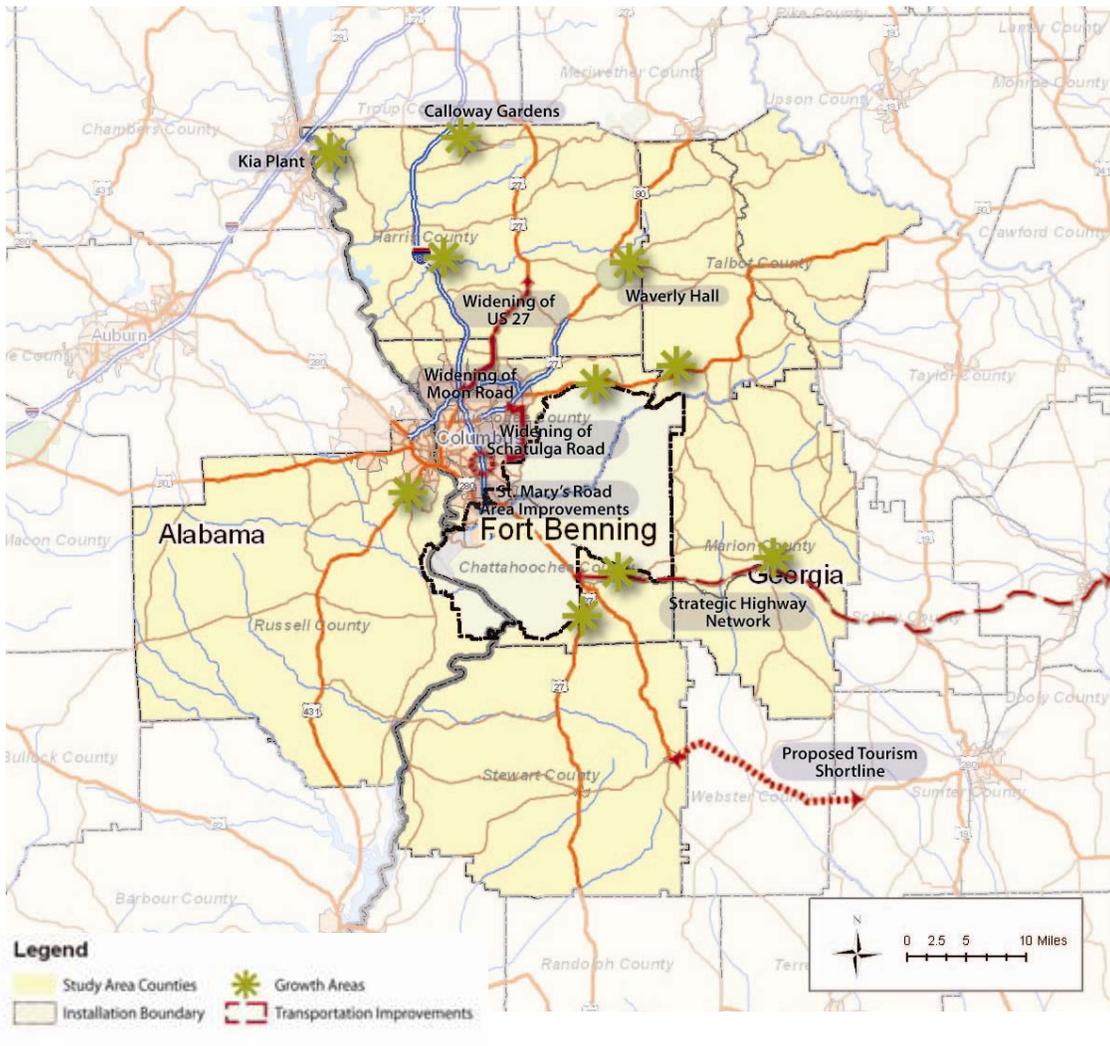
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<sup>3</sup> Integrated Natural Resources Management Plan Fort Benning 2001-2005

# Fort Benning

## JOINT LAND USE STUDY

**FIGURE 5. REGIONAL GROWTH AREAS AND INFRASTRUCTURE**





### *Army Compatible Use Buffer*

The Army Compatible Use Buffers (ACUB) program, the Army's version of the DoD's Readiness and Environmental Protection Initiative discussed on page 9, has emerged as one of the most effective of the sustainability initiatives in preventing encroachment around installations. The core implementation strategy of the ACUB program is to acquire conservation easements that prohibit incompatible development in perpetuity, while allowing the fee interest to remain in private hands. While the restrictive covenant prohibits urban development, it accommodates low impact uses such as farming and forestry that do not pose a risk of encroachment to nearby training activities. The ACUB program thus achieves the complementary goals of limiting disruptions to training capabilities or flexibility, while protecting key environmental resources.

The program requires installations to partner with conservation organizations to coordinate habitat conservation planning at the ecosystem level. In collaboration with The Nature Conservancy, the Fort Benning ACUB proposal recommends a combination of easements and inter-governmental agreements with the surrounding jurisdictions.

Two types of easements are recommended: the no-development easement and the conservation easement. The study recommends between a one- to three- mile buffer around the installation for potential no-development easements. Lands

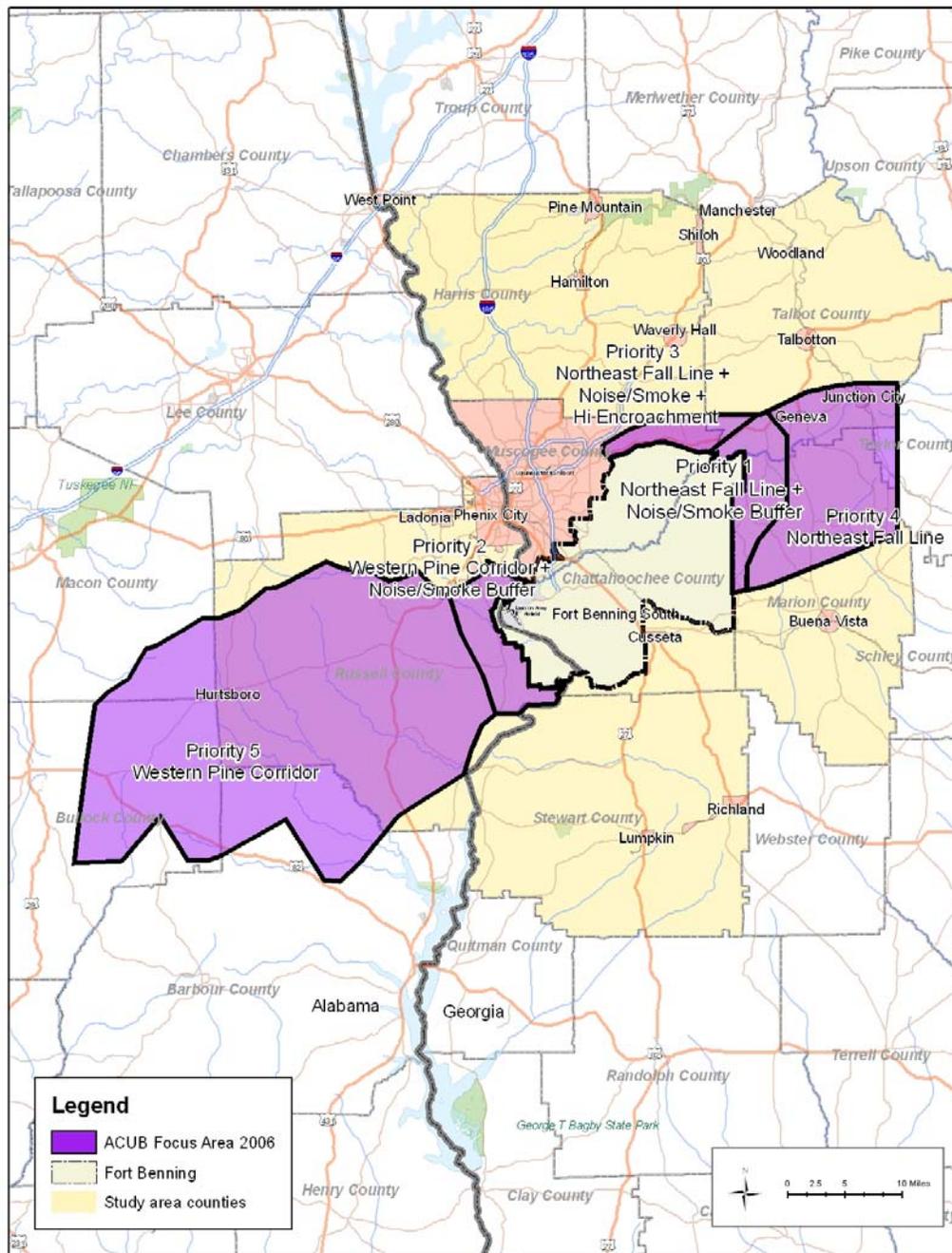
within this buffer may not necessarily have critical conservation purposes, although it often does, but the development of infrastructure within this area would degrade adjacent conservation areas. In addition, this buffer both improves the watershed function and reduces the likelihood of smoke and noise complaints.

The more restrictive of the two easements is the conservation easement. Fort Benning is currently home to the state-listed threatened Gopher tortoise (*Gopherus polyphemus*), the federally listed endangered Red-cockaded Woodpecker (*Picoides borealis*), and the federally listed endangered relict trillium (*Trillium reliquum*). The Georgia Rockcress is a candidate for Federal listing and is also known to be located on the installation. The target areas for this conservation tool are based on the objective of connecting existing habitats on the installation to neighboring habitats across the Fall Line ecosystem.

Figure 7 shows the areas around Fort Benning identified as possible conservation targets under the ACUB program.

The ACUB proposal concludes that a partnership with the surrounding governments, in conjunction with the easement program, is vital to meeting the goals of environmental conservation and military sustainability. Both Georgia and Alabama have state-sponsored land conservation funding programs, the Georgia Land Conservation Program and Alabama Forever Wild. These public funding sources can be used to leverage ACUB funding.

**FIGURE 7. ARMY COMPATIBLE USE BUFFER PRIORITY AREAS**



# Fort Benning

## JOINT LAND USE STUDY

It should be noted that growth just outside the installation fence poses risk to mission viability in a number of ways, not just through increasing population or types of incompatible development near training lands. The continued loss and fragmentation of surrounding natural habitat due to unmanaged development tends to cause species to seek out the remaining intact open lands on Fort Benning. The presence of threatened and endangered species on the installation can in turn lead to training restrictions, and has already done so with respect to the federally endangered cockaded woodpecker. While protection of these species does not yet result in operational limitations, the continued loss of nearby habitat can exacerbate the rarity of additional species and place additional burden on the Army to maintain habitats, thus further restricting training flexibility. Conversely, proactive habitat protection outside Fort Benning can improve species viability and increase the probability that restrictions may ease, or be avoided altogether.

## OPERATIONAL IMPACTS AND TECHNICAL DATA

Similar to other Army installations across the Nation, routine training and readiness activities at Fort Benning produce various impacts that can affect the quality of life in surrounding communities. Examples of these impacts include noise, vibration, dust, and smoke from prescribed burns or the risk of an aircraft accident. Conversely, these military operations are susceptible to hazards created by certain proximate civilian activities that may concentrate people or noise sensitive users, obstruct air space, compete for electromagnetic spectrum use or generate light or other visual impairments. Understanding the overlapping spatial patterns of these impacts around the installation is essential for promoting compatible and fully coordinated land use decisions.

### OVERVIEW

The Army's Installation Operational Noise Management Plan (IONMP) is the principle document for evaluating the noise footprint of the installation and the hazards associated with military training operations.

## NOISE ZONES

To prepare soldiers for combat, Fort Benning must conduct high-quality training throughout the year. Military success is achieved through realistic training that produces skilled soldiers. A natural by-product of this training is noise.

Noise is unwanted sound. In a world of constant natural and manmade sounds, those sounds perceived as noise vary among people in the community. Noise generated at Fort Benning emanates from small arms firing, mortar, tank gun and artillery firing and impacts, pyrotechnical devices, rotary and fixed-wing tactical aircraft, and heavy-tracked vehicles. Army Transformation will increase the number of military activities and active ranges on Fort Benning, thereby increasing the amount of noise generated by the installation.

To measure environmental noise, the Department of Defense (DoD) uses a widely accepted evaluator, the day-night sound level (DNL). The Environmental Protection Agency recommends this DNL evaluator, which describes the average daily noise level over the period of one year—meaning that it averages peak bursts with relatively quiet moments over a 24 hour period.

DNL measurements are “weighted” to reflect what people actually hear (A-weighting). Similarly, intense low-frequency noise that can cause vibration in nearby homes is weighted to reflect what people actually feel (C-weighting).

# Fort Benning

## JOINT LAND USE STUDY

Though the impulsive noise produced by large arms weaponry can cause vibration and the shaking of nearby buildings, the noise is air-borne. Sound is not transmitted through the ground as a result of mortar or artillery impact on the post, but instead travels through the air.

Noise levels are measured in terms of a quantity known as decibels (dB). Normal speech has a noise level of approximately 60 dBA and a busy street corner has a noise level of approximately 80 dBA. Table 9 below reflects common sound levels in dBA for comparison.

Experts at the Environmental Noise Program, US Army Center for Health Promotion and Preventive Medicine depict noise based on a computer simulation that processes data such as the type of weapons fired from each range or firing point including demolitions, the number and type of rounds fired from each weapon, the location of targets for each range or firing point and the amount of propellant used to reach the target. The measure further “penalizes” or places a higher decibel value on noise that occurs at night because it is more disruptive to the surrounding population.

In addition to operational characteristics, such as the type of weaponry used, a variety of meteorological factors, including wind, air temperature, humidity and cloud cover, can affect the path and the intensity of noise as it travels from its source. For example:

- wind moves the air and thus carries noise farther;

- humid air has more density, thus carrying noise farther from the source; and
- low, dense cloud cover can reflect more noise back to the ground, thus increasing sound intensity.

To assist the surrounding communities in land use decisions, the Army uses planning zones to separate noise levels into four categories associated: Land Use Planning Zone (LUPZ), Zone I, Zone II, and Zone III. Noise zones are generally defined as follows:

**Noise Zone III (NZ III).** This is an area around the source of noise in which the DNL is greater than 75 dBA or 70 dBC. This zone is considered an area of severe noise exposure and is unacceptable for almost all activities, especially noise sensitive land uses such as schools, churches, hospitals, and housing.

**Noise Zone II (NZ II).** This area consists of an area where the DNL is between 65 and 75 dBA or 62 and 70 dBC. Noise exposure within this area is considered to be significant and land use should be limited to activities such as industry, agriculture, transportation and other non-noise sensitive uses. Housing is not normally recommended. However, if the local jurisdiction determines that housing must be located in this area, densities should be low and utilize noise-reducing building construction techniques.

**Noise Zone I (NZ I).** This area, considered to have moderate to minimal noise exposure, includes areas in which DNL is less than 65dBA

or 62 dBC and is acceptable for all types of noise sensitive land uses. Since exposure to this level is low, figures do not include this Noise Zone.

**Land Use Planning Zone (LUPZ).** This is an area around a noise source which is between 60 and 65 dBA or 57 and 62 dBC and acts as a buffer in NZ I where the noise could reach NZ II levels during periods of increasing operations. Since the noise environment at the installation varies daily and seasonally, the Land Use Planning Zone (LUPZ) contour more broadly encompasses off-post lands, where on particularly active days, noise, smoke from prescribed burnings and the resulting community annoyance can approach levels typically associated with NZ II. This zone provides the post with an adequate buffer for land use planning, and can reduce conflicts between installation noise and smoke producing activities and the civilian community.

These noise contours should be viewed as a planning tool, not as a series of discrete lines that sharply divide noise-affected land from non-noise affected areas. However, contours are a useful framework for identifying those off-post areas in which noise exposure may be high enough to generate annoyance among a certain percentage of people.

### SMALL CALIBER WEAPON NOISE ZONES

Small arms weapons have a caliber of less than 20 mm. Figure 8 shows future small-arms noise contours associated with training activities on Fort Benning. The red boundary represents Noise Zone III, an area in which the low frequency noise from large weapons firing can be severe enough to raise significant compatibility issues with certain noise sensitive uses, such as housing, schools, and medical facilities. The orange line indicating Noise Zone II also raises compatibility issues with noise-sensitive uses. The blue line shown reflects the Land Use Planning Zone (LUPZ), an area of lower noise exposure in which some sensitive uses can experience annoyance during especially active periods on the post.

The off-post impacted lands are located north and north-east of the installation. Lands located in NZ II in Columbus-Muscogee are between State Route 22/ Macon Road and Fort Benning boundary, especially along Upatoi Lane. Marion County will see an increase of land affected by the NZ II north-west of the installation between Fort Benning and SR 355, in the vicinity of County Road 69 and Young Road.

## LARGE CALIBER WEAPONS RANGES

Large caliber (20 mm or greater) weapon impulse noise is measured using the C-weighted metric and will create the highest noise levels on the Installation. Figure 8 and 9 show the current and future large-arms noise contours.

Columbus-Muscogee, Marion and Talbot County are affected by future large arm noise contours. In addition to impacts in the Columbus-Muscogee panhandle along Upatoi Lane and Chattsworth Road, properties along Shatluga Road and Moye Road in eastern Columbus-Muscogee will be located in NZ II.

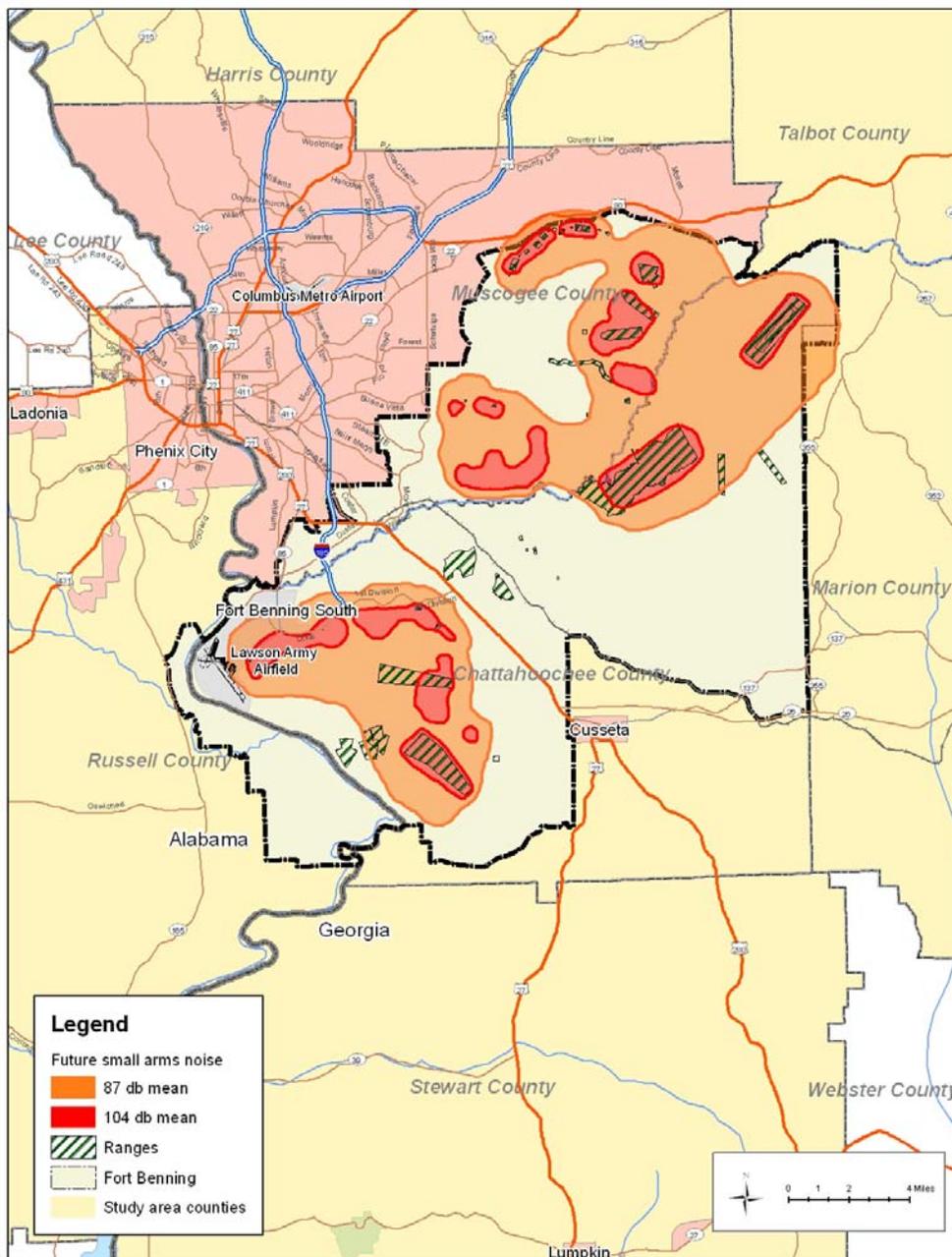
NZ III impacts 275 acres in Marion County, which is about a 4 percent increase from current exposure. These additional 11 acres are located in vicinity of NZ II impacted lands, especially along County Road 69 and George Cannon Road.

**Table 9. Comparable Noise Levels**

SOUND	dBA	EFFECT
Jet Engines (Near)	140	
Jet Takeoff (100-200 Fort)	130	Threshold of pain (125 dBA)
Thunderclap (Near)	120	Threshold of sensation (120 dBA)
Chain Saw	110	
Jet Fly-over (1000 Fort)	103	
Garbage Truck/Cement Mixer/ Farm Tractor	100	Regular exposure for 1 minute or more risks permanent hearing loss
Lawnmower, Food Blender	85-90	Level at which hearing loss begins (8 hour exposure)
TV	70-90	
Diesel Truck (40 Mph, 50 Fort)	84	
Garbage Disposal	80	Annoyance; constant exposure may cause hearing loss
Vacuum Cleaner, Hair Dryer	70	Intrusive, interference with conversation
Normal Conversation	50-65	Comfortable
Refrigerator	40	
Whisper	30	Very quiet
Rustling Leaves	20	Just audible
Normal Breathing	10	
	0	Threshold of normal hearing

Source: National Institute of Deafness and Other Communication Disorders

**FIGURE 8. FUTURE SMALL ARMS NOISE CONTOURS**



# Fort Benning

## JOINT LAND USE STUDY

FIGURE 9. EXISTING LARGE ARMS NOISE CONTOURS

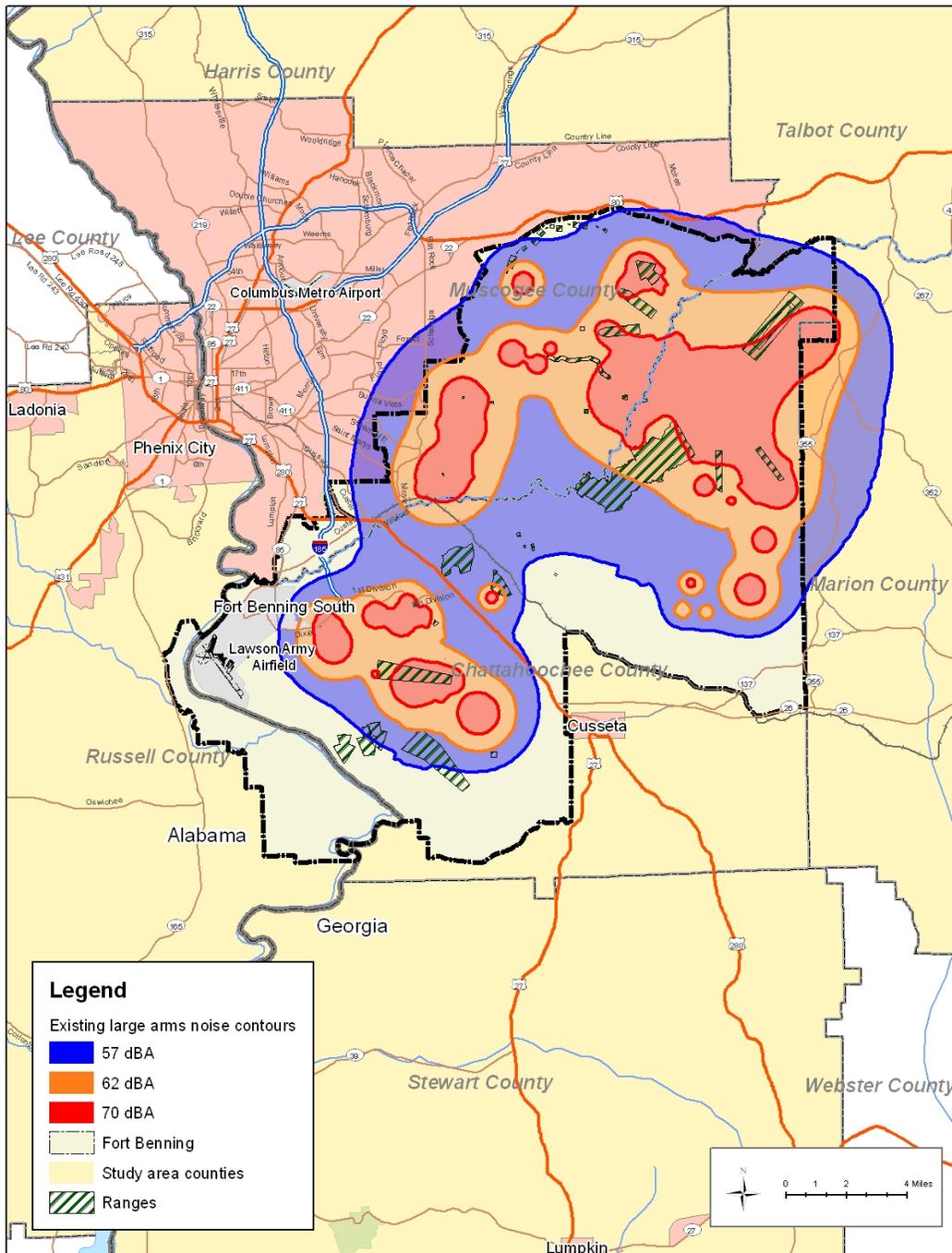
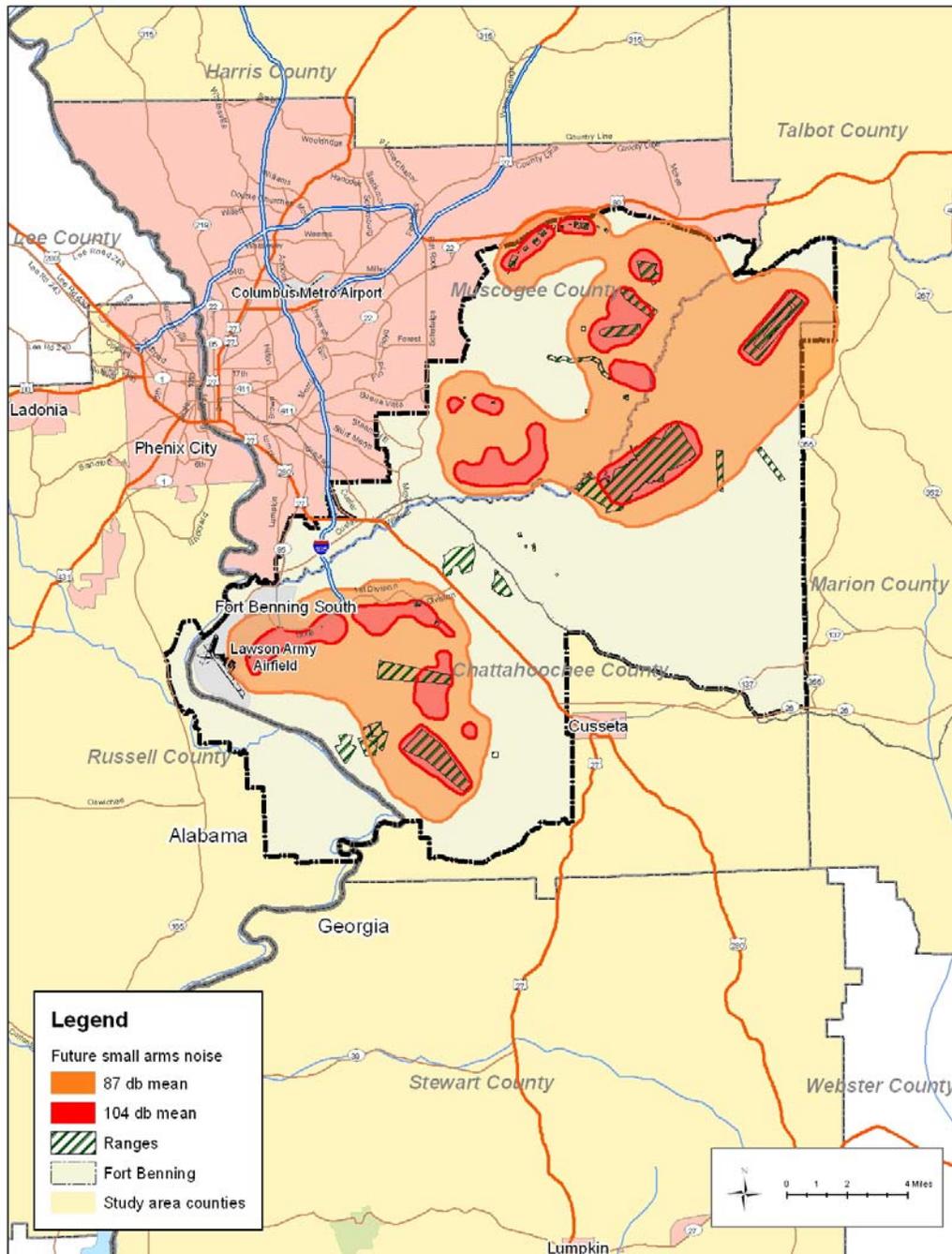


FIGURE 10. FUTURE LARGE ARMS NOISE CONTOURS



### AVIATION IMPACTS

In addition to range operations, Lawson Army Airfield (LAAF) creates both safety and noise impacts on the surrounding communities. LAAF is located in the southwestern portion of the Fort Benning Main Post cantonment area. Both fixed-wing and rotary-wing aircraft fly on established routes within restricted military airspace.

Aviation safety involves all safety aspects of aircraft operations and responsibilities for personnel working in or around aircraft. Clear Zones (CZ) and Accident Potential Zones (APZ) are established near military airfields based on the analysis of military aircraft accident history and a determination of where, within airfield environs, an accident is likely to take place and how large an impact area is likely to result from any single accident. Land use controls are implemented in these areas to reduce the level of risk associated with these zones. In addition to indicating air safety risks for land uses, these zones depict areas where the building height, glare, or dust or smoke of adjacent activities could interfere with safe aircraft operations. The Glossary section contains more detailed technical descriptions of the airfield safety zones.

**Clear Zone (CZ).** This area is located at the immediate end of the runway and is 1,000 feet wide by 3,000 feet long. The accident potential in this area is so high that all structures are incompatible.

**Accident Potential Zone I (APZ I).** The APZ I is the land directly at the end of the CZ and is 1,000 feet wide by 2,500 feet long. The APZ I is less critical than the CZ, but still possesses significant potential for accidents. Land use guidelines allow for a wide variety of industrial, manufacturing, transportation, communications, utilities, wholesale trade, open space and agricultural uses. However, concentrations of people are strongly discouraged, and local governments should limit the location of churches, schools and higher density housing.

**Accident Potential Zone II (APZ II).** The APZ II is the least critical and extends beyond the APZ I by an additional 2,500 feet. The APZ II still poses some risk for accidents, and land uses should be limited to low density single family residential, personal and business services, and commercial uses of low intensity.

The main runway on Fort Benning's Lawson Army Airfield is 10,000 feet long, runs northwest to southeast, and is capable of supporting all types of military aircraft. The CZ for this runway remains on the installation while approximately 2,500 feet of the APZ I and all of the APZ II on the northwest side extend beyond the installation boundary into Russell County, Alabama. This area contains scattered residential land uses. The secondary runway at LAAF is 5,900 feet long and is currently not in use.

Operations at Lawson Army Airfield (LAAF) produce noise contours and safety concerns that extend beyond the installation boundaries.

Unlike the noise contours based on future range activities, the zones around LAAF depict the existing noise environment. Base Realignment and Closure and other Transformation related activities will not increase the level of aviation activity in the foreseeable future.

Figures 11 and 12 show the LAAF noise contours, the APZs and the CZs. The blue line represents the LUPZ and extends approximately 13,000 feet into Russell County, Alabama and 13,000 feet to the southeast into Cusseta-Chattahoochee County. The orange contour depicts Noise Zone II crosses into Russell County to the west of the airfield runways for a distance of about 1,600 feet.

The Clear Zone, shown in yellow on Figure 12 and APZ I, shown in blue, are outside the post for a small area in Russell County. APZ II, shown in green, also enters into Russell County for a longer distance towards SR 165.

Appendix 1 contains general U.S. Army compatibility standards that assess the suitability of specific activities within various noise zones.

## ANALYSIS OF LAND USE COMPATIBILITY

### COMPATIBILITY GUIDELINES

Encroachment occurs when physically adjacent military and civilian land uses generate one or both of the following effects:

- Nearby community development interferes with the ability of the military to perform its mission or causes modifications to military operating procedures; or
- Members of the public are exposed to a higher than normal level of operational impacts associated with military activities, such as noise, smoke or the risk of an aircraft mishap.

# Fort Benning

JOINT LAND USE STUDY

FIGURE 11. LAWSON ARMY AIRFIELD NOISE CONTOURS

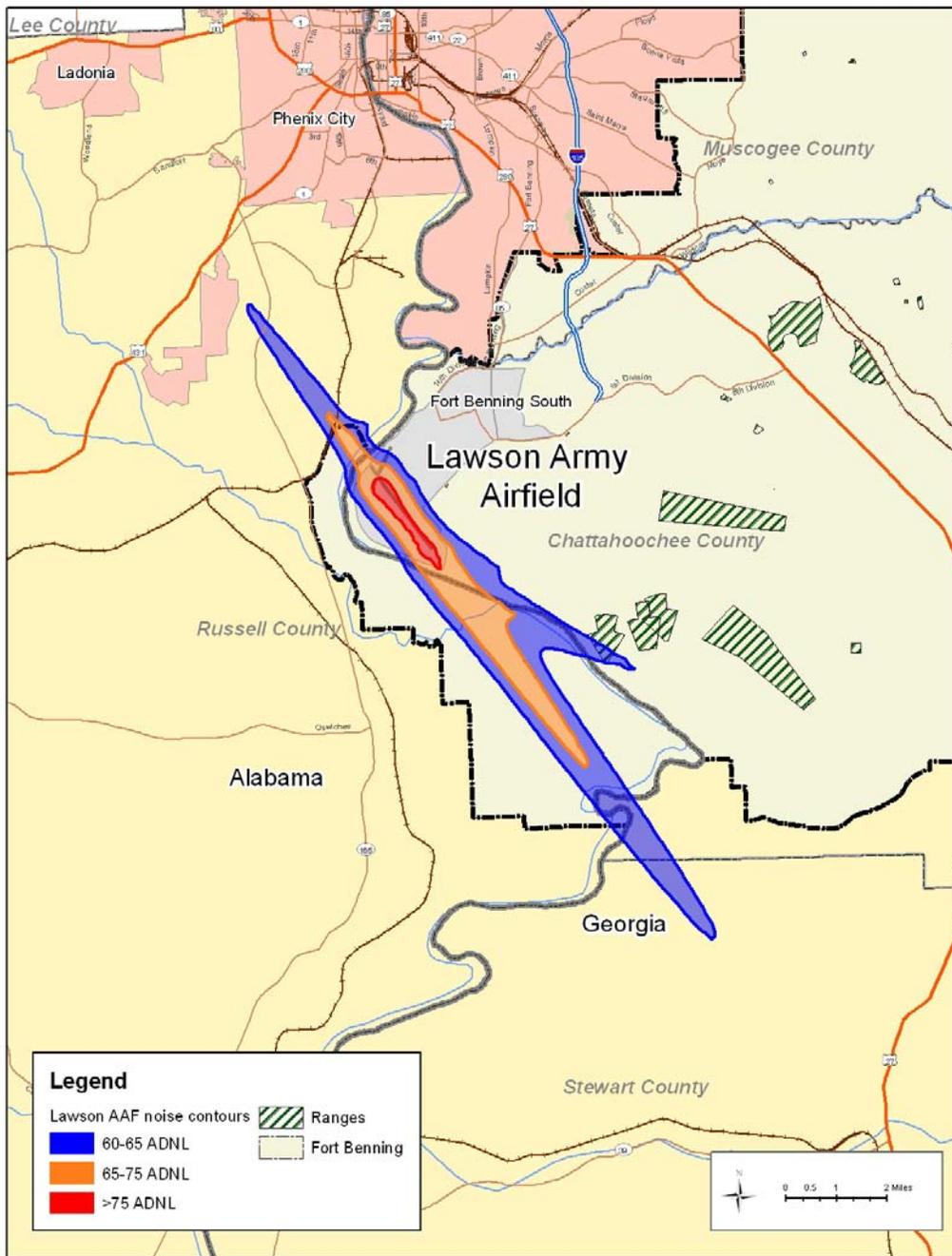


FIGURE 12. LAWSON ARMY AIRFIELD SAFETY ZONES



# Fort Benning

## JOINT LAND USE STUDY

When compatible, land uses can exist next to each other without causing interference with military exercises or exposing people to undue safety risks or nuisance. In this JLUS context, Army training activities raise compatibility issues when next to the following nearby land uses:

- Noise sensitive uses, such as housing, schools, medical facilities or places of worship;
- Uses that tend to concentrate people (certain higher residential densities, schools, churches, hospitals); and/or
- Uses as noted above that can interfere with safe air navigation, such as tall structures, or activities that throw off excessive lighting, smoke or dust and may impair vision.

For purposes of evaluating compatibility in designated noise and air safety zones, the JLUS draws guidance from The Federal Interagency Committee on Urban Noise land use guidelines (FICUN 1980) as shown in Table 10 and the Land Use Compatibility Guidelines for APZs (DoD 1977) in Table 11. Uses shown in green are typically compatible with the level of noise exposure or safety risk associated with each particular zone. Use depicted in yellow are conditionally compatible and may require further protection measures, such as indoor noise reduction. The guidelines deem activities shown in red as unacceptable within the given zones, indicating that strict prohibition of the use is the most appropriate regulatory action.

In general, guidance states that housing is compatible (shown in green) with noise exposure up to DNL 55 dB. Standards indicate that with exposure between DNL 65–75 dB, additional protective measures, such as indoor noise reduction, for residential uses may be warranted (shown in yellow). For conditionally compatible residential land uses, guidelines suggest consideration of the following factors:

- Is there a demonstrated community need for residential use that would not be met if development were prohibited in these zones?
- Where the community determines that residential uses are desired, structures should incorporate noise level reduction measures of at least 25 dB (65-70 ADNL) and 30 dB (70-75 ADNL). There are no building techniques that will reduce indoor noise associated with C-weighted (low frequency) impulse sound.
- Noise level reduction criteria will not eliminate outdoor noise problems. However, building location and site planning, design, and use of berms and barriers can help mitigate outdoor noise exposure particularly from ground level transportation sources. Measures that reduce noise at a site should be used wherever practical in preference to measures that only protect interior spaces.

Guidelines deem noise exposure that exceeds DNL 75 dB to be “incompatible” (shown in red) with all residential uses. Many uses, such as

# Fort Benning

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JOINT LAND USE STUDY

manufacturing, retail, government facilities, and agriculture, however, can be suitable even within a relatively high noise setting.

**Table 10. Land Use Compatibility Guidelines, A-Weighted**

FICUN	NZ I		NZ II		NZ III	
	< 55 DB	55 to 65 DB	65 to 70 DB	70 to 75 DB	75 to 80 DB	80 to 85 DB
Households	Y	Y	Y	Y	N	N
Manufacturing	Y	Y	Y	Y	Y	Y
Retail – General	Y	Y	Y	Y	Y	N
Restaurants	Y	Y	Y	Y	Y	N
Personal Services	Y	Y	Y	Y	Y	N
Hospitals	Y	Y	Y	Y	N	N
Government	Y	Y	Y	Y	Y	N
Education	Y	Y	Y	Y	N	N
Public Assembly	Y	Y	Y	N	N	N
Parks	Y	Y	Y	Y	N	N
Agriculture	Y	Y	Y	Y	Y	Y

Source: FICUN 1980

**Table 11. Land Use Compatibility Guidelines, APZs**

LAND USE	CLEAR ZONE	APZ I	APZ II
Single Family Unit	N	N	Y
Multifamily Dwellings	N	N	N
Manufacturing	N	N	Y
Trans, Comm and Utilities	Y	Y	Y
General Retail	N	N	Y
Restaurants	N	N	Y
Personal Services	N	N	Y
Other Services	N	N	Y
Government Services	N	N	Y
Educational Services	N	N	N
Cultural Activities	N	N	N
Medical Services	N	N	N
Churches	N	N	N
Playgrounds	N	N	Y
Regional Parks	N	Y	Y
Assembly Areas	N	N	N
Other Outdoor Recreation	N	Y	Y
Agriculture	Y	Y	Y
Livestock Farming	N	Y	Y
Forestry Activities	N	Y	Y
Permanent Open Space	Y	Y	Y

### AREAS OF CONCERN

Six areas within the JLUS Study area have been identified as areas of concern based on a combination of existing land use, zoning, future land use and current development patterns:

- East Columbus-Muscogee adjacent to the Fort Benning boundary,
- The Columbus-Muscogee panhandle,
- Box Springs community in south Talbot County,
- Northwestern Marion County adjacent to the Fort Benning boundary,
- Cusseta Community, and in the
- Lawson Army Airfield Influence Area.

Figures 13-15 are regional views of Existing Land Use, Zoning, and Future Land Use showing the six areas of concern and combined with the future large-caliber noise contours, the LAAF noise contours and the APZ.

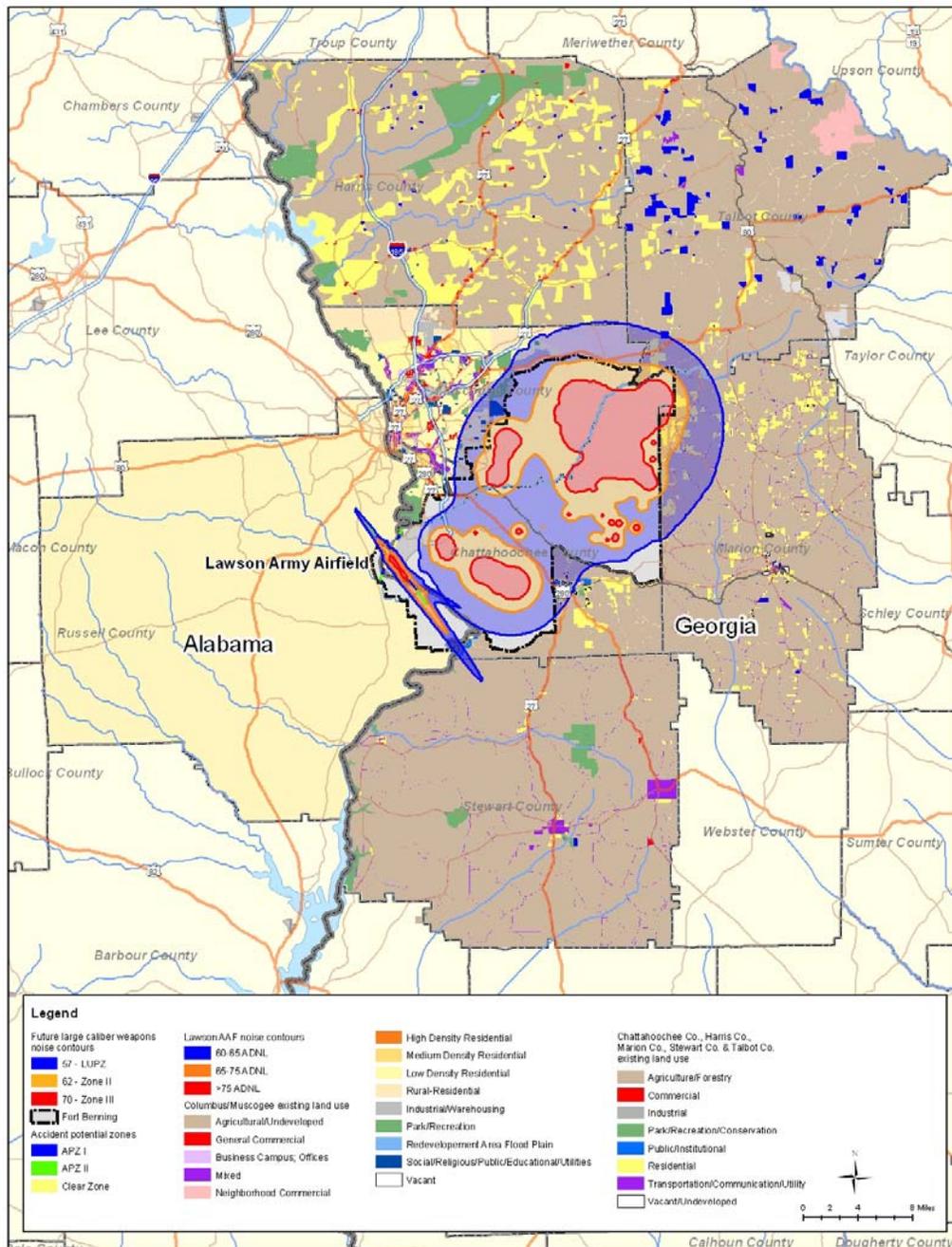
**East Columbus.** Most of the region's residential and commercial development is located in east Columbus, focused along the I-185 and US 27 corridors within the historic Columbus City limits. The majority of the commercial development within Columbus is located along I-185 and poses little encroachment risk. A significant industrial and business park development is situated within the Land Use Planning Zone (LUPZ) but does not pose a significant threat to the installation.

Adjacent to this business park is the West Georgia Central Regional Hospital, located just outside the Noise Zone II boundary and within the LUPZ. Hospitals are compatible land uses in the LUPZ, but since this hospital is so close to the NZ II contour, future expansions should consider using indoor noise level reducing building construction techniques. Figure 16 shows the Existing Land Use of this area with the noise contours and LUPZ overlay.

Another concern is the potential for new subdivisions and infill developments along Shatulga Road, Walter's Loop, St. Mary's Road and Buena Vista Road just west of Fort Benning. Two large parcels adjacent to Green Acres Cemetery are within NZ II, and a third parcel splits between NZ II and LUPZ. Because these parcels are already zoned for residential use and are surrounded by existing neighborhoods, it will be likely that similar and therefore potentially incompatible residential densities will be developed. Figure 17 shows the existing zoning of this area with the noise contours and LUPZ overlay.

The majority of land in this Area of Concern has a future land use of low density residential. Typical densities of 1 to 2 dwelling units (du) per acre in the LUPZ and 1 du per 5 acres in NZ II are considered compatible, but it is the prerogative of the local jurisdiction to determine compatible densities. Figure 18 shows the future land use of this area with the noise contours and the LUPZ overlay.

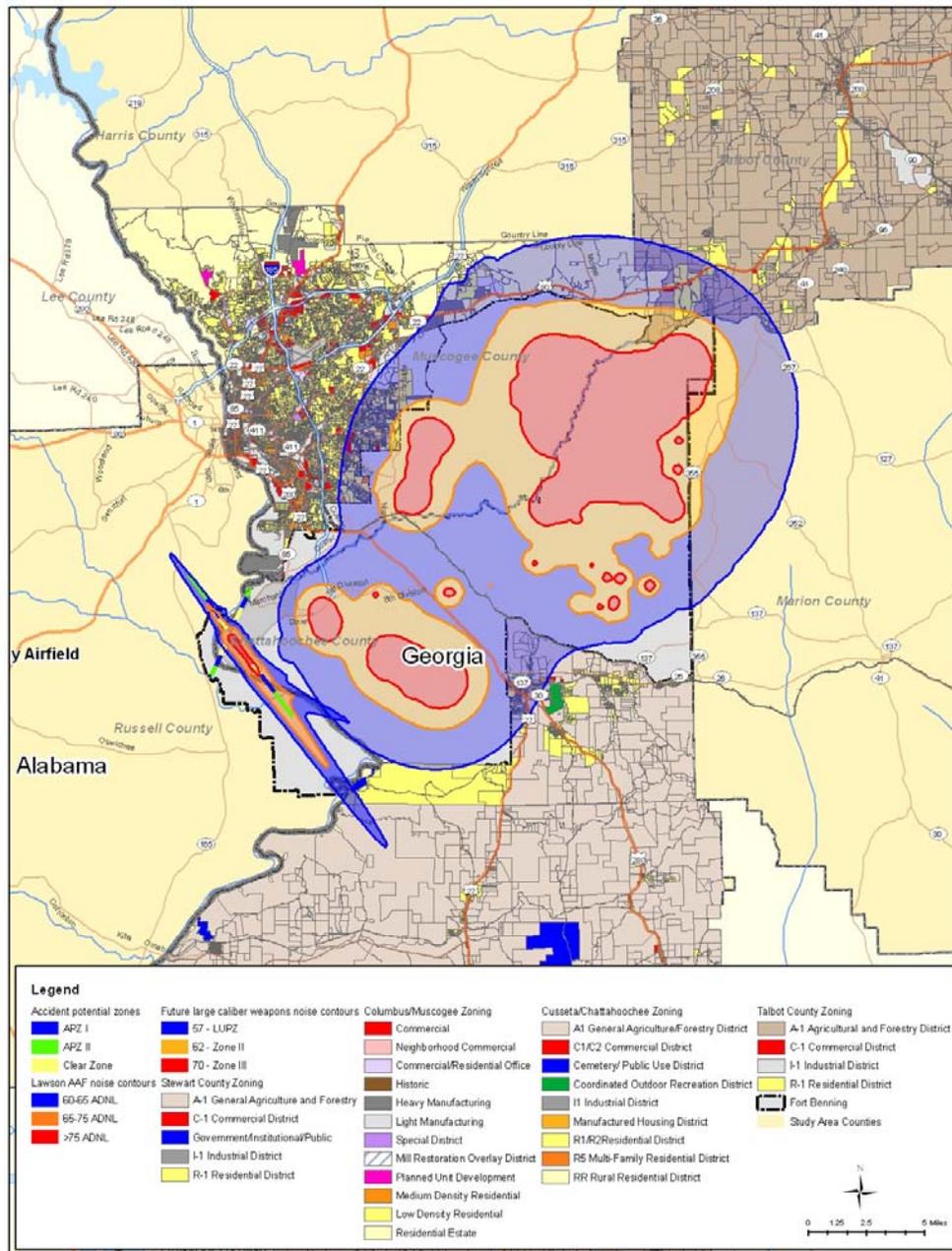
**FIGURE 13. REGIONAL LAND USE**



# Fort Benning

## JOINT LAND USE STUDY

FIGURE 14. REGIONAL ZONING





Two of the large parcels adjacent to Green Acres, which are in NZ II, have a future land use designation of Social/Religious/Public/Educational. This is a broad category covering many types of land uses. Development of these parcels should consider limiting concentrations of people such as those that occur in places of worship, amphitheaters, etc. Future buildings should utilize indoor noise reduction techniques.

**Columbus-Muscogee Panhandle.** This area is of potential concern. Large parcels north of the installation along Chatsworth Road and Macon Road, which have particularly good access to Pratt and Whitney Aircraft and the Fall Line Business Park, have the potential to attract residents unrelated to Fort Benning and unaware of future noise levels. The presence of more noise sensitive uses, such as housing increases the probability of noise complaints. This, in turn, puts pressure to restrict training operations at the Digital Multi-Purpose Range Complex, which is currently undergoing a multi-million dollar construction project.

Currently, most of the land in this area is classified as forestry and zoned for agriculture, with some development associated with the road infrastructure. Figures 19 and 20 show this Area of Concern with existing land use and zoning combined with the NZ II and LUPZ.

The future land use map (Figure 21) shows the expansion of the Fall Line Business Park, and the increase of low density housing, especially along Midland Road. Typical densities of 1 to 2 dwelling units (du) per acre in the LUPZ are considered compatible, but it

is the prerogative of the local jurisdiction to determine appropriate densities. Properties in NZ II, like those along Upatoi Lane should consider limiting development to 1 du per 5 acres and incorporating indoor noise reducing techniques.

**Box Springs Community.** This established community in southwest Talbot County is currently situated within the Land Use Planning Zone (LUPZ) and portions are in NZ II. Many of these residents either lived here or have immediate family members who lived here prior to the installation relocation in 1919. Lack of infrastructure limits growth pressures and the subsequent risk of incompatible growth. However, during public meetings, discussion from the community indicated some desire to develop this area.

Figures 22 and 23 show the existing land use and zoning in this area with the LUPZ and NZ II overlay. Although a majority is zoned agricultural, portions near the Box Springs and Jenkins Road intersection are zoned for residential, which allows 1 dwelling unit (du) per acre. Typical densities of 1 du per 5 acres in NZ II are considered compatible, but it is the prerogative of the local jurisdiction to determine compatible densities.

Figure 24 shows the future land use for this area with the LUPZ and NZ II overlay. The residential designation is carried south of Jenkins Road adjacent to the Fort Benning Boundary and further into NZ II. Expansion of residential uses into this area could significantly compromise the training and deployment mission of Fort Benning, resulting

in less realistic training and reduced operating hours at airfields and firing ranges. Increased housing density around the Digital Multi-Purpose Range Complex can result in operational restrictions, hence constraining the advanced training of tank operators prior to their deployment.

**Northwestern Marion County.** This portion of Marion County is in the LUPZ, NZ II and NZ III. Initial interviews indicated that the majority of development in Marion County is occurring along SR 355 which runs roughly parallel to the Fort Benning border and of which portions run through the Noise Zones. This growth pattern raises future encroachment issues.

Although a majority of land is classified as agriculture, this designation is often used as a holding category for future development (See Figure 25).

Growth in the region has increased demand for housing in turn placing pressure on the market to convert farmland and forestry land into housing. New residents drawn to large lot home sites may be unaccustomed to the noise produced by firing range activity and aircraft operations conducted along the installation perimeter.

**Cusseta Community.** Historically, residential development occurred in the city of Cusseta, which is almost adjacent to Fort Benning's border. Existing small-lot residential development occurs along Anderson Road and Railroad, both areas within the LUPZ. Figures 26 and 27 show the LUPZ with the existing land use and zoning.

Recently, residential development has occurred along US 280, US 27 and SR 137. Though not within the LUPZ, these residents will periodically hear military activities.

### **Lawson Army Airfield Influence Area.**

Additional analysis of Stewart County and Russell County reveal that development in these areas are slower than the remainder of the region. This area is comprised of individual home owners and large lot land owners dispersed throughout. Residents in Stewart County are generally focused towards the northern portion of the county. The land use patterns in both counties are primarily agricultural and forestry.

The noise associated with Lawson Army Airfield extends off post in small portions of Russell and Stewart counties as well. Figures 29 –31 show close up views of these areas. Currently, the land use is primarily agricultural with scattered residential land uses and is compatible with the LAAF noise environment. The potential for land use conflicts, however, will rise with increased development on these adjacent lands.

**FIGURE 16. EXISTING LAND USE – EAST COLUMBUS**

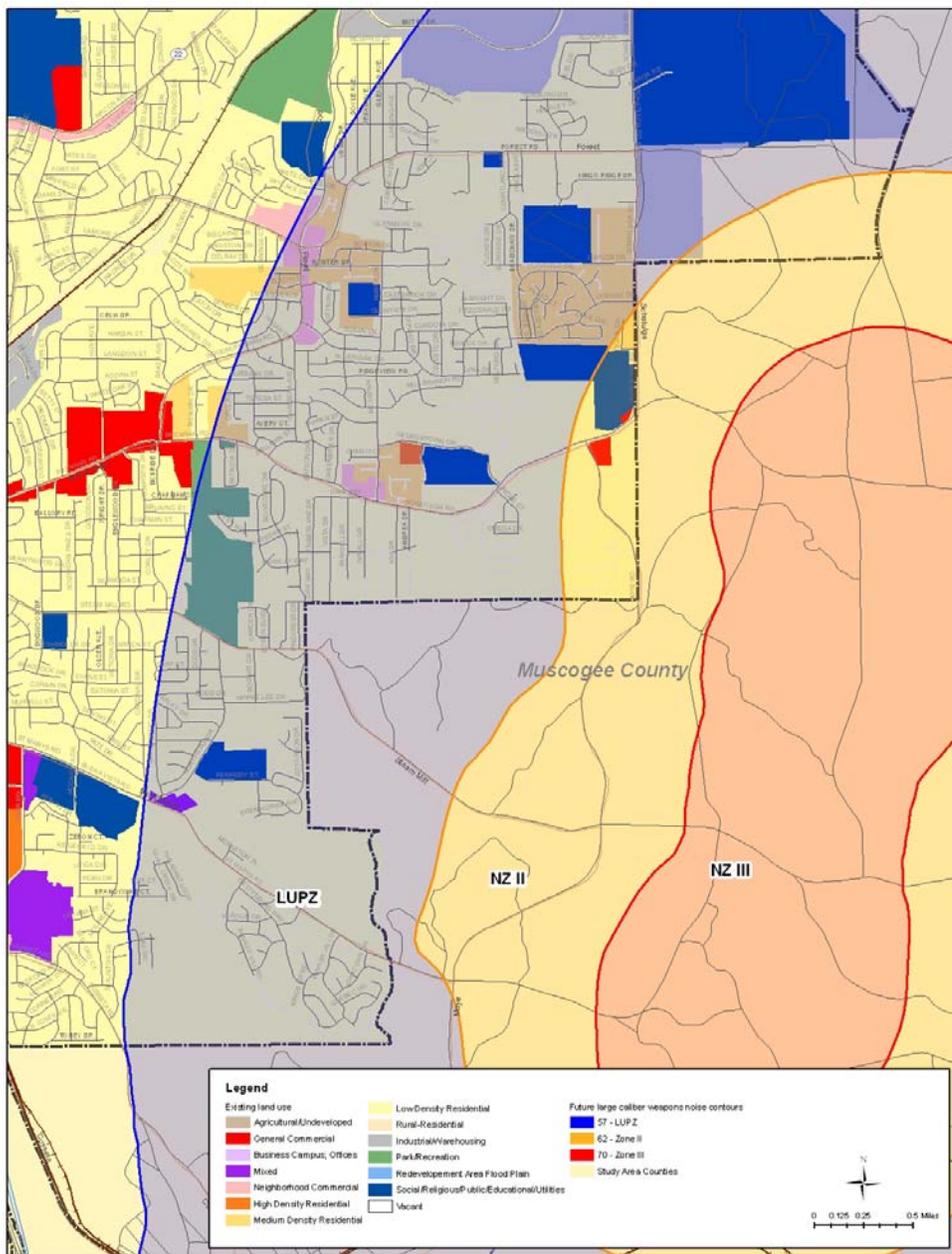


FIGURE 17. ZONING – EAST COLUMBUS

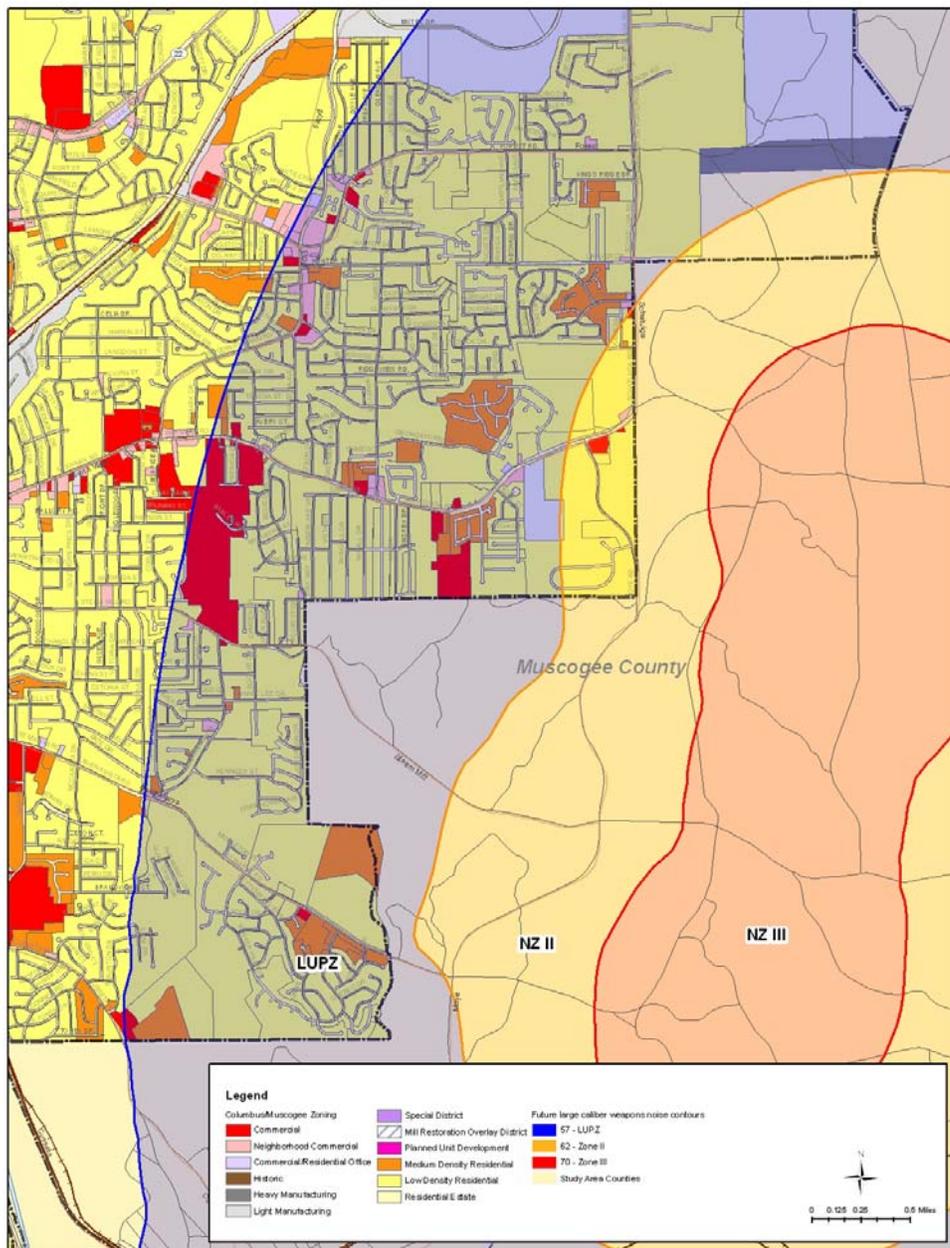
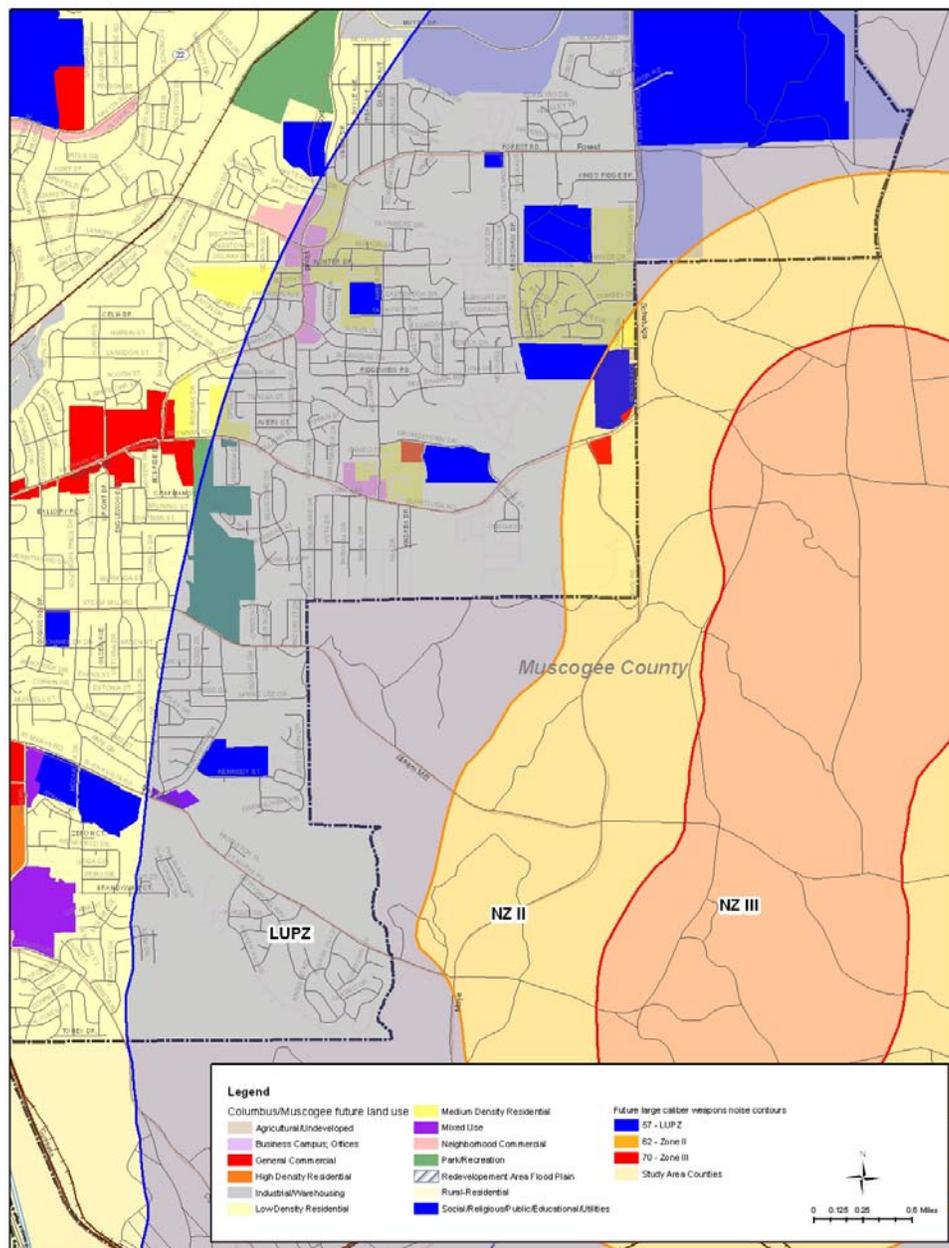
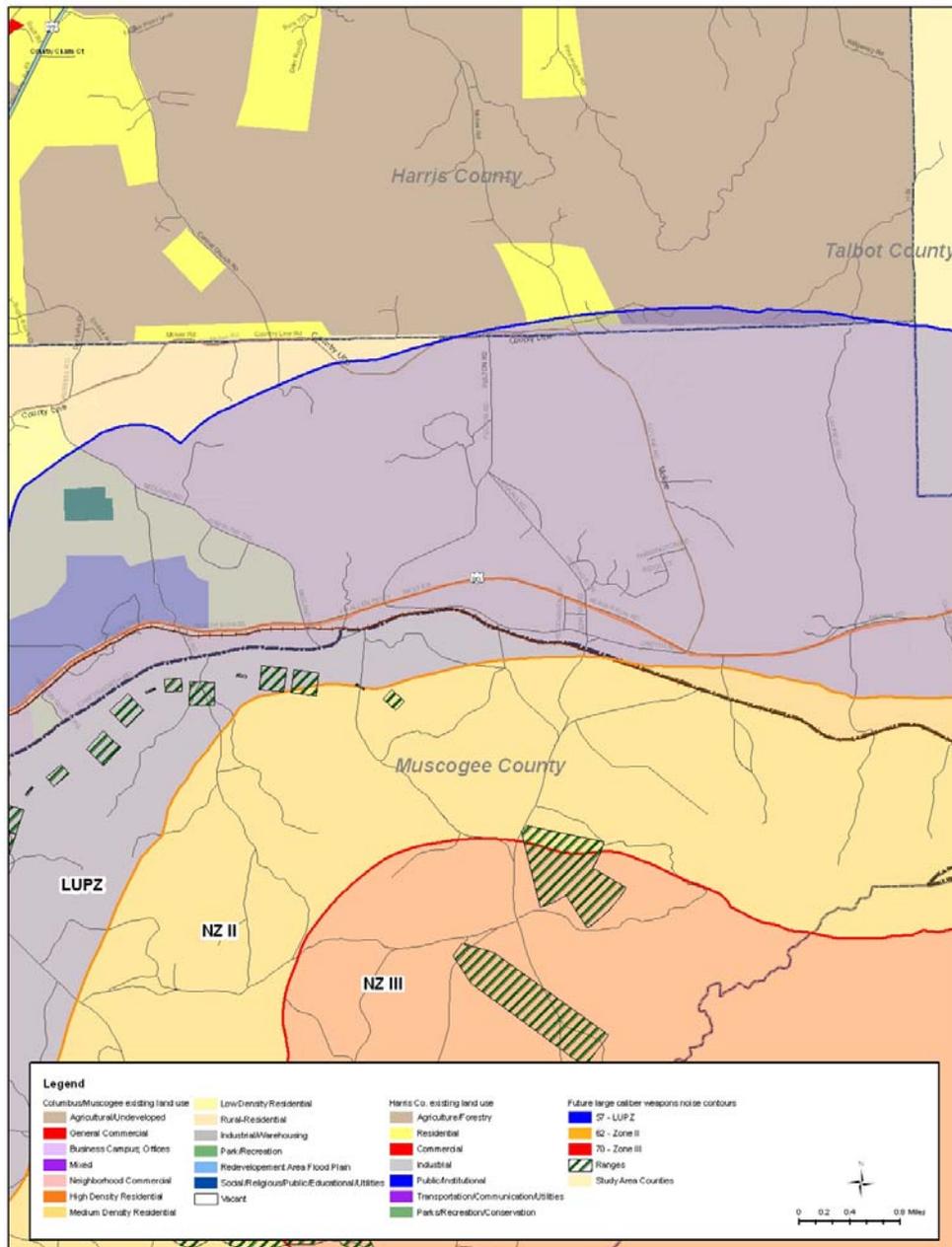


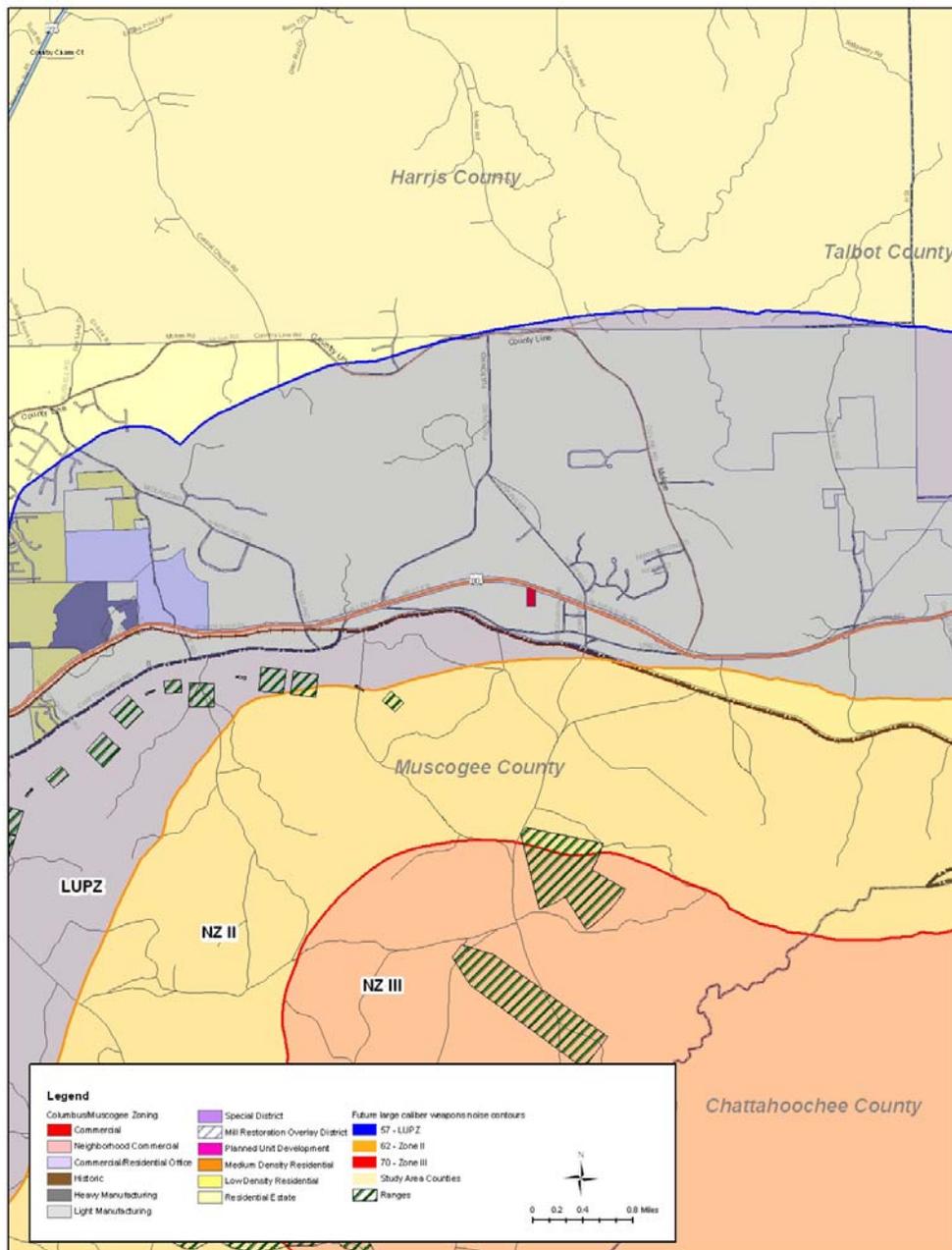
FIGURE 18. FUTURE LAND USE – EAST COLUMBUS



**FIGURE 19. EXISTING LAND USE - COLUMBUS-MUSCOGEE PANHANDLE**



**FIGURE 20. ZONING - COLUMBUS-MUSCOGEE PANHANDLE**



**FIGURE 21. FUTURE LAND USE - COLUMBUS-MUSCOGEE PANHANDLE**

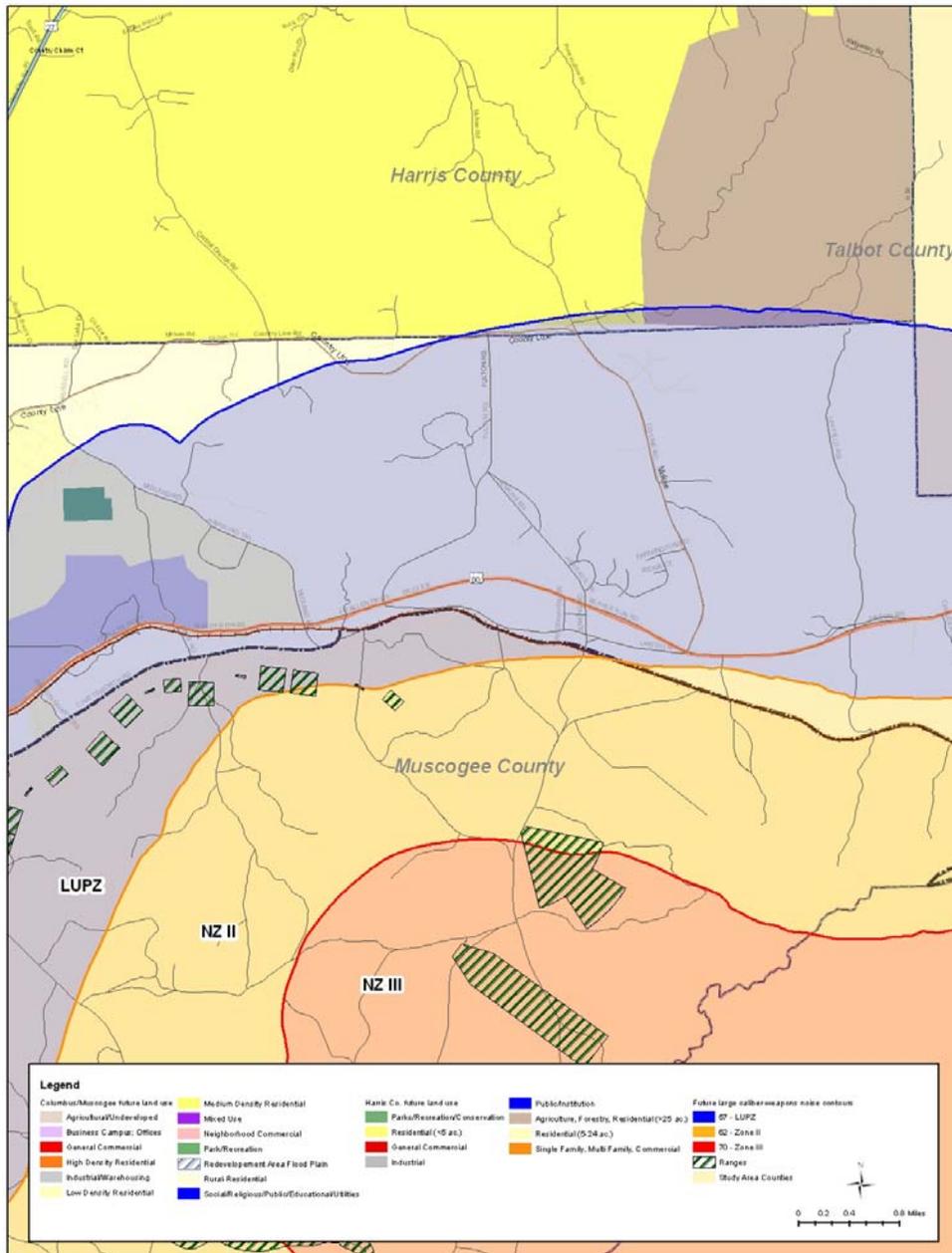
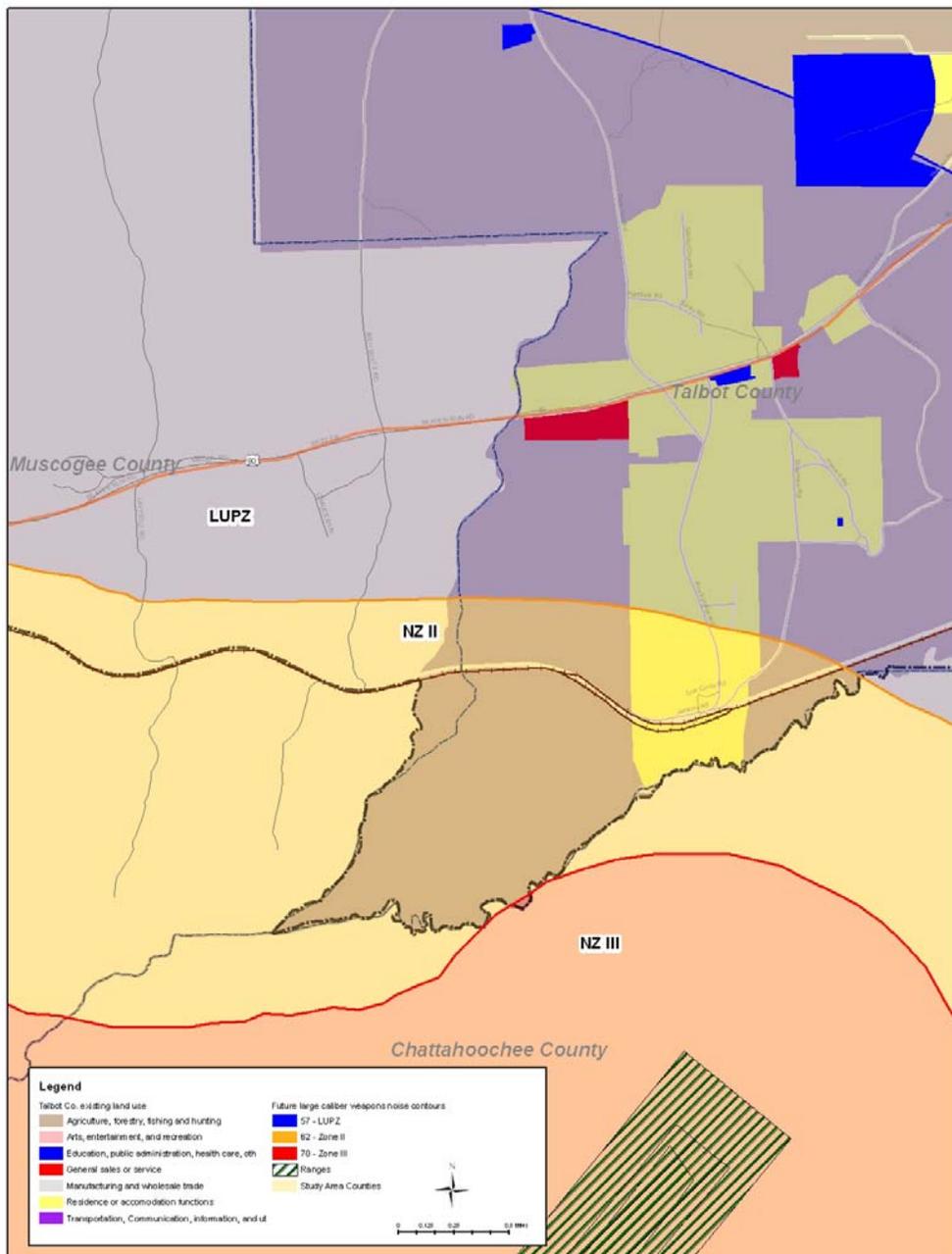
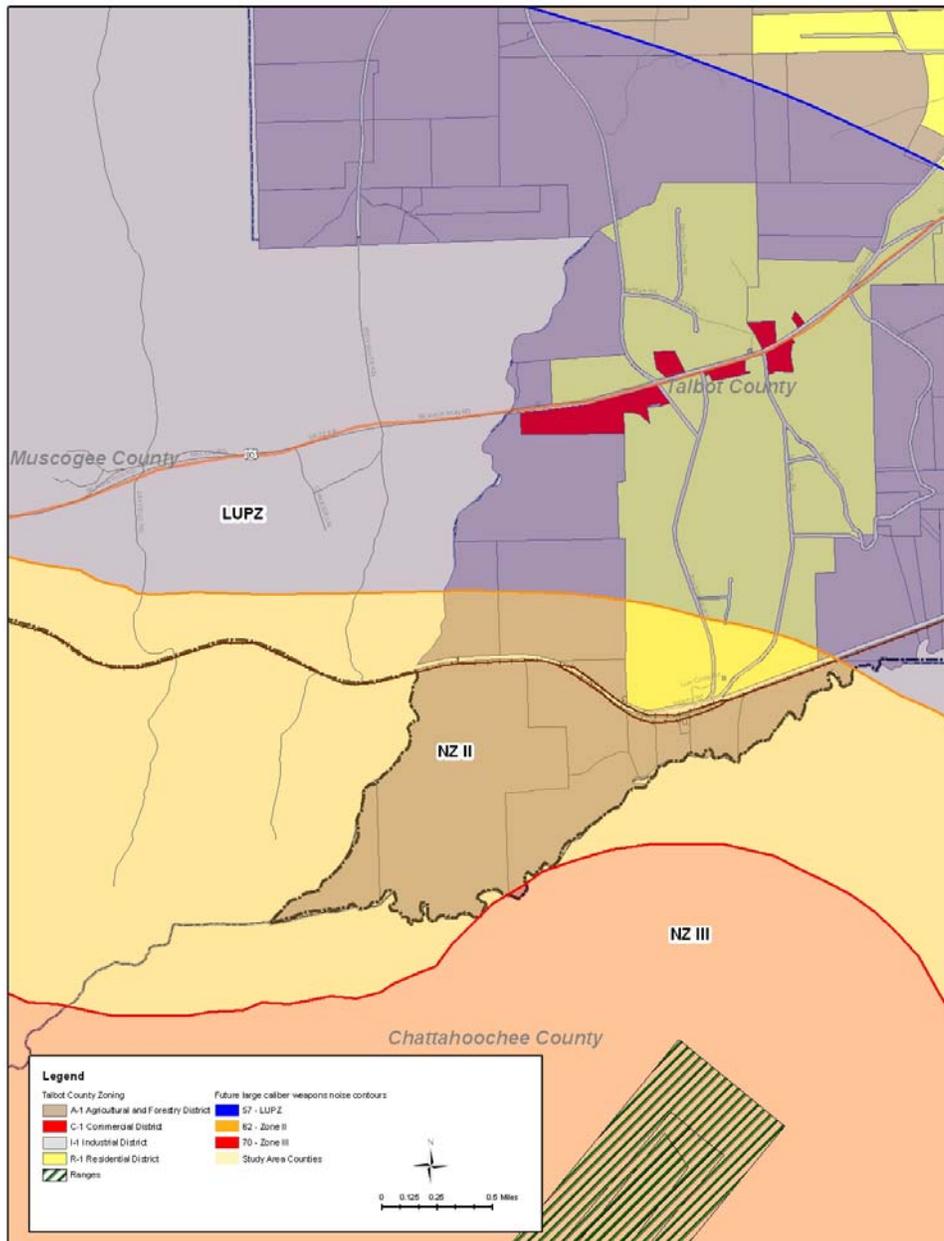


FIGURE 22. EXISTING LAND USE – BOX SPRINGS



**FIGURE 23. ZONING – BOX SPRINGS**



**FIGURE 24. FUTURE LAND USE - BOX SPRINGS**

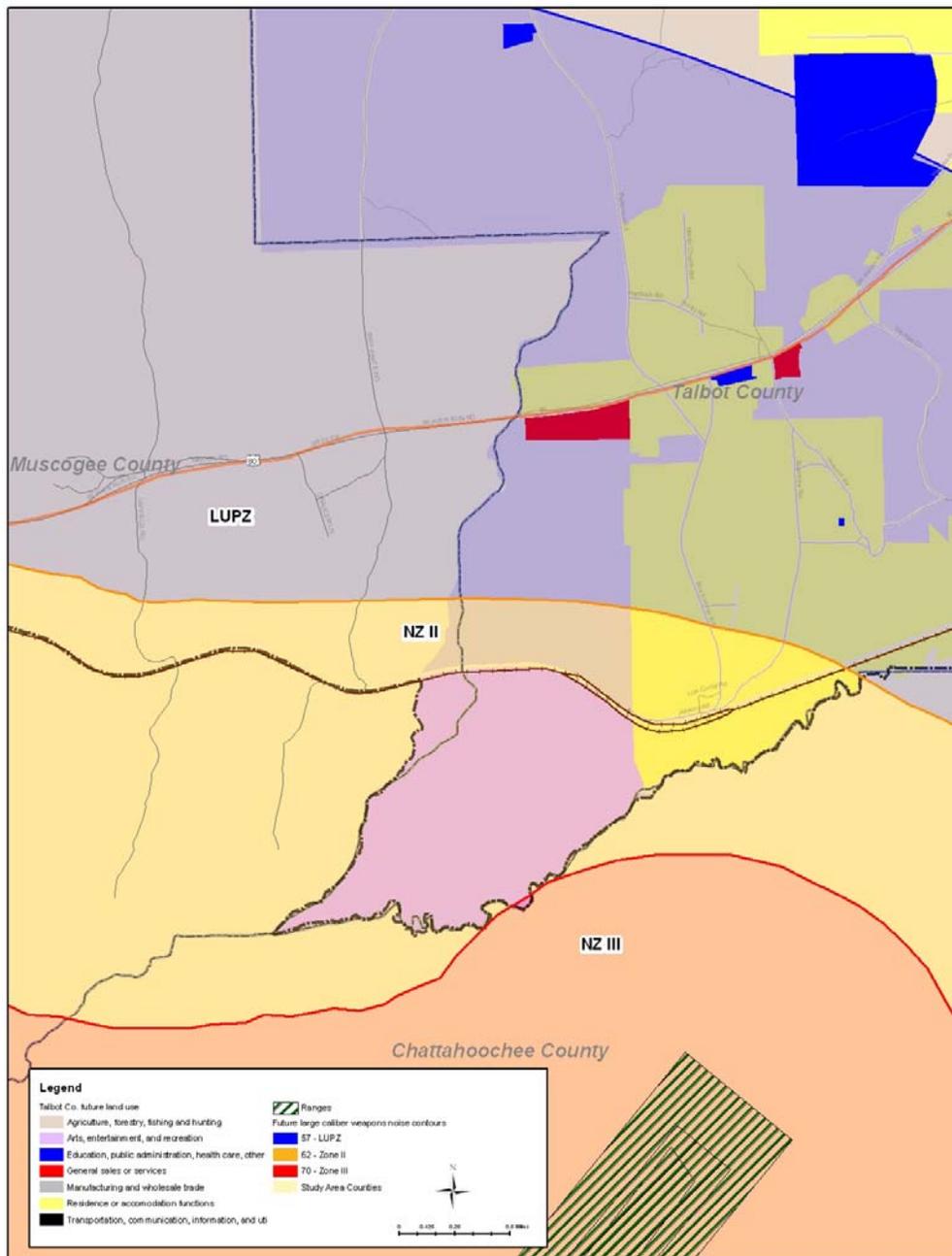
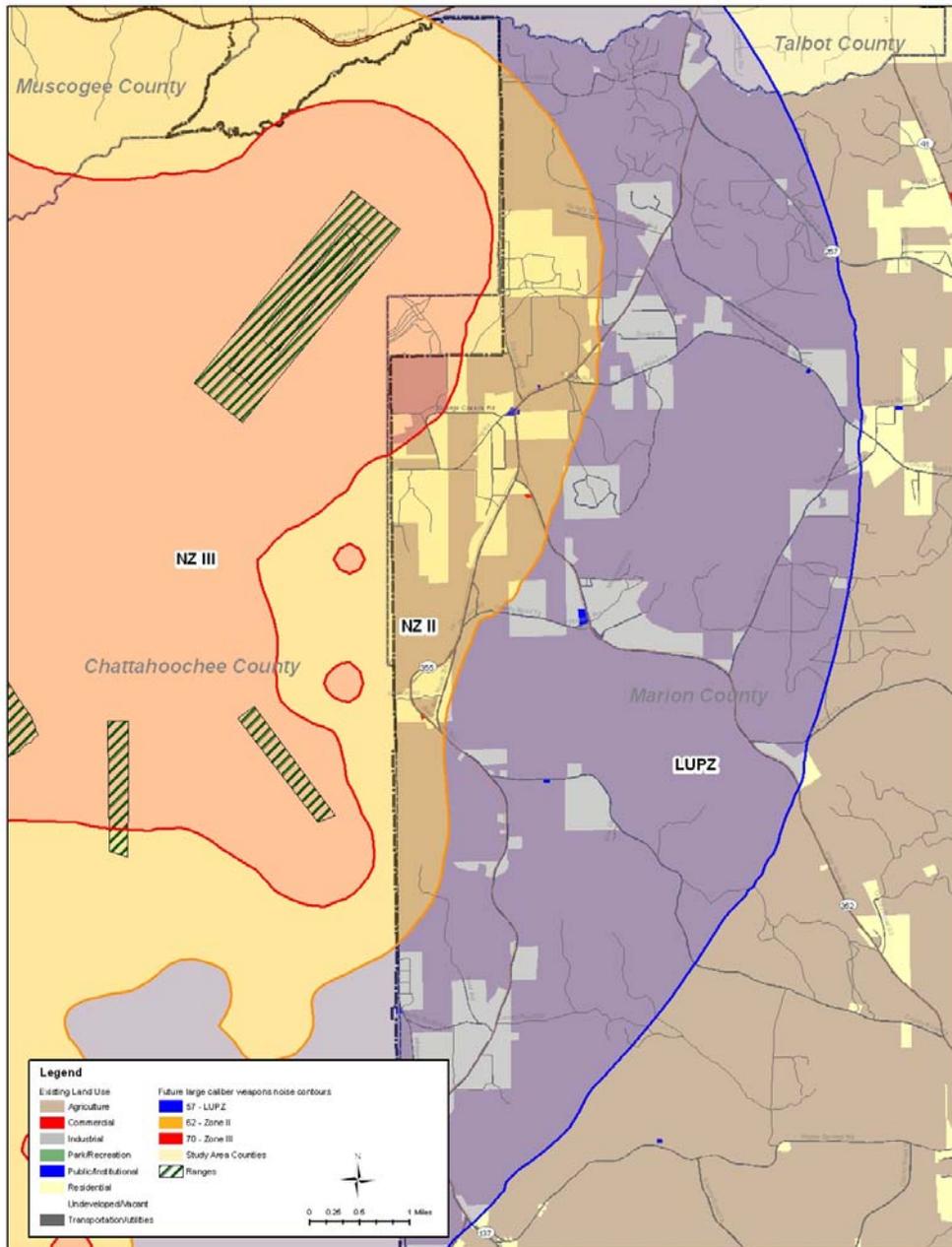


FIGURE 25. EXISTING LAND USE - MARION COUNTY



**FIGURE 26. EXISTING LAND USE - CUSSETA**

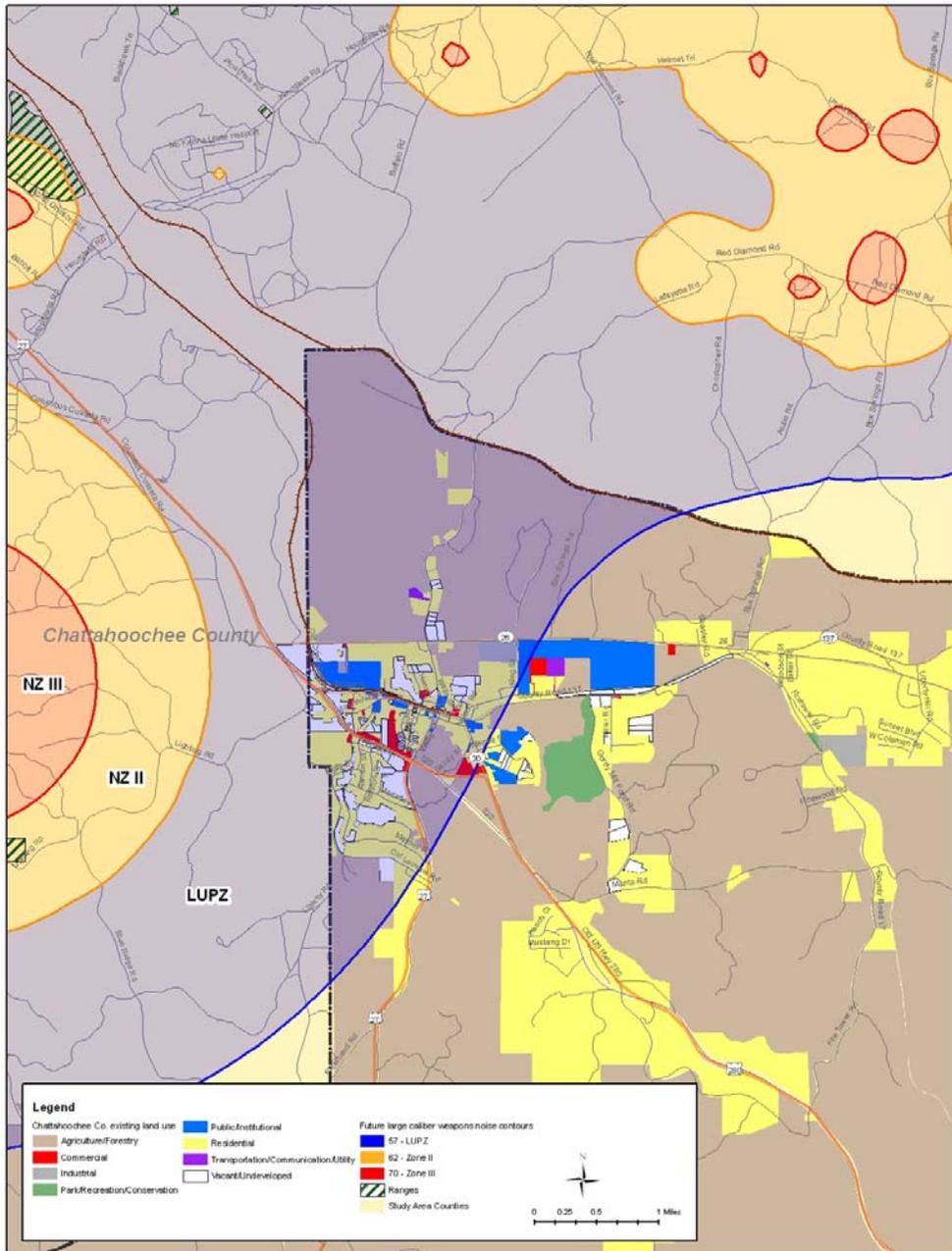
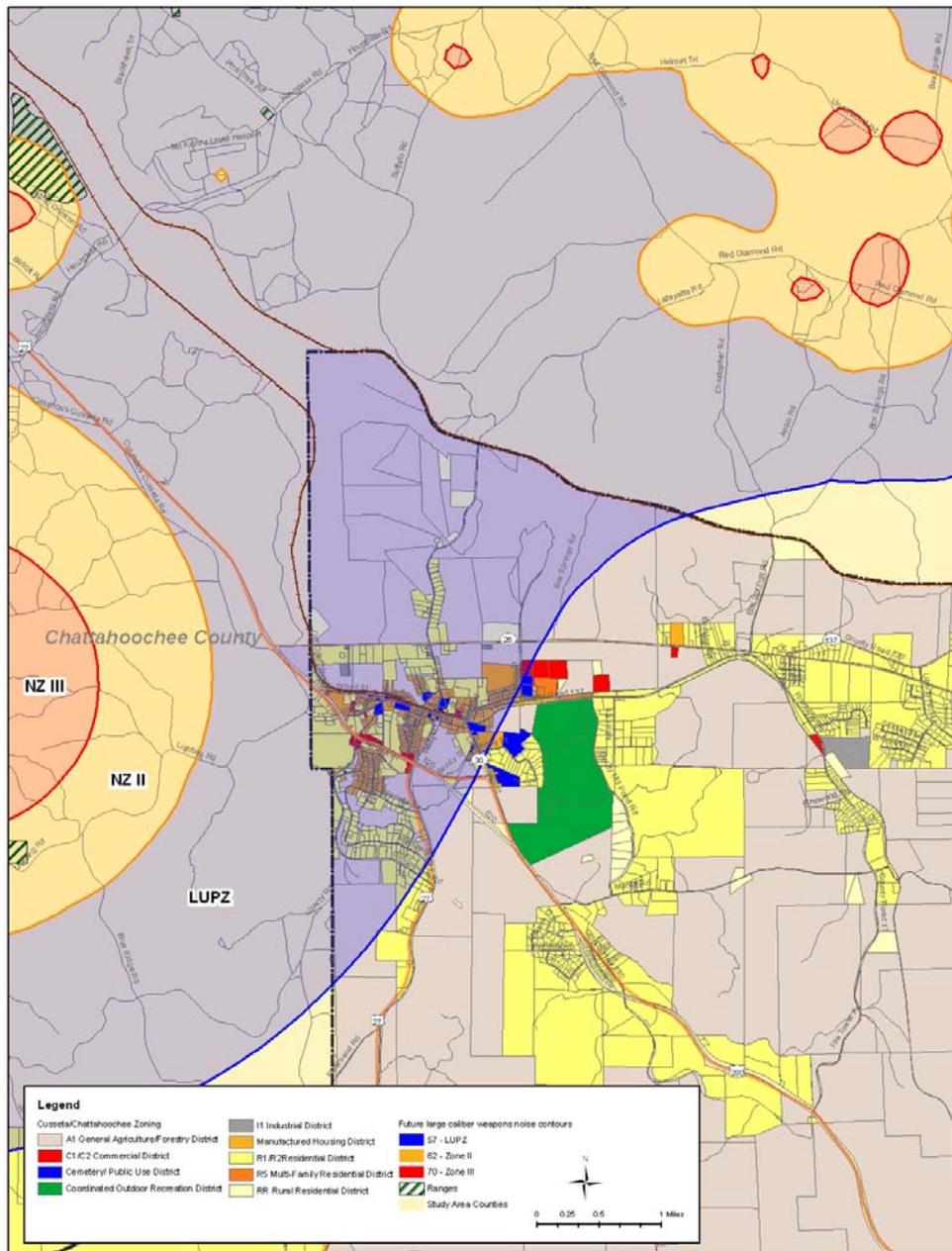
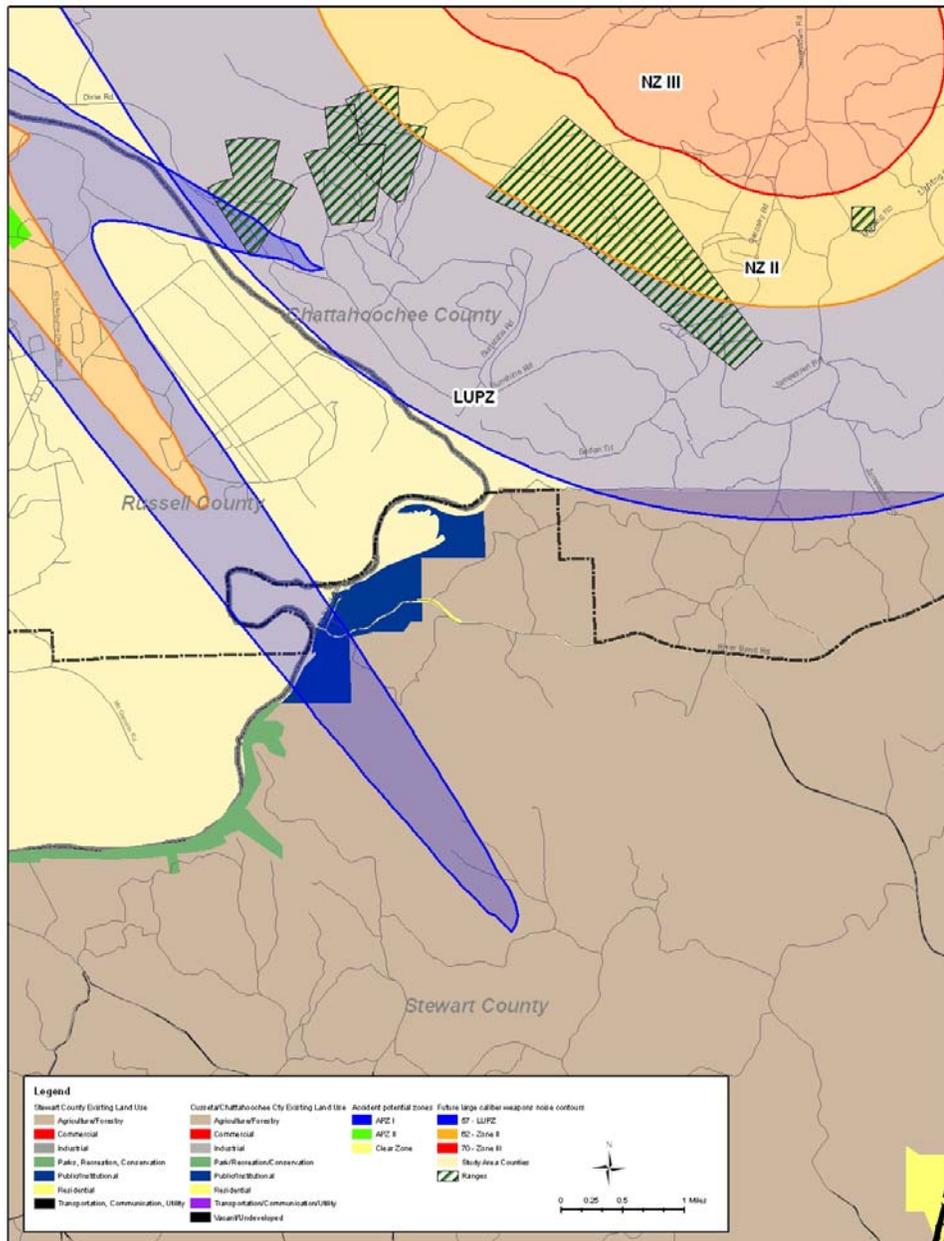


FIGURE 27. ZONING - CUSSETA





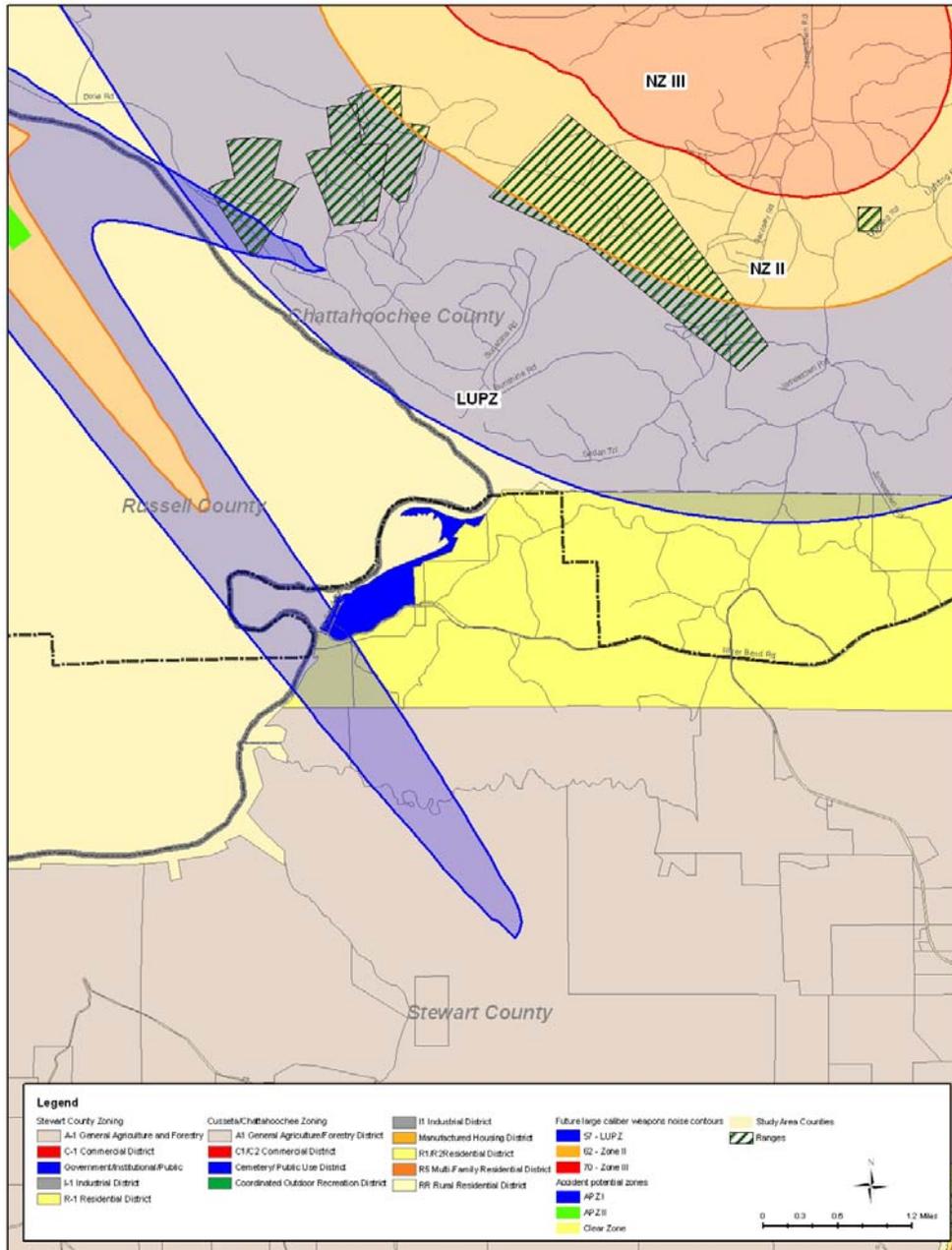
**FIGURE 29. EXISTING LAND USE - LAAF**



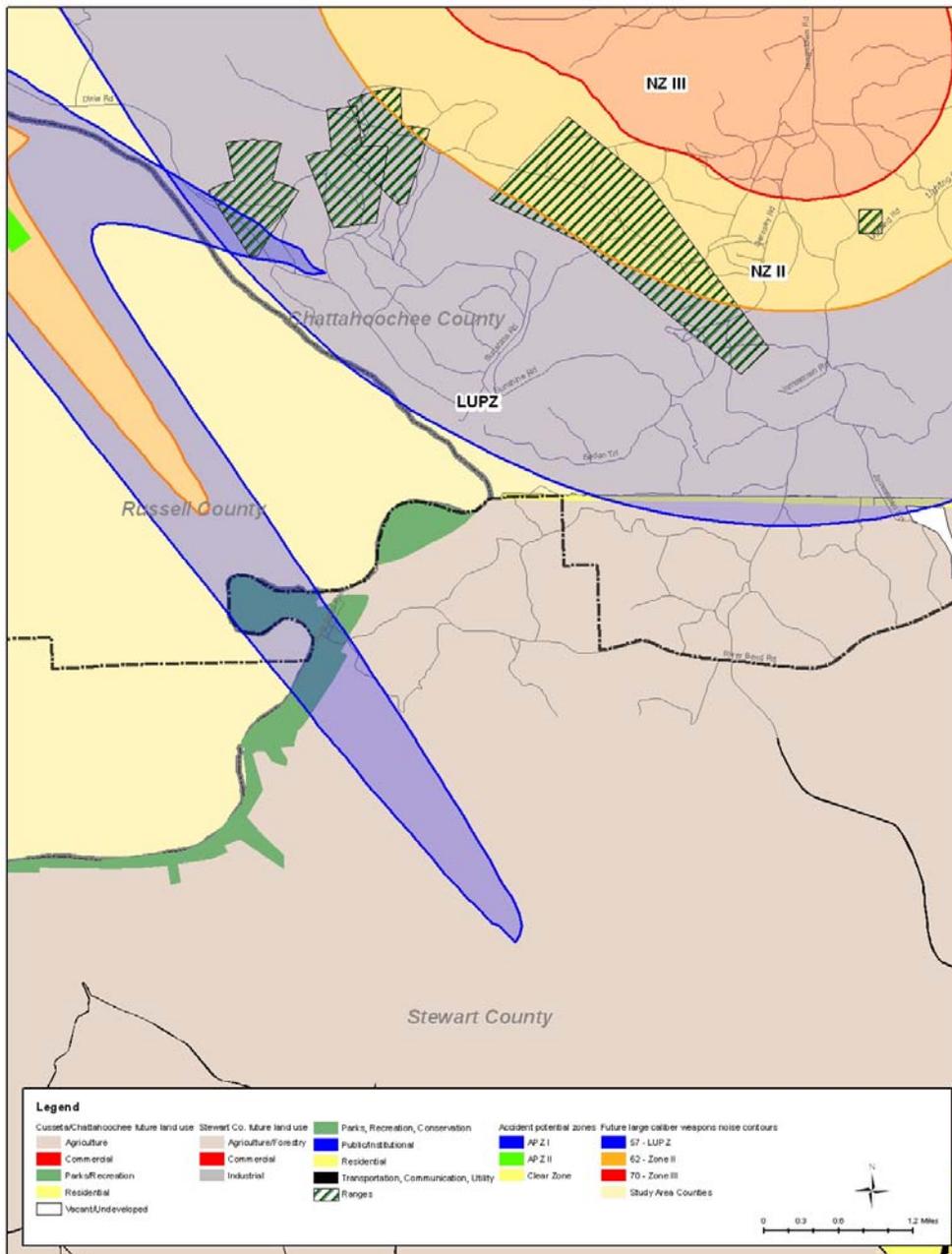
# Fort Benning

## JOINT LAND USE STUDY

FIGURE 30. ZONING - LAAF



**FIGURE 31. FUTURE LAND USE - LAAF**



### OTHER COMPATIBILITY ISSUES

While noise from large caliber weapons and aircraft along with air safety hazards are the major operational issues generated by Fort Benning other impacts may interfere with military training or affect the quality of life in surrounding communities.

#### *Air Space Intrusion*

Cell towers can act as a physical intrusion into active air space, particularly for aircraft participating in low altitude operations. Communications towers may also be a source of electromagnetic 'noise,' which may affect military avionics and radio frequency (RF) dependant weapons systems and communications.

#### *Radio Frequency Spectrum*

Adequate radio frequency spectrum is essential to almost all aviation operations. Civilian radio frequency devices (ex., radios, radars, keyless entry devices) can sometimes transmit in military assigned frequencies, affecting electronic systems and communications equipment.

#### *Exterior Lighting and Light Pollution*

Outdoor lighting systems, especially streetlights or exterior security lighting associated with large buildings often allow significant light to travel upward into an otherwise darkened sky. The resulting "light pollution" can obscure pilot vision or interfere with the use of night vision training devices.

Night vision flight training, in which aviators use night vision goggles (NVGs) or other types of night vision systems, is essential to the missions of the modern Army. Night vision systems are designed to operate away from civilization and electric lighting. Exposure to stray light can cause the vision screen to white-out, temporarily robbing the aviator of vision. In some cases, light pollution can hinder night training resulting in a relocation of training routes or even making it no longer feasible.

### CURRENT ARMY COMPATIBILITY TOOLS

Fort Benning has implemented a variety of measures to promote land use compatibility and minimize operational impacts on surrounding lands. As noted earlier, the post's IONMP lays out the primary strategies for addressing land use conflicts related to noise and accident potential with specific focus on operational procedures on the post.

In addition to establishing compatibility guidelines and defining areas of concern, the IONMP promotes education for the military

and civilian community, the management of noise complaints, mitigation, the “Fly Neighborly” program, and noise abatement procedures.

**Fly Neighborly Program.** Fort Benning has adopted a "Fly Neighborly Program," which trains Army helicopter pilots on ways to reduce noise impacts when flying in developed areas. Significant aspects of the Fort Benning program include:

- Investigation of Noise Complaints.
- Designation of Noise-sensitive Areas.
- Requiring military aviators to avoid residences, buildings, and farm-related facilities by at least 500 feet slant range while maintaining appropriate altitude; to avoid towns and cities except when operating in approved corridors; to avoid livestock and recreational areas; and to use established traffic patterns, corridors, and routes at designated altitudes.

**Airspace Corridor/Route System.** Fort Benning utilizes a system of corridors and visual flight rule (VFR) routes to promote the safe and efficient flow of air traffic and to minimize the effect of aircraft noise.

**Aircraft Control Procedures.** Control procedures designed to mitigate noise include: avoidance of residences, buildings, and farm related facilities; avoidance of towns, cities, and villages; and use of designated traffic patterns and altitudes.

Fort Benning Public Affairs Office also notifies the media in advance of an unusually extensive training event and controlled burning events.

## CURRENT LOCAL GOVERNMENT COMPATIBILITY TOOLS

This section assesses local government policy to determine what tools are currently available to communities seeking more compatible land use patterns around the post. The review looked for the following specific tools among existing plans, ordinances, and regulations:

**Plan Coordination.** *Does the jurisdiction have a Comprehensive Plan with specific language promoting land use coordination with Fort Benning and identifying areas subject to possible encroachment near the post?*

**Growth Management.** *Does the jurisdiction have a stated policy to guide growth away from areas in proximity to the post or from areas likely to be affected by post operations?*

**Conservation.** *Does the jurisdiction have an established set of environmental criteria to preserve rural/undeveloped lands that may be in proximity to the post?*

**Flexible Land Use.** *Does the jurisdiction permit flexible land use patterns, such as cluster zoning or planned unit developments that can reduce post impacts through innovative site design?*

**Civilian Airport Zoning.** *Does the jurisdiction have specific zoning that recognizes airspace hazard prevention and other land use compatibility goals around existing airports?*

**Noise Reduction.** *Does the jurisdiction require indoor noise reduction for new residential construction within high noise areas?*

**Disclosure.** *Does the jurisdiction require that real estate transactions in noise or safety affected areas include a release of information on possible impacts to prospective buyers or renters?*

Overall, a review of existing plans and regulatory policies indicates that the communities within the seven county study area have few tools in place to promote land use compatibility around Fort Benning. Table 12 compares existing tools with many of the

best practices currently adopted by many defense communities and installations across the country. The specific land use compatibility strategies or actions that currently take place in the region are:

- Columbus-Muscogee and Cusseta-Chattahoochee counties notify Fort Benning of rezoning installations. Other counties in Georgia may do this, but development requests have not occurred there for some time.
- Columbus-Muscogee County has adopted a conservation subdivision ordinance.
- Cusseta-Chattahoochee, Stewart, Talbot, Harris and Phenix City have adopted a Planned Unit Development ordinance that could enable the preservation of land in Noise Zones and Land Use Planning Zone around the installation.

It should be emphasized that Fort Benning and the partner communities of the JLUS maintain a fairly close and collaborative relationship. The review of current policy suggests, however, some gaps in compatibility planning. The recommendations of this report focus on strengthening the encroachment reduction tools available to local planners and decision-makers.

**Table 12. Review of Existing Compatibility Tools in the Region**

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Fee Simple Acquisition	Outright purchase of land deemed necessary as buffers for training activities.	Removes land from private market to eliminate pressures for conversion to developed uses.	Army	No
Transfer of Development Rights (TDRs)	Restricts development rights in one area and allows development in other areas designated at higher densities.	Reduces development in constrained "sending" area, while allowing development "credits" to be sold to property owners in a higher density "receiving" area with fewer development challenges.	County and municipal jurisdictions; requires designation of sending and receiving areas through Comprehensive Plans and zoning and the administrative framework to perform the transfer; both GA and AL local governments are enabled to enact this tool	No
Conservation Easements	Restricts development rights with specific requirements intended to promote conservation goals.	Achieves habitat and watershed conservation goals while providing tax incentives to property owners.	ACUB recommended in specific Red-cockaded Woodpecker and Gopher Tortoise corridors; Nature Conservancy in affiliation with Army; local governments and other 501-c-3 organizations with conservation intents; private land owners.	Nature Conservancy; Not implemented by local governments

# Fort Benning

## JOINT LAND USE STUDY

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Noise Easement Program	Make issuance of a new residential permit or platting of subdivision in a noise zone contingent on the signing of a noise easement by the property owner.	Ensures that owner is aware that training may produce noise, smoke, vibration and other impacts. The party thus grants an easement for the continuance of noise generating activities, adding some legal "teeth" to the standard disclosure.	Local governments to include provision to require an easement as part of zoning and subdivision regulations.	No
Improve Army communications	Enhance the Army's public outreach and awareness activities.	Ensure public awareness of Army training activities and operational impacts through measures such as: website links to training schedule; posters, brochures; clarifying conditions of existing easements and available development options; having a single and highly visible POC for all noise issues; a well publicized "noise hot line."	Army	Partial
Improve local government communications	Enhance local communities' public education and awareness activities.	Ensure that the public is aware of Army operational impacts and any required sound attenuation or development standards through means such as: a permanent website link; posters and brochures; and property appraiser's information that links parcels to noise and safety zones.	Establish permanent web site link and integrate property appraiser's database when feasible so that people can search by parcel to determine if a tract of land is in a noise zone or APZ and is thus subject to certain development restrictions.	No

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Consultation on land use actions	Consultation between local government and post planning staff on major land use actions proposed in proximity to the post and on changes in post operations that may affect surrounding communities.	Ensures communication between the Army and community. Army cannot, however, override land use decisions made by the local government.	Existing GA law already establishes rezoning notification requirement within 3,000 feet of any installation. AL local governments can codify similar process.	Actively done by Cusseta-Chattahoochee County and Columbus-Muscogee County
Sign a Memorandum of Understanding	Agreement signed by Army and participating jurisdictions.	Documents collaboration among multiple stakeholders and lays out procedures for sharing information.	Army in conjunction with local governments	No
Zoning - Create Military Installation Zoning Overlay District	Zoning district created around boundaries of noise contours, accident potential zones and light sensitive zones with land inside subject to development and other conditions necessary to promote compatibility between permitted uses and post operations. District will not necessarily exclude all development, but set appropriate standards.	Allows for development compatible with land use standards and triggers additional protection measures such as: real estate disclosure; building sound attenuation; outdoor light shielding and height restrictions to protect navigable airspace.	Approval of local elected officials with implementation by local planning and zoning staff. Several zoning overlays are currently in place; action would include expanding and strengthening existing regulatory coverage.	No

# Fort Benning

## JOINT LAND USE STUDY

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Restrictions on placement of tall structures	Prohibit placement of cell towers and other tall structures in proximity to airfields and within flight approach corridors.	Eliminates the airspace hazards associated with towers and possible interference with the flight paths of aircraft and radar systems. Requires that approval for cell tower or other possible air space hazard be supported by official notice from Army that placement poses no hazard.	Approval of local elected officials with implementation by local planning and zoning staff.	No
Restrictions on uses that cause electromagnetic interference.	Regulate civilian radio frequency devices (ex., radios, radars, keyless entry devices) that can sometimes transmit in military assigned frequencies, affecting electronic systems and communications equipment on aircraft	Protect the military's access to the radio frequency spectrum when conducting aviation operations.	Require major civilian spectrum users (industry, public safety agencies, telecommunications, broadcast media) to coordinate carefully with the Army. Local governments may also require spectrum users to adopt filtering, shielding or other mitigation techniques	No
Permit Innovative Zoning and Subdivision Tools	Zoning and site development techniques that permit concentrated growth on some areas of a parcel and preserve open space in other areas.	Allows private property owners to develop property with housing, but minimizes the amount of development exposed to noise and safety impacts.	Approval of local elected officials with implementation by local planning and zoning staff.	Columbus-Muscogee has a Conservation Subdivision ordinance. Other counties have a PUD that has the potential to serve the same purpose.

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Change the number of noise generating activities.	Restrictions in nighttime flying activities or the re-routing of flight tracks to avoid populated areas.	Limits the impacts of noise on the surrounding community.	Army has identified and implemented feasible changes in training that do not compromise the effectiveness of the training mission. A number of designated no-fly zones are already in place.	No
Coordination on prescribed burns	Army conducts controlled burns to reduce wildfire hazards and maintain safety of training areas	Enhance notification procedures with surrounding communities during periods of controlled burns.	Army to conduct advanced notification through print media, e-mail and web site.	With most jurisdictions
Include JLUS implementation and land use coordination in Comprehensive Plan and Short Term Work Program	Establishes the good faith effort of the local jurisdiction to implement JLUS recommendations and recognizes the role of coordination with the Army and other regional jurisdictions in land use planning.	Lays the legal groundwork for new tools and regulations that may be adopted as part of JLUS implementation.	Include new language as part of revisions of existing plans or the adoption of new plans.	N/A
Coordinate the Capital Improvement Plan or other utility plans with Compatible Land Use Map and Future Land Use Map	Ensures that the extension of water and sewer systems does not generate growth in areas that are noise or safety affected.	Reduce incentives for additional development in rural areas in proximity to post operations.	Incorporate land use compatibility language into plans for infrastructure extensions and improvements.	No

# Fort Benning

## JOINT LAND USE STUDY

Tools	Definition	Purpose/Intent	Implementation	Currently Used
Coordinate the Long Range Transportation Plan with Compatible Land Use Map/ Future Land Use Map	Ensures that the extension of new roads or the widening of existing roads do not generate growth in areas that are noise or safety affected.	Reduce incentives for additional development in rural areas in proximity to post operations.	Incorporate land use compatibility language into plans for transportation planning and improvements.	No
Require indoor noise and vibration reduction measures	Require new residential construction in noise zones and land use planning zone to achieve recommended level of noise reduction through construction methods.	Provides new residents with additional structural protection against noise and vibration impacts.	Work with building industry to develop appropriate standards and incorporate into existing ordinances with the approval of local elected officials.	No
Early real estate disclosure	Disclosure of structure's location within a noise contour or hazard zone at the initial advertisement and showing of property.	Gives prospective buyer or renter information about expected noise or safety impacts to property at an early stage and permits an informed decision.	Work with real estate and building industry to develop and implement language for inclusion. Local governments to pass ordinance.	No

## COMPATIBILITY TOOLS

*This JLUS report is intended as a menu of options for minimizing land use conflicts between Fort Benning and the surrounding communities. The tools identified are the result of a thorough, good-faith effort to assess the existing and foreseeable effects of the post on adjacent land and to draw from the best examples of compatibility actions taken by communities and installations around the country.*

*All of the entities participating in the JLUS, including the Army and each local government, retain the prerogative of adopting any of the tools.*

## GOALS OF COMPATIBILITY TOOLS

The Task Force evaluated a wide range of tools based on criteria such as:

- feasibility;
- likely effectiveness;
- the availability of resources for implementation;
- the ability to protect the military mission and installation sustainability;
- the ability to protect the economic health of the region and individual property rights; and
- the overall ability to protect health, safety, welfare, and quality of life.

The tools are also intended to address a variety of possible land use and operational issues, including physical adjacency to Fort Benning/LAAF, conservation or natural resource value, noise, vibration, dust, smoke, air safety (both for people on the ground and for aviators), and light pollution.

This section organizes tools into five sections:

- an overview of basic approaches to enhancing post/community compatibility;
- tools appropriate for the Region;
- tools appropriate for individual jurisdictions;
- tools appropriate for the Army; and

## COMPATIBILITY APPROACHES

**Coordination/Organizational.** One of the most critical outcomes of the JLUS study is the process itself. Stakeholders from the community and military have the opportunity to build collaborative relationships, identify mutual interests, and work toward reasonable solutions that protect both civilian and Army goals. Coordination and organizational tools create the institutional capacity to support on-going implementation.

**Communications/Information.** These tools establish clear mechanisms for information exchange among residents, local governments, and the military. Communication options raise overall awareness of Army activities and their associated impacts, as well as identify possible approaches to reduce the effects on surrounding communities.

**Sound Attenuation.** Impulsive noise and the resulting vibration of structures near the post can

disturb everyday activities and diminish quality of life for affected residents. This strategy seeks to reduce the intrusiveness of post noise by protecting vulnerable land uses, particularly houses and schools.

Attenuation refers to special design and construction practices intended to lower the amount of noise and vibration that penetrates the windows, doors, and walls of a building. (see Appendix 4 for Sample Noise Reduction Standards for Residential Construction) It should be noted that sound attenuation is not effective for reducing vibrations from impulsive sound. Therefore, indoor noise attenuation recommendations are focused on areas where this technique is effective.

**Real Estate Disclosure.** Prospective developers, buyers, and renters, particularly those new to an area, may be unaware of the special conditions that are part of living near active military installations. This tool would require the release of information on possible noise, vibration, air safety, and other operational impacts due to proximity to Fort Benning. Having a real estate disclosure ordinance/resolution in place educates individuals about the potential hazards and nuisances of nearby Army operations and it allows them to make well-informed decisions about property investment around military uses. (see Appendix 1 for a Sample Real Estate Disclosure Form)

Typically, the strongest disclosures take place at the earliest possible point of interaction between the realtor/real estate agent and the interested buyer/renter, such as the initial advertisement or listing of the affected property. To ensure the full and effective release of information, jurisdictions requiring disclosure would work with the local real estate

community to develop standard language on noise and other possible operational impacts.

**Planning and Public Policy.** Planning and public policy tools are intended to guide overall growth patterns within local jurisdictions in ways that support future military/civilian compatibility. In general, these options promote new growth within already developed areas and the conservation of rural/agricultural lands around military installations as a means of reducing future land use conflicts.

**Land Use Regulation.** These tools control the densities and placement of land use activities within established noise and safety zones around the post to protect the health, safety, and welfare of the public and to maintain compatibility with military operations. These options are intended to accommodate future growth, while minimizing the concentrations of people and activities that may trigger conflicts with noise and other operational impacts. Since local jurisdictions exercise land use control through zoning, any of the regulatory actions described below would be implemented through the established local government legislative process.

Regulations may include limitations on the density and type of development or the use of innovative tools, such as cluster zoning. Clustering can be an effective tool in promoting land use compatibility around a military installation, particularly on larger parcels that straddle the LUPZ or safety boundary.

Conventional zoning typically spreads housing units evenly across a parcel regardless of landscape context. As part of a cluster zone, in contrast, developers must separate the buildable areas of the parcel from environmentally sensitive areas. The district allows more compact lots in the developable

portion of the site in exchange for the permanent protection of site land with conservation value.

Cluster subdivisions are usually intended to protect landscape features, such as water bodies, wetlands, wildlife habitat, scenic views, and historic sites. To ensure that this land use tool can effectively reduce future development impacts around Fort Benning, local governments would implement a special provision of cluster zoning that recognizes those portions of a parcel within a noise/safety zone as prime candidates for the application of clustering. The site design would thus set aside areas subject to noise and safety constraints and allow denser, but compatible, development in areas outside of noise and hazard zones. This approach is density-neutral, meaning that it allows the developer to build as many housing units as would otherwise be permitted under conventional zoning.

In addition to density and site location, local governments may use land use controls to regulate the impacts of tall structures, such as cell towers or wind farm structures, on navigable airspace in existing or foreseeable flight corridors used by the military. Regulation would ensure that such structures are properly marked and sited so as not to interfere with safe aircraft operation.

**Conservation.** Conservation refers to a series of tools designed to eliminate land use incompatibilities through voluntary transactions in the real estate market and local development process. Conservation strategies are particularly effective because they advance the complementary goals of shifting future growth away from the installation and airports, while protecting the environment, maintaining agriculture, and conserving open spaces and rural character.

A critical first step in implementing conservation tools is to identify areas of protection interest. The Army Compatible Use Buffer (ACUB) Program has already been initiated by Fort Benning, with The Nature Conservancy (TNC) actively seeking voluntary conservation easements in priority areas around Fort Benning.

The Georgia Land Conservation Program and the Alabama Forever Wild program provide funding sources to local governments who may wish to establish a conservation area. Such areas can be tailored so that all economic value is not lost, allowing for timber revenue, carbon sequestration credit and other revenue streams compatible with conservation efforts.

**Noise Easements.** Under this tool, local governments would make the rezoning and subdivision of land for residential or other noise sensitive purposes in a high noise zone contingent on the signing of a noise easement by the developer. The easement ensures that the developer is aware that military training may produce noise, smoke, vibration and other impacts affecting the property. The party thus effectively grants an easement for the continuance of noise generating activities. (see Appendix 2 for Sample Noise Easement Form)

**Military Operations.** Just as the spread of growth from nearby jurisdictions can threaten Fort Benning operations, changes in planned military missions, personnel, weaponry, and land use activities at the post can affect the livability of surrounding communities. The purpose of operational modifications is to minimize the noise and safety impacts experienced by communities around Fort Benning, while protecting the viability of the military mission.

### GENERAL REGIONAL TOOLS OVERVIEW

These general communication and coordination tools are appropriate for any and all local governments and regional councils participating in the JLUS.

**Communication:** Under this communications option, participating jurisdictions would develop appropriate mechanisms to ensure that residents, developers, businesses, and local decision-makers have adequate information about Army operations, possible impacts on lands surrounding Fort Benning/LAAF, procedures to submit comments, and any additional local measures to promote land use compatibility around the installations. Examples of communication tools could include:

- Joint creation and distribution with the military of a poster/brochure explaining post activities and compatibility issues. Governments should use all available media, including posters and web sites to convey the information;
- Join with business organizations, such as the Valley Partnership, to publicize information on the economic link between the military and the region;
- Mark all noise and conservation easements on subdivision plats to ensure enforcement during local development approval processes;
- Create a web site where people can search individual parcels for information on noise or air safety issues/conditions and any easements or special development requirements attached to the property. This strategy may be most effective in concert with the Regional Development Centers (RDC) and Council of Government (COG);

- Post maps on RDC and COG websites of properties within the designated noise, safety and planning buffers. Ideally, land owners, developers, and prospective renters or buyers could access a searchable database of properties in these areas.

### Comprehensive Plan and Transportation

**Improvement Plan:** As part of this option, local governments would include specific language on JLUS coordination as part of any Comprehensive Plan update. The Comprehensive Plan establishes a firm legal basis for the implementation of compatibility actions. The plan can emphasize the relationship between the community and the military, the desire to promote cooperative land use planning and complementary land use goals, such as agricultural conservation and environmental protection, and clear guidelines about appropriate future land use in areas vulnerable to encroachment.

It is also critical that local governments link the Short Term Work Program and Capital Improvement Plans to compatibility goals. Installing infrastructure such as water, sewer and roads in areas that are planned for growth is a proven method to reduce development of incompatible uses and intensities near the installation. The region's Transportation Improvement Plan (TIP) should also reflect the need to limit road capacity projects in areas near the installation where incompatible development can interfere with the military mission.

**Memorandum of Understanding (MOU):** The MOU is a "good faith" document that lays out procedures for communication among affected parties and formalizes collaboration among multiple stakeholders. All participating local governments and Fort Benning/LAAF would sign a general MOU to be

executed at the beginning stages of implementation. See the Appendix for a sample MOU.

### AREA-SPECIFIC TOOLS OVERVIEW

These tools address the land use and operational issues associated with specific areas around Fort Benning/LAAF.

**Conservation:** Conservation refers to a series of tools designed to eliminate land use incompatibilities through voluntary transactions in the real estate market and local development process. These strategies are particularly effective because they advance the complementary goals of shifting future growth away from the installation, while protecting the environment and wildlife habitats, maintaining agriculture/silviculture, and conserving open spaces and rural character.

As part of this strategy, The Nature Conservancy has already partnered with Fort Benning to purchase conservation easements from willing property owners within priority acquisition areas identified by the Army Compatible Use Buffer (ACUB) study completed in 2005.

The core implementation strategy of the ACUB program is to acquire conservation easements that prohibit incompatible development in perpetuity, while allowing the fee interest to remain in private hands. While the restrictive covenant prohibits urban development, it accommodates low impact uses such as farming and forestry that do not pose a risk of encroachment to nearby training activities.

Other tools for conservation could include transfer of development rights, which compensates the owner for the assessed market value of development potential lost when the land remains permanently undeveloped.

**General Land Use Guidelines:** Land use compatibility guidelines encourage or require activities (industry, retail, recreation, agriculture, very low density/rural residential) that maintain compatibility with post operations. Compatible activities generally avoid the concentration of people and show lower sensitivity to noise/vibration, smoke and other possible operational impacts. Local governments would implement such guidelines through Comprehensive Plan policy and zoning.

Part of this strategy includes the creation of a Military Installation Overlay zoning district. An overlay district does not take away any existing rights from a land owner, but puts additional requirements on the land if the use is changed or significantly altered.

The Appendix also contains land use compatibility guidelines used by the Army to gauge the suitability of activities relative to noise exposure.

**Attenuation:** Attenuation refers to special design and construction practices intended to lower the amount of noise and vibration that penetrates the windows, doors, and walls of a building. Local governments should require attenuation as part of building code enforcement for new residential and other noise sensitive construction in certain noise affected areas. Attenuation practices are most effective for areas subject to A-weighted noise, generated by small arms fire or aviation activity. Although the Army continues researching attenuation methods for the impulsive C-weighted noise associated with large

caliber weapons firing, no known methods to mitigate these noise impacts are available today.

**Noise Easements:** An easement is the right granted to a third person to use private real property in a specified manner. An easement may be given, for example, for overhead wires, underground gas, power, sewer or storm drain lines, and sidewalks or roads. A noise easement is a property right acquired from a land owner that grants the right of military training activities in proximity to the affected parcel, including the right to:

- Cause noise, vibration, dust, etc.
- Restrict or prohibit certain lights, electromagnetic signals, or land uses that could interfere with communications technology and safe aircraft operation; and
- Ensure unobstructed airspace over the property above a specified height

The easement runs in perpetuity with the deed to the property and protects against lawsuits for military related impacts. Local governments increasingly rely on such easements to protect military operations against encroachment from nearby developing areas. Local governments, for example, may establish the granting of a noise easement by the developer as a condition for the approval of a proposed new home subdivision in areas subject to military training impacts.

**Disclosure:** Disclosure requires the release of information on possible impacts (dust, smoke, noise/vibration, air safety zones) to prospective buyers or renters as part of real estate transactions for properties close to Fort Benning/LAAF. Local governments would implement this tool by adopting a

local real estate disclosure ordinance and seeking the participation of real estate professionals. See the Appendix for a sample disclosure form.

**Infrastructure:** As part of this strategy, local governments would consider the impacts of both public and private infrastructure installation/extension (e.g. water and sewer facilities) into noise and safety affected areas around Fort Benning/LAAF. New infrastructure can induce or support incompatible growth patterns, such as denser residential development, especially if compatible zoning and land use guidelines are not in place.

A method for ensuring the consistency of infrastructure planning with desired goals of the community and the prevention of future incompatible growth around Fort Benning is to link the Comprehensive Plan with the Capital Improvement Plan, transportation plans, and other infrastructure plans.

**Coordination:** Under this approach, local governments would promote collaboration by sharing information on specific community development proposals (rezonings and subdivisions) within designated buffers around Fort Benning/LAAF. Currently, local governments in Georgia are required to coordinate with the post on all rezonings within 3,000 feet of the post boundary. The Task Force recommended enhancing consultation to include both subdivision and rezoning actions and development proposals for all land within the LUPZ, APZ, and a one-mile buffer.

The Task Force also recommends that Phenix City and Russell County in Alabama adopt a comparable consultation ordinance. Fort Benning command makes recommendations to the local government

based on the potential impacts the new development may have on the installation.

Another form of coordination between the local governments and Fort Benning is to require large scale electromagnetic and frequency users (i.e. public safety agencies, radio and television broadcast stations) to coordinate with the Fort Benning Frequency Manager prior to approval and issuance of a building permit.

***Air Safety Land Use Guidelines:*** These are compatibility guidelines focused specifically on land uses near airfields. The guidelines encourage or require land uses that maintain compatibility with safe air space operations, including limiting concentrations of people, properly siting and marking tall structures to protect airspace zones, properly shielding bright lights, and meeting the approval of the Federal Aviation Administration and Army Aviation.

***Clustering or Transfer of Development Rights:*** Clustering can be an effective tool in promoting land use compatibility around a military installation, particularly on larger parcels that straddle a noise or safety boundary. Under clustering (also known as conservation design), developers can separate the buildable areas of the parcel from areas that have a development constraint, such as noise or safety exposure. The district then allows more compact lots in the developable portion of the site in exchange for the permanent protection of land in the constrained area.

This essentially becomes a density-neutral transfer of development rights onto another portion of the same parcel outside of areas adjacent to the post, targeted conservation areas or designated noise or air safety zones. The portion of the property that is not

developed should include a noise easement granted into perpetuity.

Local governments could also pursue a pure transfer of development rights (TDR) program, which shifts growth from a designated “sending area” with development constraints (noise or air safety zones, areas adjacent to the post, conservation buffers) to a designated “receiving area” that does not have site limitations. This transaction takes place voluntarily in the free market. The owner of the constrained land sells the development credits established under zoning to a buyer who then can develop additional density on another property based on the number of credits purchased.

Georgia law grants local governments the authority to adopt a local TDR program as well as a regional program, although such transfers are not widely used within the state. The State of Alabama also enables TDR programs in its local communities.

Also as part of this strategy, local governments could require developers to use low impact site design principles, including the creation of green space/conservation buffers that can support noise and safety impact mitigation.

### ARMY TOOLS

These tools are intended to minimize the noise, safety, and other impacts experienced by communities around Fort Benning/LAAF, while protecting the viability of the military mission.

**Conservation:** With this strategy, the Army would continue supporting conservation initiatives, such as the Army Compatible Use Buffer (ACUB). The Army has partnered with The Nature Conservancy to assist in acquiring land or the development rights of land near Fort Benning from a willing seller when the acquisition can protect both the environment and the military mission. The Nature Conservancy is actively seeking conservation easements from willing land owners surrounding the installation.

**Communications:** One of the most effective means for strengthening the relationship between the Army and its civilian neighbors is to help people understand how the military operates and why it generates certain impacts on surrounding areas. Both community and military stakeholders have expressed a strong interest in maintaining open communication and local residents in affected communities greatly value opportunities to participate in noise mitigation and other environmental management initiatives. This tool suggests that the Army maintain and improve communication with its neighbors through methods such as:

- Publishing planned training schedules (training schedules change day-to-day) and operational guidelines for night training on the post web site;
- Establishing a highly visible PAO (Public Affairs Office) liaison to address noise and other issues in the community; and

- Creating a brochure/poster on post mission and activities, operational impacts and mapped noise contours, and other compatibility issues.

The PAO already distributes the Bayonet, a bulletin of current activities on Fort Benning, to the local media. It is recommended that this document also be issued to all surrounding jurisdictions.

**Coordination:** Currently, local governments in Georgia are required to coordinate with the post on all rezonings within 3,000 feet of the post boundary. This recommendation would enhance such coordination to include both subdivision and rezoning actions within the Land Use Planning Zone, APZs, and the one mile buffer.

As part of this consultation, the Fort Benning command makes recommendations to the local government based on the potential impacts of the new development on installation operations. The Installation should improve the results of this process by having two types of recommendations:

- 1) the current and standard response requesting that the local government make noise disclosures a condition of rezoning or subdivision approval, and
- 2) A letter that encourages the local government to consider disapproving or reducing the intensity of the rezoning or subdivision to mitigate the negative impacts the request could have on the post.

Both letters should include language stating that it is only the local government who can approve or

disapprove zoning and subdivisions, and that Fort Benning recognizes their role to be advisory.

**MOU:** The Army would also sign a general MOU that documents future efforts at collaboration between local communities and the military.

**Peak Noise Mapping:** Under this tool, the Army would continue to refine mapping of the future noise environment through the use of peak modeling to supplement the current method of day-night average noise modeling. Peak noise mapping can contribute to a better understanding of the noise environment around the post because it more accurately reflects what people hear. Fort Benning has identified peak noise mapping as part of its Installation Operational Noise Management Plan.

**Noise Mitigation:** Noise mitigation refers either to an operational change or a structural practice for reducing the noise produced by military activity for

example by: muffling the noise at the source or interfering with the path that the noise travels as it goes off post (e.g. an intact forested buffer.)

There are currently engineering limitations to the amount of reduction, particularly for low frequency sound, that can be achieved at the source of the noise or along the path that noise travels. However, the Army continues to research mitigation methods.

**Burn Procedures:** Smoke from controlled burns on post land can generate smoke that affects surrounding communities. While the burns are essential to maintain the open landscape desired by military trainers and to manage the red-cockaded woodpecker habitat and longleaf ecosystem, the Army can reduce the impact on neighbors by providing advanced notification of controlled burns and information on standard burn procedures through e-mail, newspapers, web site postings, and published materials.

## IMPLEMENTATION

### OVERVIEW

The JLUS report is not the end of the planning process for the Fort Benning region and the Army, but rather the beginning. It is the responsibility of each local jurisdiction, the Army and the regional councils to implement the following recommendations. Each jurisdiction has the prerogative to adopt, modify or reject the JLUS recommendations, and must follow the local legislative process. Public participation is a requirement for changes in zoning, comprehensive plans and other ordinances, so the public will have opportunities to be involved in future planning around Fort Benning.

This section is organized into three sections: an explanation of the installation buffer increase, a review of the Areas of Concern mentioned previously in the report, and an implementation matrix for each jurisdiction.

### INCREASE IN INSTALLATION BUFFER

Currently, Georgia law requires each jurisdiction surrounding a military installation to submit all rezoning requests within 3,000 feet of the installation boundary to the military for review and comment. During the JLUS process, the Tasks Force determined that this measurement does not adequately capture all properties or development activities that are impacted by the military or can impact military operations. They increased the buffer to one-mile with the intent of more accurately incorporating affected properties. Recommendations

for properties in this buffer include consultation with Fort Benning on rezoning and subdivision activities, compatible land uses, and other disclosure and easement recommendations.

Figure 32 shows the original 3,000 foot buffer and recommended one-mile buffer around the installation.

It should be noted that the Cusseta/ Chattahoochee County Board of Commissioners specifically opposes the expansion of the current state-mandated 3,000-foot buffer around Fort Benning to one mile due to the high number of development parcels and existing structures within the City of Cusseta that would be affected by the increased planning boundary.

The JLUS emphasizes that each participating study partner has the authority to reject, modify, or adopt any of the individual recommendations identified in this document.

Given the advisory nature of the JLUS, the document will continue to refer generally to a recommendation for land use controls, disclosure, and coordination within a one mile buffer of the installation. However, the specific Cusseta/Chattahoochee County recommendations contained in the JLUS Implementation Matrix at the end of the document will reference only the 3,000 foot buffer area to reflect the concerns of the Board of Commissioners.

### AREAS OF CONCERN REVIEW

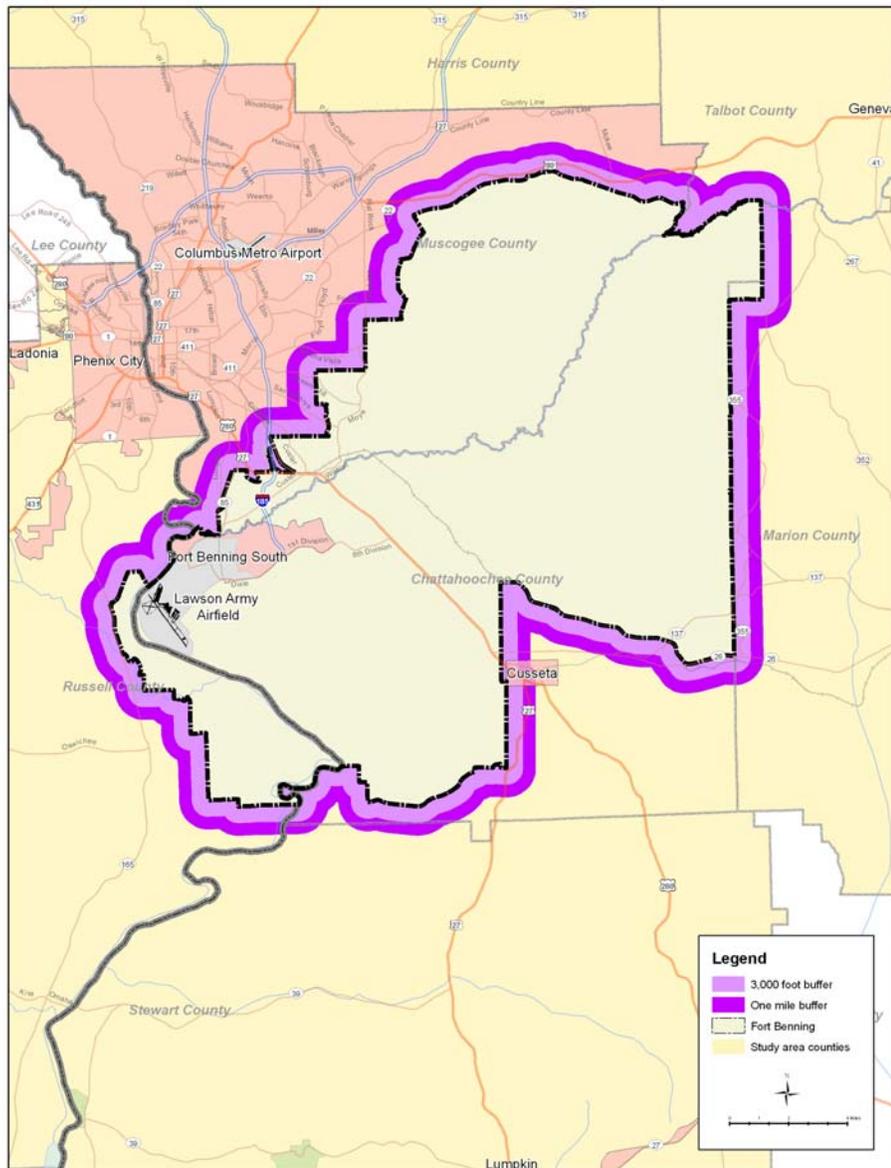
Six areas within the JLUS Study area have been identified as areas of concern based on a combination of existing land use, zoning, future land use and current development patterns:

- East Columbus-Muscogee adjacent to the Fort Benning boundary,
- The Columbus-Muscogee panhandle,
- Box Springs community in south Talbot County,
- Northwestern Marion County adjacent to the Fort Benning boundary,
- Cusseta Community, and in the
- Lawson Army Airfield Influence Area.

# Fort Benning

## JOINT LAND USE STUDY

FIGURE 32. 3,000-FOOT AND ONE MILE BUFFERS



## IMPLEMENTATION MATRICES

Each recommendation was reviewed by the Task Force and Policy Committee, and presented to the general public in a series of seven meetings, one in each jurisdiction. The following tables include recommendations for each jurisdiction. It is the local prerogative to adopt, modify or reject these recommendations. The Implementation Matrices show recommendations by jurisdiction.

# Fort Benning

JOINT LAND USE STUDY

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Fort Benning Joint Land Use Study Implementation Strategy Matrix COLUMBUS-MUSCOGEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning should be updated to reflect the JLUS recommendations			
<b>GOAL:</b>	<i>Protect the citizens of Columbus-Muscogee County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include language about JLUS coordination and desire to promote compatible land use planning. Include map of the Land Use Planning Zone (LUPZ), one-mile buffer, and Noise Zone 2 (NZ 2).	Local Jurisdiction	Planning Staff Time	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as the Columbus Water Works Capital Improvement Plan, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LUPZ, one-mile buffer and NZ 2	Local Jurisdiction	Staff Time, including those from multiple governmental departments	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the LUPZ, one-mile buffer and NZ 2 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the LUPZ, one-mile buffer and NZ 2	Local Jurisdiction	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix COLUMBUS-MUSCOGEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES, continued</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LUPZ, one-mile buffer and NZ 2. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre in the LUPZ and one-mile buffer 2). Limit single-family residential density to 1 home per 5 acres in NZ 2 3). Include shielding standards for outdoor commercial, industrial and roadway lighting 4). Include standards for placement of tall structures 5). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time	General Funds
Action 3:	Encourage cluster developments on properties that straddle the LUPZ or one-mile buffer only. This strategy is not appropriate for properties in NZ 2.	Local Jurisdiction	Planning Staff Time	General Funds
Action 4:	Explore creation of a Transfer of Development Rights (TDR) Program with the LUPZ, one-mile buffer and NZ 2 designated as the sending areas. These can be done by the County alone or as a region-wide program	Local Jurisdiction or multiple local jurisdictions	Planning Staff Time	General Funds
<b>CONSERVATION</b>				
<b>ISSUE:</b>	The Army Compatible Use Buffer (ACUB) Program funds are available for preserving land identified as a priority for protecting			
<b>GOAL:</b>	<i>Preserve lands that serve the dual purpose of protecting the habitats of endangered species and protecting the integrity of Fort</i>			
<b>OBJECTIVE:</b>	<i>Purchase conservation easements on properties located in high priority areas as identified in the 2005 ACUB Proposal</i>			
Action 1:	Continue assisting The Nature Conservancy with implementing the ACUB conservation easement purchases	The Nature Conservancy	None	ACUB grant

Fort Benning Joint Land Use Study Implementation Strategy Matrix COLUMBUS-MUSCOGEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LUPZ to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in increased pressure on Fort Benning to limit training activities			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large economic engine that it currently is in the region.</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Columbus-Muscogee County with accurate information concerning military training</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the LUPZ, one-mile buffer and NZ 2	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix COLUMBUS-MUSCOGEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Columbus-Muscogee County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LUPZ, one-mile buffer and NZ 2 to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Columbus-Muscogee County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	<i>Provide citizens of the County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices and on the County website.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and Lower Chattahoochee RDC	Planning Staff Time with Lower Chatt RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix CUSSETA-CHATTAHOOCHEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning should be updated to reflect the JLUS recommendations			
<b>GOAL:</b>	<i>Protect the citizens of Cusseta-Chattahoochee County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include specific recommendations from the JLUS report. Include map of the Land Use Planning Zone (LUPZ) and 3,000-foot buffer.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as roads, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LUPZ and 3,000-foot buffer.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the Land Use Planning Zone (LUPZ) and 3,000-foot buffer 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the 3,000-foot buffer and LUPZ	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix CUSSETA-CHATTAHOOCHEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES, continued</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LUPZ and 3,000-foot buffer. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre in the LUPZ and 3,000-foot buffer 2). Include shielding standards for outdoor commercial, industrial and roadway lighting 3). Include standards for placement of tall structures 4). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds
Action 3:	Encourage cluster developments on properties that straddle the LUPZ and 3,000-foot buffer.	Local Jurisdiction	Planning Staff Time	General Funds
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military			
<b>GOAL:</b>	Ensure the current and future operations of Fort Benning can continue			
<b>OBJECTIVE:</b>	Obtain Noise Easements from land developers on properties affected by military operations			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LUPZ and 3,000-foot buffer to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in			
<b>GOAL:</b>	Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large			
<b>OBJECTIVE:</b>	Provide future residents and land owners of Cusseta-Chattahoochee County with accurate information concerning military training impacts on properties near Fort Benning.			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the LUPZ and 3,000-foot buffer.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix CUSSETA-CHATTAHOOCHEE COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Cusseta-Chattahoochee County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LUPZ and 3,000-foot buffer to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Cusseta-Chattahoochee County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	<i>Provide citizens of the County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices and on the County website.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and Lower Chattahoochee RDC	Planning Staff Time with Lower Chatt RDC	General Funds

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Fort Benning Joint Land Use Study Implementation Strategy Matrix HARRIS COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning has not been articulated in any officially adopted plan.			
<b>GOAL:</b>	<i>Protect the citizens of Harris County and the ability of Fort Benning to continue its military mission by encouraging compatible land</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include language about JLUS coordination and desire to promote compatible land use planning. Include map of the Land Use Planning Zone (LUPZ).	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as roads, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LUPZ.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the LUPZ 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the LUPZ	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix HARRIS COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LUPZ. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre 2). Include shielding standards for outdoor commercial, industrial and roadway lighting 3). Include standards for placement of tall structures 4). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds
Action 3:	Encourage cluster developments on properties that straddle the LUPZ.	Local Jurisdiction	Staff Time	General Funds
Action 4:	Explore creation of a Transfer of Development Rights (TDR) Program with the LUPZ designated as the sending area. These can be done by the County alone or as a region-wide program	Local Jurisdiction or multiple local jurisdictions	Planning Staff Time with Lower Chattahoochee RDC	General Funds
<b>CONSERVATION</b>				
ISSUE:	The Army Compatible Use Buffer (ACUB) Program funds are available for preserving land identified as a priority for protecting both the environment and future military operational impacts			
GOAL:	<i>Preserve lands that serve the dual purpose of protecting the habitats of endangered species and protecting the integrity of Fort Benning's military mission</i>			
OBJECTIVE:	<i>Purchase conservation easements on properties located in high priority areas as identified in the 2005 ACUB Proposal</i>			
Action 1:	Continue assisting The Nature Conservancy with implementing the ACUB conservation easement purchases	The Nature Conservancy	None	ACUB grant

Fort Benning Joint Land Use Study Implementation Strategy Matrix HARRIS COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LUPZ to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Harris County with accurate information concerning military training impacts on</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the LUPZ and one-mile buffer.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Harris County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LUPZ to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix HARRIS COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>OBJECTIVE:</b>	<i>Clarify and articulate Harris County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	<i>Provide citizens of the County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices and on the County website.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and Lower Chattahoochee RDC	Planning Staff Time with Lower Chatt RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix MARION COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning should be updated to reflect the JLUS recommendations			
<b>GOAL:</b>	<i>Protect the citizens of Marion County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include language about JLUS coordination and desire to promote compatible land use planning. Include a map of the Land Use Planning Zone (LUPZ), one-mile buffer, Noise Zone II (NZ II), and Noise Zone III (NZ III)	Local Jurisdiction	Planning Staff Time with Middle Flint RDC	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as water and sewer infrastructure plans, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LUPZ, one-mile buffer and Noise Zones	Local Jurisdiction	Staff Time, including those from multiple governmental departments	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the LUPZ, one-mile buffer and NZ II and NZ III 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the LUPZ, one-mile buffer and NZ II and NZ III	Local Jurisdiction	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix MARION COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES, continued</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LUPZ, one-mile buffer, NZ II and NZ III. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre in the LUPZ and one-mile buffer 2). Limit single-family residential density to 1 home per 5 acres in NZ II and NZ III 3). Include shielding standards for outdoor commercial, industrial and roadway lighting 4). Include standards for placement of tall structures 5). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time	General Funds
Action 3:	Adopt an ordinance allowing cluster developments. Encourage clustering on properties that straddle the LUPZ or one-mile buffer only. This strategy is not appropriate for properties in NZ II or NZ III.	Local Jurisdiction	Planning Staff Time	General Funds
<b>CONSERVATION</b>				
ISSUE:	The Army Compatible Use Buffer (ACUB) Program funds are available for preserving land identified as a priority for protecting both the environment and future military operational impacts			
GOAL:	<i>Preserve lands that serve the dual purpose of protecting the habitats of endangered species and protecting the integrity of Fort Benning's military mission</i>			
OBJECTIVE:	<i>Purchase conservation easements on properties located in high priority areas as identified in the 2005 ACUB Proposal</i>			
Action 1:	Continue assisting The Nature Conservancy with implementing the ACUB conservation easement purchases	The Nature Conservancy	None	ACUB grant

Fort Benning Joint Land Use Study Implementation Strategy Matrix MARION COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military training and readiness activities			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LUPZ, one-mile buffer, and NZ II and NZ III to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in increased pressure on Fort Benning to limit training activities			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large economic engine that it currently is in the region.</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Marion County with accurate information concerning military training impacts on properties near Fort Benning.</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the LUPZ, one-mile buffer and NZ II and NZ III.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix MARION COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Marion County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LUPZ, one-mile buffer, NZ II and NZ III to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Marion County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	<i>Provide citizens of the County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices and on the County website.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and the Middle Flint RDC	Planning Staff Time with Middle Flint RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix RUSSELL COUNTY and PHENIX CITY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning should be updated to reflect the JLUS recommendations			
<b>GOAL:</b>	<i>Protect the citizens of Russell County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include language about JLUS coordination and desire to promote compatible land use planning. Include map of the one-mile buffer, Lawson Army Airfield (LAAF) Noise Contours and the Accident Potential Zones (APZ).	Local Jurisdiction	Planning Staff Time with Lee- Russell COG	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as road plans, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the one-mile buffer, LAAF Noise Contours and the APZs.	Local Jurisdiction	Staff Time, including those from multiple governmental departments	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the one-mile buffer, LAAF Noise Contours and the APZ 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the one-mile buffer, LAAF Noise Contours and APZ	Local Jurisdiction	Planning Staff Time and Lee- Russell COG	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix RUSSELL COUNTY and PHENIX CITY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES CONTINUED</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the one-mile buffer, LAAF Noise Contours and APZ. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre in the LAAF Noise Contours and APZ 2). Limit noise sensitive uses and high density housing in the one-mile buffer 3). Include shielding standards for outdoor commercial, industrial and roadway lighting 4). Include standards for placement of tall structures 5). Require Noise easements for all rezonings and subdivisions 6). Require noise attenuation techniques on new construction within the LAAF Noise Contours and APZs.	Local Jurisdiction	Planning Staff Time	General Funds
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 3:	Encourage cluster developments on properties that straddle the one-mile buffer and LAAF Noise Contours.	Local Jurisdiction	Planning Staff Time	General Funds
Action 4:	Explore creation of a Transfer of Development Rights (TDR) Program with the LUPZ, one-mile buffer and NZ II designated as the sending areas. These can be done by the County alone or as a region-wide program	Local Jurisdiction or multiple local jurisdictions	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix RUSSELL COUNTY and PHENIX CITY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSERVATION</b>				
<b>ISSUE:</b>	The Army Compatible Use Buffer (ACUB) Program funds are available for preserving land identified as a priority for protecting			
<b>GOAL:</b>	<i>Preserve lands that serve the dual purpose of protecting the habitats of endangered species and protecting the integrity of Fort Benning's military mission</i>			
<b>OBJECTIVE:</b>	<i>Purchase conservation easements on properties located in high priority areas as identified in the 2005 ACUB Proposal</i>			
Action 1:	Continue assisting The Nature Conservancy with implementing the ACUB conservation easement purchases	The Nature Conservancy	None	ACUB grant
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the one-mile buffer, LAAF Noise Contours and APZs to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix RUSSELL COUNTY and PHENIX CITY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in increased pressure on Fort Benning to limit training activities			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large economic engine that it currently is in the region.</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Russell County with accurate information concerning military training impacts on properties near Fort Benning.</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the one-mile buffer, LAAF Noise Contours and APZs.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Unlike Georgia State law, current Alabama State law does not require consultation on all rezonings within 3,000 feet of the Fort Benning boundary.			
<b>GOAL:</b>	<i>Strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the one-mile buffer, LAAF Noise Contours and APZs to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Russell County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix RUSSELL COUNTY and PHENIX CITY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	Provide citizens of the County with up-to-date information regarding military training and operational impacts.			
<b>OBJECTIVE:</b>	Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities			
Action 1:	Post training schedule and controlled burning schedule in County offices.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	Provide the general public information about properties affected by Fort Benning impacts.			
Action 2:	Assist Lee-Russell Council of Governments in mapping and creating a database of affected properties.	Local Jurisdictions and Lee-Russell COG	Planning Staff Time with Lee-Russell COG	General Funds

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Fort Benning Joint Land Use Study Implementation Strategy Matrix STEWART COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning and Lawson Army Airfield (LAAF) has not been articulated in any officially adopted plan.			
<b>GOAL:</b>	<i>Protect the citizens of Stewart County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning and LAAF.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning and LAAF</i>			
Action 1:	Update Comprehensive Plan to include language about JLUS coordination and desire to promote compatible land use planning. Include map of the LAAF Noise Contour and Fort Benning one-mile buffer.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as roads, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LAFF Noise Contour and one-mile buffer.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix STEWART COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning or LAAF.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning and Lawson Army Airfield (LAAF)</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the LAAF Noise Contour 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the one mile buffer and LAAF Noise Contour	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LAAF Noise Contour and one-mile buffer. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre 2). Include shielding standards for outdoor commercial, industrial and roadway lighting 3). Include standards for placement of tall structures 4). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds
Action 3:	Encourage cluster developments on properties that straddle the one-mile buffer only.	Local Jurisdiction	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix STEWART COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military training and readiness activities			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LAAF Noise Contour and one-mile buffer to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in increased pressure on Fort Benning to limit training activities			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large economic engine that it currently is in the region.</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Stewart County with accurate information concerning military training impacts on properties near Fort Benning and LAAF.</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning and LAAF to prospective buyers and renters inside the LAAF Noise Contour and one-mile buffer.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix STEWART COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND STEWART COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Stewart County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LAAF Noise Contour and one-mile buffer to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Stewart County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of Stewart County.			
<b>GOAL:</b>	<i>Provide citizens of Stewart County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning and LAAF impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and Lower Chattahoochee RDC	Planning Staff Time with Lower Chattahoochee RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix TALBOT COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>PLANNING &amp; PUBLIC POLICY</b>				
<b>ISSUE:</b>	The desire to promote compatible development near Fort Benning should be updated to reflect the JLUS recommendations			
<b>GOAL:</b>	<i>Protect the citizens of Cusseta-Chattahoochee County and the ability of Fort Benning to continue its military mission by encouraging compatible land use near Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Establish community and public official support for compatible land use planning near Fort Benning</i>			
Action 1:	Update Comprehensive Plan to include specific recommendations from the JLUS report. Include a map of the Land Use Planning Zone (LUPZ), one-mile buffer and Noise Zone II (NZ II).	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
Action 2:	Link Short Term Work Program and other infrastructure plans, such as roads and sewer, to the Comprehensive Plan. Include goals to promote compatible land use planning inside the LUPZ, one-mile buffer and NZ II.	Local Jurisdiction	Planning Staff Time with Lower Chatt RDC	General Funds
<b>LAND USE GUIDELINES</b>				
<b>ISSUE:</b>	Existing community plans and ordinances do not include guidance for compatible development near Fort Benning.			
<b>GOAL:</b>	<i>Promote compatible development near Fort Benning</i>			
<b>OBJECTIVE:</b>	<i>Provide direction for future developments and land use planning.</i>			
Action 1:	Adopt Compatible Land Use Guideline in Comprehensive Plan and Future Land Use Map 1). Limit multi-family and higher density housing in the Land Use Planning Zone (LUPZ), one-mile buffer and NZ II. 2). Limit location of noise-sensitive uses such as schools, churches and hospitals in the LUPZ, one-mile buffer and NZ II.	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix TALBOT COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>LAND USE GUIDELINES, continued</b>				
Action 2:	Explore Creation of Military Influence Overlay zoning district in the LUPZ, one-mile buffer and NZ II. This may include: 1). Limit single-family residential density to 1-2 dwelling units per acre in the LUPZ and one-mile buffer; limit density to 1 dwelling unit per 5 acres in the NZ II 2). Include shielding standards for outdoor commercial, industrial and roadway lighting 3). Include standards for placement of tall structures 4). Require Noise easements for all rezonings and subdivisions	Local Jurisdiction	Planning Staff Time with Lower Chattahoochee RDC	General Funds
Action 3:	Encourage cluster developments on properties that straddle the LUPZ .	Local Jurisdiction	Planning Staff Time	General Funds
<b>CONSERVATION</b>				
ISSUE:	The Army Compatible Use Buffer (ACUB) Program funds are available for preserving land identified as a priority for protecting both the environment and future military operational impacts			
GOAL:	<i>Preserve lands that serve the dual purpose of protecting the habitats of endangered species and protecting the integrity of Fort Benning's military mission</i>			
OBJECTIVE:	<i>Purchase conservation easements on properties located in high priority areas as identified in the 2005 ACUB Proposal</i>			
Action 1:	Continue assisting The Nature Conservancy with implementing the ACUB conservation easement purchases	The Nature Conservancy	None	ACUB grant

Fort Benning Joint Land Use Study Implementation Strategy Matrix TALBOT COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>NOISE EASEMENTS</b>				
<b>ISSUE:</b>	Noise complaints and lawsuits significantly deter Army installations from performing their primary goal of providing military training and readiness activities			
<b>GOAL:</b>	<i>Ensure the current and future operations of Fort Benning can continue</i>			
<b>OBJECTIVE:</b>	<i>Obtain Noise Easements from land developers on properties affected by military operations</i>			
Action 1:	Pass ordinance requiring all new subdivisions and rezonings in the LUPZ, one-mile buffer and NZ II to grant noise easement allowing the Army to continue operations that create noise and other impacts.	Local Jurisdiction and development community	Planning Staff Time	General Funds
<b>DISCLOSURE</b>				
<b>ISSUE:</b>	Potential home buyers and land owners are not always informed about military training impacts on property, which may result in increased pressure on Fort Benning to limit training activities			
<b>GOAL:</b>	<i>Ensure that Fort Benning is able to continue meeting the military readiness goals of the US Army and therefore remain the large economic engine that it currently is in the region.</i>			
<b>OBJECTIVE:</b>	<i>Provide future residents and land owners of Talbot County with accurate information concerning military training impacts on properties near Fort Benning.</i>			
Action 1:	Adopt ordinance requiring disclosure of property proximity to Fort Benning to prospective buyers and renters inside the LUPZ, one-mile buffer and NZ II.	Local Jurisdiction and real-estate builders representatives	Planning Staff Time	General Funds

Fort Benning Joint Land Use Study Implementation Strategy Matrix TALBOT COUNTY		Implementation Partners	Estimated Public Cost	Potential Funding Source
<b>CONSULTATION &amp; COORDINATION BETWEEN FORT BENNING AND COUNTY</b>				
<b>ISSUE:</b>	Current Georgia State law establishing a communication link between Fort Benning and Talbot County by requiring consultation on all rezonings within 3,000 feet of the Fort Benning boundary. This is only a first step to improving coordination efforts between Fort Benning and surrounding communities.			
<b>GOAL:</b>	<i>Maintain and strengthen coordination efforts between the County and Fort Benning.</i>			
<b>OBJECTIVE:</b>	<i>Coordinate land development activities, including rezonings and subdivisions, with Fort Benning to ensure compatible development.</i>			
Action 1:	Provide all rezoning and subdivision requests inside the LUPZ, one-mile buffer and NZ II to Fort Benning for review.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>OBJECTIVE:</b>	<i>Clarify and articulate Talbot County's role in coordination and collaboration efforts with Fort Benning.</i>			
Action 1:	Participate with Fort Benning and surrounding communities in signing a Memorandum of Understanding (MOU) to formalize collaboration efforts.	Local Jurisdictions and Fort Benning	Planning Staff Time	General Funds
<b>COMMUNICATION</b>				
<b>ISSUE:</b>	Military operational impacts are not communicated to current and future citizens of the County.			
<b>GOAL:</b>	<i>Provide citizens of the County with up-to-date information regarding military training and operational impacts.</i>			
<b>OBJECTIVE:</b>	<i>Provide citizens information regarding potential noise and smoke impacts due to upcoming military activities</i>			
Action 1:	Post training schedule and controlled burning schedule in County offices and on the County website.	Local Jurisdictions and Fort Benning	Administrative	General Funds
<b>OBJECTIVE:</b>	<i>Provide the general public information about properties affected by Fort Benning impacts.</i>			
Action 2:	Assist Lower Chattahoochee Regional Development Center in mapping and creating a database of affected properties.	Local Jurisdictions and Lower Chattahoochee RDC	Planning Staff Time with Lower Chatt RDC	General Funds

## APPENDICES

### LIST OF ACRONYMS

ACUB	Army Compatible Use Buffer
APZ	Accident Potential Zone
CZ	Clear Zone
dB	Decibels
dBA	A-weighted decibels
dBC	C-weighted decibels
DNL	Day-night sound level
DMPRC Complex	Digital Multi-purpose Range
DU	Dwelling Unit
FAA	Federal Aviation Administration
FICUN Urban Noise	Federal Interagency Committee on
LAAF	Lawson Army Airfield
JLUS	Joint Land Use Study
LUPZ	Land Use Planning Zone
MOU	Memorandum of Understanding
NZ	Noise Zone
PAO	Public Affairs Office
TDR	Transfer of Development Rights

### GLOSSARY

**A-weighting (dBA)** – A measure of sound that depicts higher frequency noise caused by small arms firing, aircraft use, and vehicle operations.

**Accident Potential Zone I (APZ I) [Class A Runway Accident]** - An area just beyond the Clear Zones at each end of the runway. Less critical than the Clear Zone it still possesses significant potential for accidents. Land use compatibility guidelines allow a wide variety of industrial, manufacturing, transportation, communication, utilities, wholesale trade, open space, recreation and agricultural uses. Uses that concentrate people in small areas are not acceptable in APZ I.

**Accident Potential Zone II (APZ II) [Class A Runway]** - An area extending beyond APZ I. This area is less critical than APZ I but still possesses potential for accidents. Acceptable land uses include those in APZ I, as well as low density, single family residences. Also acceptable are personal and business services and commercial retail trade uses of low intensity or scale of operation. High-density functions such as multi-story buildings, places of assembly (e.g., theaters, schools, churches, and restaurants) and high-density office uses are not considered appropriate.

**Army Compatible Use Buffer (ACUB)** - A new program allows military installations to provide funds to a partner who, in turn, would purchase title or conservation easements on tracts of land that surround the installation to buffer the installation from further development. Partners may include states,

cities and counties as well as not-for-profit, non-governmental conservation organizations.

**C-weighting (dBC)** – a measure of sound that shows the low frequency noise and vibration associated with the firing of larger weapons systems.

**Clear Zone (CZ) [Class A Runway]** - An area 1,000 feet wide by 3,000 feet long located at the immediate end of the runway. The accident potential in this area is so high that no building is allowed.

**Day-Night Average Sound Level (DNL)** - The 24-hour average frequency-weighted sound level, in decibels, from midnight to midnight, obtained after addition of 10 decibels to sound levels in the night from midnight up to 7 a.m. and from 10 p.m. to midnight (0000 up to 0700 and 2200 up to 2400 hours).

**Decibels (dB)** - The decibel is a logarithmic unit of measure of sound pressure.

**Land Use Planning Zone (LUPZ)** - The noise contours, 65 ADNL and 62CDNL, represent an annual average that separates the Noise Zone II, which has compatibility issues, from the fully compatible NZ I. Since the noise environment at the installation varies daily and seasonally, the Land Use Planning Zone (LUPZ) contour more broadly encompasses off-post lands, where on particularly active days, noise and the resulting community annoyance can approach levels typically associated with NZ II. The LUPZ, thus, gives the installation

more flexibility for performing its mission and better reflects actual noise conditions during a period of heightened activity.

**Noise Zone I (NZ I)** - includes areas around a noise source in which the DNL is less than 65 dBA and less than 62 dBC. Since the noise exposure in this zone is low enough that it does not trigger compatibility with sensitive uses, maps of the noise environment do not show NZ I contours.

**Noise Zone II (NZ II)** - consists of an area where the A-weighted DNL is between 65 and 75 decibels and the C-weighted DNL is between 62 and 70 decibels. Guidance deems noise exposure within this area to be significant and recommends limiting use of land to non-sensitive activities such as industry, manufacturing, transportation, and agriculture. However, if the community determines that land in NZ II areas must be used for residential purposes, guidance suggests that the design and construction of the buildings incorporate noise level reduction (NLR) features to minimize the annoyance experienced by residents.

**Noise Zone III (NZ III)** - consists of the immediate areas around the source of the noise in which the A-weighted DNL (ADNL) is more than 75 decibels, and the C-weighted DNL (CDNL) exceeds 70 decibels. Guidance indicates that noise in this zone is severe enough to cause conflicts with almost all activities, particularly sensitive land uses, such as housing, schools, medical facilities, and places of worship.

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## COMPATIBLE LAND USE GUIDELINES FOR CLEAR ZONES AND APZ

(Department of Defense 1981)

LAND USE	CLEAR ZONE	APZ I	APZ II
<b>A. RESIDENTIAL</b>			
Single Family Unit	No	No	Yes <sup>2</sup>
2-4 Family Units	No	No	No
Multifamily Dwellings (Apartments)	No	No	No
Group Quarters	No	No	No
Residential Hotels	No	No	No
Mobile Home Parks or Courts	No	No	No
Other Residential	No	No	No
<b>B. INDUSTRIAL &amp; MANUFACTURING<sup>3</sup></b>			
Food and Kindred Products	No	No	Yes
Apparel	No	No	No
Lumber and Wood Products	No	Yes	Yes
Furniture and Fixtures	No	Yes	Yes
Printing, Publishing	No	Yes	Yes

Miscellaneous Manufacturing	No	Yes	Yes
C. TRANSPORTATION, COMMUNICATIONS & UTILITIES <sup>4</sup>			
Railroad, Rapid Rail Transit (on-grade)	No	Yes <sup>4</sup>	Yes
Highway and Street Rights-of-Way	Yes <sup>5</sup>	Yes	Yes
Auto Parking	No	Yes	Yes
Communications	Yes <sup>5</sup>	Yes	Yes
Utilities	Yes <sup>5</sup>	Yes <sup>4</sup>	Yes
Other Transportation, Communications and Utilities	Yes <sup>5</sup>	Yes	Yes
D. COMMERCIAL & RETAIL TRADE			
Wholesale Trade	No	Yes	Yes
Building Materials (Retail)	No	Yes	Yes
General Merchandise (Retail)	No	No	Yes
Food (Retail)	No	No	Yes
Automotive, Marine, and Aviation	No	Yes	Yes
Apparel and Accessories (Retail)	No	No	Yes
Furniture, Home Furnishings (Retail)	No	No	Yes
Eating and Drinking Facilities	No	No	No
Other Retail Trade	No	No	Yes

E. PERSONAL & BUSINESS SERVICES <sup>6</sup>			
Finance, Insurance, and Real Estate	No	No	Yes
Personal Services	No	No	Yes
Business Services	No	No	Yes
Repair Services	No	Yes	Yes
Professional Services	No	No	Yes
Contract Construction Services	No	Yes	Yes
Indoor Recreation Services	No	No	Yes
Other Services	No	No	Yes
F. PUBLIC AND QUASI-PUBLIC SERVICES			
Government Services	No	No	Yes <sup>6</sup>
Educational Services	No	No	No
Cultural Activities	No	No	No
Medical and Other Health Services	No	No	No
Cemeteries	No	Yes <sup>7</sup>	Yes <sup>7</sup>
Non-profit Organizations including Churches	No	No	No
Other Public and Quasi-Public Services	No	No	Yes
G. OUTDOOR RECREATION			
Playgrounds and Neighborhood Parks	No	No	Yes
Community and Regional Parks	No	Yes <sup>8</sup>	Yes <sup>8</sup>

Nature Exhibits	No	Yes	Yes
Spectator Sports Including Arenas	No	No	No
Golf Courses <sup>9</sup> , Riding Stables <sup>10</sup>	No	Yes	Yes
Water Based Recreational Areas	No	Yes	Yes
Resort and Group Camps	No	No	No
Entertainment Assembly Areas	No	No	No
Other Outdoor Recreation	No	Yes <sup>8</sup>	Yes
<b>H. RESOURCE PRODUCTION &amp; EXTRACTION&amp; OPEN LAND</b>			
Agriculture <sup>11</sup>	Yes	Yes	Yes
Livestock Farming, Animal Breeding <sup>12</sup>	No	Yes	Yes
Forestry Activities	No	Yes	Yes
Fishing Activities and Related Services <sup>13</sup>	No <sup>14</sup>	Yes <sup>13</sup>	Yes
Mining Activities	No	Yes	Yes
Permanent Open Space	Yes	Yes	Yes
Water Areas <sup>13</sup>	Yes	Yes	Yes

Footnotes:

- <sup>1</sup> A "Yes" or "No" designation for compatible land use is to be used only for gross comparison. Within each, uses exist where further definition may be needed as to whether it is clear or usually acceptable/unacceptable owing to variations in densities of people and structures. For heliports and stagefields, the takeoff safety zone is equivalent to the clear zone and the approach-departure zone is equivalent to APZ I for these land use guidelines.

# Fort Benning

## JOINT LAND USE STUDY

- 2 Suggested maximum density 1-2 dwelling units per acre, possibly increased under a Planned Unit Development where maximum lot coverage is less than 20 percent.
- 3 Factors to be considered: Labor intensity, structural coverage, explosive characteristics, and air pollution.
- 4 No passenger terminals and no major above ground transmission lines in APZ I.
- 5 Not permitted in graded area.
- 6 Low intensity office uses only. Meeting places, auditoriums, etc., not recommended.
- 7 Excludes chapels.
- 8 Facilities must be low intensity.
- 9 Clubhouse not recommended.
- 10 Concentrated rings with large classes not recommended.
- 11 Includes livestock grazing but excludes feedlots and intensive animal husbandry.
- 12 Includes feedlots and intensive animal husbandry.
- 13 Includes hunting and fishing.
- 14 Controlled hunting and fishing may be permitted for the purpose of wildlife control.

### NOISE CONTOUR LAND USE GUIDELINES

#### (FICUN 1980)

	NZ I		NZ II		NZ III		
	0-55	55-65	65-70	70-75	75-80	80-85	85+
<b>RESIDENTIAL</b>							
Household Units	Yes	Yes <sup>+</sup>	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Group Quarters	Yes	Yes <sup>+</sup>	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Residential Hotels	Yes	Yes <sup>+</sup>	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Manufactured Housing	Yes	Yes <sup>+</sup>	No	No	No	No	No
Other Residential	Yes	Yes <sup>+</sup>	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
<b>MANUFACTURING</b>							
Food Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No

# Fort Benning

## JOINT LAND USE STUDY

Textile Mill Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Apparel	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Wood Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Furniture	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Paper	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Printing	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Manufacturing	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
<b>TRANSPORT, COMMS &amp; UTIL</b>							
Railroad	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Motor Vehicle	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Aircraft	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Marine Craft	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Highway & Street	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Parking	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Communications	Yes	Yes	Yes	25 <sup>5</sup>	30 <sup>5</sup>	No	No

Utilities	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Other T, C & U	Yes	Yes	Yes	25 <sup>5</sup>	30 <sup>5</sup>	No	No
<b>TRADE</b>							
Wholesale Trade	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Retail - Building	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Retail - General	Yes	Yes	Yes	25	30	No	No
Retail - Food	Yes	Yes	Yes	25	30	No	No
Retail - Auto	Yes	Yes	Yes	25	30	No	No
Retail - Apparel	Yes	Yes	Yes	25	30	No	No
Retail - Furniture	Yes	Yes	Yes	25	30	No	No
Retail - Eating	Yes	Yes	Yes	25	30	No	No
Other Retail Trade	Yes	Yes	Yes	25	30	No	No

# Fort Benning

## JOINT LAND USE STUDY

<b>SERVICES</b>							
Finance, Insurance	Yes	Yes	Yes	25	30	No	No
Personal Services	Yes	Yes	Yes	25	30	No	No
Cemeteries <sup>11</sup>	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>6</sup>
Repair Services	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Profess Services	Yes	Yes	Yes	25	30	No	No
Hospitals, Nursing	Yes	Yes*	25*	30*	No	No	No
Other Medical	Yes	Yes	Yes	25	30	No	No
Facilities							
Contract Construction	Yes	Yes	Yes	25	30	No	No
Government Services	Yes	Yes*	Yes*	25*	30*	No	No
Educational Services	Yes	Yes*	25*	30*	No	No	No
Misc Services	Yes	Yes	Yes	25	30	No	No
<b>CULTURAL, ENTERTAINMENT &amp; REC</b>							

Churches	Yes	Yes*	25*	30*	No	No	No
Nature Exhibits	Yes	Yes*	Yes*	No	No	No	No
Public Assembly	Yes	Yes	Yes	No	No	No	No
Auditoriums	Yes	Yes	25	30	No	No	No
Amphitheaters	Yes	Yes*	No	No	No	No	No
Outdoor Sports	Yes	Yes	Yes <sup>7</sup>	Yes <sup>7</sup>	No	No	No
Amusements	Yes	Yes	Yes	Yes	No	No	No
Recreational	Yes	Yes*	Yes*	25*	30*	No	No
Resorts	Yes	Yes*	Yes*	Yes*	No	No	No
Parks	Yes	Yes*	Yes*	Yes*	No	No	No
Other	Yes	Yes*	Yes*	Yes*	No	No	No
<b>RESOURCE PRODUCT</b>							

# Fort Benning

## JOINT LAND USE STUDY

Agriculture	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>
Livestock	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	No	No	No
Forestry	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>
Fishing	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Mining	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Other Resource	Yes	Yes	Yes	Yes	Yes	Yes	Yes

Legend:

Yes Land use and related structures compatible without restrictions.

No Land use and related structures are not compatible and should be prohibited.

ADNL A-weighted day-night sound level

NZ Noise Zone

Yes<sup>x</sup> (Yes with restrictions) Land use and related structures generally compatible; see footnotes.

25, 30, 35 Land use and related structures generally compatible; measures to achieve noise level reduction (NLR) of 25, 30 or 35 must be incorporated into design and construction of structure.

25<sup>\*</sup>, 30<sup>\*</sup>, 35<sup>\*</sup> Land use generally compatible with NLR; however, measures to achieve an overall NLR do not necessarily solve noise difficulties; additional evaluation is warranted.

### Footnotes:

- \* The designation of these uses as "compatible" in this zone reflects individual Federal agencies' consideration of general cost and feasibility factors as well as past community experiences and program objectives. Localities, when evaluating the application of these guidelines to specific situations, may have different concerns or goals to consider.
- <sup>1</sup> (a) Although local conditions may require residential use, it is discouraged in 65-70 ADNL and strongly discouraged in 70-75 ADNL. The absence of viable alternative development options should be determined and an evaluation indicating that a demonstrated community need for residential use would not be met if development were prohibited in these zones should be conducted prior to approvals.  
(b) Where the community determines that residential uses must be allowed, measures to achieve outdoor to indoor NLR of at least 25 dB (65-70 ADNL) and 30 dB (70-75 ADNL) should be incorporated into building codes and be considered in individual approvals. Normal construction can be expected to provide a NLR of 20 dB, thus the reduction requirements are often stated as 5, 10, or 15 dB over standard construction and normally assume mechanical ventilation and closed windows year round. Additional consideration should be given to modifying NLR levels based on peak noise levels.  
(c) NLR criteria will not eliminate outdoor noise problems. However, building location and site planning, design, and use of berms and barriers can help mitigate outdoor noise exposure particularly from ground level transportation sources. Measures that reduce noise at a site should be used wherever practical in preference to measures that only protect interior spaces.
- <sup>2</sup> Measures to achieve NLR of 25 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
- <sup>3</sup> Measures to achieve NLR of 30 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
- <sup>4</sup> Measures to achieve NLR of 35 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
- <sup>5</sup> If noise-sensitive, use indicated NLR; if not, use is compatible.
- <sup>6</sup> No buildings.
- <sup>7</sup> Land use compatible provided special sound reinforcement systems are installed.
- <sup>8</sup> Residential buildings require a NLR of 25.
- <sup>9</sup> Residential buildings require a NLR of 30.

- 10 Residential buildings not permitted.
- 11 In areas with ADNL greater than 80, land use not recommended, but if community decides use is necessary, hearing protection devices should be worn by personnel.

### SAMPLE REAL ESTATE DISCLOSURE

#### AREA OF MILITARY IMPACT REAL ESTATE DISCLOSURE FORM

Property at the following location is situated within 3,000 feet/in the vicinity of Fort Benning/Lawson Army Airfield. The subject property may therefore be exposed to periodic low-level military aircraft over-flights, large artillery noise, small arms noise, and impacts associated with other such military training activities.

**Parcel #:** \_\_\_\_\_ **Deed Book #** \_\_\_\_\_ **Page #** \_\_\_\_\_  
**Address:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

I, \_\_\_\_\_, (owner of the subject property) hereby certify that I have informed \_\_\_\_\_ (prospective purchaser/lessee/renter) that the subject property is located within one mile/in the vicinity of Fort Benning/Lawson Army Airfield and may therefore be exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such military training activities.

\_\_\_\_\_  
*Owner/ Date*

I, \_\_\_\_\_, (prospective purchaser/lessee/renter of the subject property) hereby certify that I have been informed by \_\_\_\_\_ (owner) that the subject property is located within one mile/in the vicinity of Fort Benning/Lawson Army Airfield and may therefore be exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such impacts of military training activities.

\_\_\_\_\_  
*Purchaser/Lessee/Renter Date*

Signed before me on this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, in the  
County of \_\_\_\_\_, Georgia.

# Fort Benning

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JOINT LAND USE STUDY

\_\_\_\_\_, Notary Public, State of Georgia.

My Commission Expires on \_\_\_\_\_. (SEAL)

## SAMPLE NOISE EASEMENT

Parcel \_\_\_\_\_ County \_\_\_\_\_

Grantor (s) Name \_\_\_\_\_

Grantor (s) Address \_\_\_\_\_

### LEGAL DESCRIPTION:

In accordance with section XXXXX of the Land Use Ordinance for XXXXX County, State of XXXXX, approving a permit for residential development on the above described property, and in consideration of such approval, Grantors grant to the owners of all property adjacent to the above described property, a perpetual nonexclusive easement as follows:

1. The Grantors, their heirs, successors, and assigns acknowledge by the granting of this easement that the residential development is situated in an area that may be subjected to conditions resulting from military training at Fort Benning. Such conditions include the firing of small and large caliber weapons, the overflight of both fixed-wing and rotary-wing aircraft, the movement of vehicles, the use of generators, and other accepted and customary military training activities. These activities ordinarily and necessarily produce noise, dust, smoke and other conditions that may conflict with Grantors' use of Grantors' property for residential purposes. Grantors hereby waive all common law rights to object to normal and necessary military training activities legally conducted on adjacent Fort Benning which may conflict with Grantors' use of Grantors' property for residential and other purposes, and Grantors hereby grant an easement to the adjacent Fort Benning for such activities.
2. Nothing in this easement shall grant a right to Fort Benning for ingress or egress upon or across the described property. Nothing in this easement shall prohibit or otherwise restrict the Grantors from enforcing or seeking enforcement of statues or regulations of governmental agencies for activities conducted on adjacent properties.
3. This easement is appurtenant to all property adjacent to the above described property and shall bind to the heirs, successors, and assigns of Grantors and shall endure for the benefit of the adjoining Fort Benning. The Fort Benning is hereby expressly granted the right of third party enforcement of the easement.

IN WITNESS WHEREOF, the Grantors have executed this easement dated this \_\_\_ day of \_\_\_\_\_, 20\_\_

\_\_\_\_\_  
Grantor

\_\_\_\_\_  
Grantor

## SAMPLE MEMORANDUM OF UNDERSTANDING

Between Fort Benning/Lawson Army Airfield and  
The Counties of \_\_\_\_\_ and The Cities of  
\_\_\_\_\_

This Memorandum of Understanding between Fort Benning/LAAF, the Counties of \_\_\_\_\_, and the Cities of \_\_\_\_\_, is enacted to establish a mutually beneficial process that will ensure timely and consistent notification and cooperation between the parties on projects, policies, and activities. These parties have a mutual interest in the cooperative evaluation, review, and coordination of local plans, programs, and projects in the Counties of \_\_\_\_\_, the Cities of \_\_\_\_\_, and on Fort Benning or Lawson Army Airfield.

The Cities of \_\_\_\_\_ and the Counties of \_\_\_\_\_ agree to:

1. Submit information to Fort Benning/LAAF on plans, programs, actions, and projects that may affect Fort Benning/LAAF. This may include, but not be limited to the following:
  - Development proposals
  - Transportation improvements and plans
  - Sanitary waste facilities//any infrastructure necessary to support development
  - Open space and recreation
  - Public works projects
  - Land use plans and ordinances
  - Rezoning and variances
2. Submit to Fort Benning/LAAF for review and comment, project notification, policies, plans, reports, studies and similar information on development, infrastructure and environmental activities within proximity of Fort Benning/LAAF as defined by \_\_\_\_\_.
3. Consider Army comments as part of local responses or reports.
4. Include Fort Benning/LAAF in the distribution of meeting agendas for, but not limited to:
  - City Council or County Commission Meetings
  - Planning Commission Meetings
  - Zoning Boards of Adjustment
  - Review Board
  - Transportation Studies

Fort Benning/LAAF agrees to:

# Fort Benning

## JOINT LAND USE STUDY

1. Submit information to City and County representatives on plans, programs, actions, and projects which may affect the city or county. These may include, but not be limited to, the following:
  - Installation Master Plan
  - Installation Compatible Use Zone Studies
  - Noise Management Studies
  - Changes in existing installation use that may change off-post impacts, such as noise
  - Appropriate data on troop strength and activities for local plans, programs and projects
  
2. Submit to City and County representatives for review and comment, project notification, policies, plans, reports, studies and similar information on development, infrastructure and environmental activities at Fort Benning or LAAF.

This agreement will remain in effect until terminated by any of the parties. Amendments to this memorandum may be made by mutual agreement of all the parties. Review process details and appropriate forms may be developed to facilitate uniform and efficient exchanges of comments. This understanding will not be construed to obligate the U.S. Army, the Cities of \_\_\_\_\_, the Counties of \_\_\_\_\_ to violate existing or future laws or regulations.

This agreement is approved by:

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County

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City

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Fort Benning/Lawson AAF

### SAMPLE COMPREHENSIVE PLAN LANGUAGE

The Minimum Planning Standards in the State of Georgia require comprehensive plans to include three sections: 1) the Community Assessment, 2) the Community Participation Program, and 3) the Community Agenda. Of these sections, inserting language concerning the community's relationship with Fort Benning is appropriate in the Community Assessment and the Community Agenda.

The Community Assessment is an objective assessment of data about the community and includes a list of potential issues and opportunities, an analysis of existing development patterns, and an analysis comparing development policies with the Quality Community Objectives. The Community Agenda includes the community's vision and its strategy for achieving this vision.<sup>4</sup>

Each of the counties participating in the Fort Benning Joint Land Use Study has a Comprehensive Plan, although some plans pre-date the new Minimum Planning Standards. The following sections build on each jurisdiction's Comprehensive Plan to include reference to the community's relationship with Fort Benning. This sample text can be inserted into the

current plan or in an update to the plan when required by the Department of Community Affairs. Each paragraph heading refers to the section requirement in the Minimum Planning Standards.

#### *Marion County, GA*

Utilizing the format of the DCA Local Planning Requirements, the following language builds on the Marion County Comprehensive Plan Update recently adopted in 2007. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

#### **COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning Goals and Objectives that are pertinent to Marion County:

##### *Economic Development Opportunities*

Fort Benning, which shares the western boundary for a portion of Marion County, is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs

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<sup>4</sup> Rules of Georgia Department of Community Affairs Chapter 110-12-1; effective May 1, 2005

relocating to the region. Especially during construction phases, Marion County and the Valley Partnership have the opportunity to work closely with Fort Benning and civilian contractors to locate offices and other construction services within Marion County.

### *Land Use Issues*

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties in Marion County within close proximity to the military installation. Concomitantly protecting the health, safety and welfare of County as well as the military readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Areas of Concerns as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the zoning ordinance, the subdivision ordinance, and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Areas of Concerns to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

### *Intergovernmental Issues*

Communication between the County and Fort Benning needs to be strengthened to offer residents of the County optimal opportunities to understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort

Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all rezoning and subdivision activities within the Fort Benning Areas of Concern, as described in the Fort Benning Joint Land Use Study. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within the Areas of Concern. In addition, the County will consult with military command for any future land use changes within the Areas of Concern for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: Analysis of Existing Development patterns, areas requiring special attention 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

### *Areas with other unique pressures*

Fort Benning military reservation abuts the County's western boundary. Noise, dust, smoke and other impacts generated by training and prescribed burning activities on Fort Benning will be experienced on properties nearest to the military installation. Marion County participated in the Fort Benning Joint Land Use Study to address encroachment and identify Areas of Concern, land which will feel the greatest impact from the expanded military activities. The northwestern and western

portions of the County are located within several Areas of Concern including the Primary Protection, Secondary Protection, Influence Area, Conservation Area, and Benning Land Use Planning Zone (LUPZ). Furthermore, these are the areas that have historically seen the most development and subdivision of property, aggravating the encroachment of incompatible land uses.

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and renters. As part of the Comprehensive Plan, Marion County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique development issues. The County may wish to update their Character Area Map with the Areas of Concern, as mapped in the Fort Benning Joint Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural, natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

#### *Regional Identity*

Fort Benning is a major economic engine for the surrounding region including Marion County. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3

billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

### *Appropriate Businesses*

The existing industries in Marion County do not offer the community much in terms of higher-skilled employment opportunities. The community has joined forces with a consortium of counties with the intended purpose of increasing economic development activity around Columbus-Muscogee County and Fort Benning, called the Valley Partnership. County representatives will continue to work with the Valley Partnership to encourage the relocation of construction jobs and other military related employment centers into Marion County.

### *Environmental Protection*

In addition to the efforts made by the county in the area of stormwater and watershed protection ordinances, Marion County also recognizes the Army Compatible Use Buffer (ACUB) program as a tool to protect the concentration of plant and animal species of special concern as mapped and documented in the *Areas Requiring Special Attention* section of this plan on page 10. The County will continue to support the Nature Conservancy in its implementation of the ACUB as necessary.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

Within the Benning Area of Concern Character Area, only low intensity uses shall be encouraged. Open spaces, environmentally

protected lands, and timber uses dominate the area. Low density residential, typically at one dwelling unit per five acres or greater, is the typical residential development pattern that characterizes this area. The purpose of establishing this character area is to discourage encroachment to Fort Benning and threatening the military mission while simultaneously protecting the health safety and welfare of Marion County residents. The following narrative illustrates the land uses, intensities and patterns of development that are encouraged in the Benning Areas of Concern Character Area as shown on the Marion County Future Land Use and Character Area Map.

### *Specific Land Uses allowed within the Fort Benning Character Area*

#### Primary Protection Area

- Utilities and roads
- Mining
- Manufacturing and Warehouse uses
- Wholesale trades
- Vehicle repair services and heavy commercial uses
- Forestry and Timber
- Agriculture, but not livestock
- Cemeteries

#### Secondary Protection Area

- Utilities and roads
- Mining
- Manufacturing and Warehouse uses

- Wholesale trades
- Vehicle repair services and heavy commercial uses
- General retail
- General services, but not hospitals or clinics
- General government uses, but not schools
- Outdoor sporting fields
- Forestry and Timber
- Agriculture
- Cemeteries
- Low density residential at densities of no more than 1 dwelling unit per 5 acres
- Influence Area and Benning Land Use Planning

Zone (LUPZ)

- All land uses except noise-sensitive uses such as schools, churches and hospitals. These uses should be evaluated on a case-by-case basis
- Low and medium density residential, but multi-family uses are not recommended

**COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)**

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Army Planning Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Continue working with Valley Partnership	Ongoing	County	Staff time	General Fund
Update subdivision code to reflect Benning Areas of Concern requirements	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund

### *Stewart County, GA*

Utilizing the format of the DCA Local Planning Requirements, the following language builds on the Stewart County Comprehensive Plan Update recently adopted in 2007. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

#### **COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning Goals and Objectives that are pertinent to Stewart County:

##### *Economic Development Opportunities*

Fort Benning is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region.

##### *Land Use Issues*

Noise and other impacts generated by Lawson Army Airfield activities on Fort Benning currently affect properties in northern Stewart County. Concomitantly protecting the health, safety and welfare of County as well as the military

readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Lawson Army Airfield Influence Area as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the zoning ordinance, the subdivision ordinance, and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Lawson Army Airfield Influence Area to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

##### *Intergovernmental Issues*

Communication between the County and Fort Benning needs to be strengthened to offer residents of the County optimal opportunities to understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all rezoning and subdivision activities within the Fort Benning Lawson Army Airfield Influence Area, as described in the Fort Benning Joint Land Use Study. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within this area. In addition, the County will

consult with military command for any future land use changes within this area for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, AREAS REQUIRING SPECIAL ATTENTION 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

#### *Areas with other unique pressures*

Fort Benning military reservation and Lawson Army Airfield are located north of Stewart County. Noise, dust and other impacts generated by training activities on Fort Benning will be experienced on properties nearest to the military installation. Stewart County participated in the Fort Benning Joint Land Use Study to address encroachment and identify Areas of Concern, land which will feel the greatest impact from the expanded military activities. The most northwestern portions of the County are located within two Areas of Concern including the Lawson Army Influence Area and the Benning Land Use Planning Zone (LUPZ).

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and

renters. As part of the Comprehensive Plan, Stewart County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique development issues. The County may wish to update their Character Area Map with the Areas of Concern, as mapped in the Fort Benning Joint Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

#### *Regional Identity*

Fort Benning is a major economic engine for the surrounding region including Stewart County. The operations at Fort Benning

generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

### *Appropriate Businesses*

The existing industries in Stewart County do not offer the community much in terms of higher-skilled employment opportunities. The community would benefit from a Business Recruitment and Retention Program (BREP) to assist existing businesses.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

10. Character Area: Fort Benning/ Lawson Army Airfield Influence Area

Vision: Within the Benning Area of Concern Character Area, only low intensity uses shall be encouraged. The purpose of establishing this character area is to discourage encroachment to Fort Benning and threatening the military mission while simultaneously protecting the health safety and welfare of Stewart County residents.

Description of Character Area: Open spaces, environmentally protected lands, and timber uses dominate the area. Low density residential, typically at one dwelling unit per two to five acres or greater is the typical residential development pattern that characterizes this area.

### Land Uses allowed within the Fort Benning/ Lawson Army Airfield Character Area:

- All land uses except noise-sensitive uses such as schools, churches and hospitals. These uses should be evaluated on a case-by-case basis
- Low and medium density residential, but multi-family uses are not recommended

### Implementation Measures for this Area:

- Submit all zoning and subdivision requests in this Character Area to Fort Benning for review and comment prior to approval. Fort Benning recommendations are advisory only; only Stewart County can rezone and subdivide land.
- Adopt a Military Influence Overlay Zone that includes the following:

- Limit residential density to 1-2 dwelling units per acre
- Restrict multi-family housing and other dense housing types
- Restrict noise sensitive uses such as churches, schools and hospitals
- Require shielded lighting for industrial and large commercial users
- Require plan submittal of all towers and tall structures to Fort Benning for review
- Require the granting of noise easements on all rezonings and subdivisions
- Encourage cluster developments or conservation subdivisions on properties that straddle the Fort Benning Lawson Army Airfield Character Area. The portion of the property within the Character Area should be permanently preserved and housing should be clustered on the portion outside the Character Area.

**COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)**

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Military Influence Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Submit all rezonings and subdivision requests to Fort Benning for review	Ongoing	County	Staff time	General Fund

### *Cusseta-Chattahoochee County, GA*

Utilizing the format of the DCA Local Planning Requirements, the following language builds on the Cusseta-Chattahoochee County Comprehensive Plan Update recently adopted in 2007. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

#### **COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning Goals and Objectives that are pertinent to Cusseta-Chattahoochee County:

##### *Economic Development Opportunities*

Fort Benning, which owns more than half of Cusseta-Chattahoochee County, is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region. Cusseta-Chattahoochee County and the Valley Partnership have the opportunity to work closely with Fort Benning and civilian contractors to locate offices and other construction services within the County.

##### *Land Use Issues*

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties in Cusseta-Chattahoochee County within close proximity to the military installation. Concomitantly protecting the health, safety and welfare of County as well as the military readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Land Use Planning Zone and one-mile buffer as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the zoning ordinance, the subdivision ordinance, and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Land Use Planning Zone (LUPZ) and one-mile buffer to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

##### *Intergovernmental Issues*

Communication between the County and Fort Benning needs to be strengthened to offer residents of the County optimal opportunities to understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all

rezoning and subdivision activities within the Fort Benning LUPZ and one-mile buffer, as described in the Fort Benning Joint Land Use Study. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within these areas. In addition, the County will consult with military command for any future land use changes within the LUPZ and one-mile buffer for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, AREAS REQUIRING SPECIAL ATTENTION 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

#### *Areas with other unique pressures*

There is one primary area of land in Chattahoochee County that requires special attention; that is the land adjacent to the Fort Benning Military Installation. One of the biggest threats to Military Bases in the United States is encroachment by non-compatible land uses. Non-compatible land uses tend to be of a residential nature, although not all commercial or industrial uses are automatically base compatible.

Cusseta-Chattahoochee County participated in the Fort Benning Joint Land Use Study to address encroachment and identify areas of concern such as the Land Use Planning Zone

and the one-mile buffer. The area of land for which base compatibility is an issue is land located within one-mile of the base boundaries and within the Land Use Planning Zone as established in the Joint Land Use Study. This generally consists of the area located north and south of River Bend Road, west of the 520/280-US 27 corridor down to River Bend Road and north of the 520/280 and SR 26 intersection east to the County line. Noise, dust and other impacts generated by training activities on Fort Benning will be experienced on properties nearest to the military installation. Furthermore, these are the areas that have historically seen the most development and subdivision of property, aggravating the encroachment of incompatible land uses.

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and renters. As part of the Comprehensive Plan, Cusseta-Chattahoochee County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique

development issues. The County may wish to update their Character Area Map with the Areas of Concern, as mapped in the Fort Benning Joint Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural, natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

#### *Regional Identity*

Fort Benning is a major economic engine for the surrounding region including Cusseta-Chattahoochee County. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and

their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

#### *Appropriate Businesses*

The existing industries in Cusseta-Chattahoochee County do not offer the community much in terms of higher-skilled employment opportunities. The community has joined forces with a consortium of counties with the intended purpose of increasing economic development activity around Columbus-Muscogee County and Fort Benning, called the Valley Partnership. County representatives will continue to work with the Valley Partnership to encourage the relocation of construction jobs and other military related employment centers into Cusseta-Chattahoochee County.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

Character Area: Fort Benning Land Use Planning Zone (LUPZ) and One-Mile Buffer

Vision: Within the Benning Area of Concern Character Area, only low intensity uses shall be encouraged. The purpose of establishing this character area is to discourage encroachment

to Fort Benning and threatening the military mission while simultaneously protecting the health, safety and welfare of Cusseta-Chattahoochee County residents.

Description of Character Area: Open spaces, environmentally protected lands, and timber uses dominate the area. Low density residential, typically at one dwelling unit per two to five acres or greater is the typical residential development pattern that characterizes this area.

Land Uses allowed within the Fort Benning LUPZ and One-Mile Buffer:

- All land uses except noise-sensitive uses such as schools, churches and hospitals. These uses should be evaluated on a case-by-case basis
- Low and medium density residential, but multi-family uses are not recommended

Implementation Measures for this Area:

- Submit all zoning and subdivision requests in this Character Area to Fort Benning for review and comment prior to approval. Fort Benning recommendations are advisory only; only

Cusseta-Chattahoochee County can rezone and subdivide land.

- Adopt a Military Influence Overlay Zone that includes the following:
  - Limit residential density to 1-2 dwelling units per acre
  - Restrict multi-family housing and other dense housing types
  - Restrict noise sensitive uses such as churches, schools and hospitals
- Require shielded lighting for industrial and large commercial users
- Require plan submittal of all towers and tall structures to Fort Benning for review
- Require the granting of noise easements on all rezonings and subdivisions
- Encourage cluster developments or conservation subdivisions on properties that straddle the Fort Benning LUPZ or One-Mile Buffer. The portion of the property within the Character Area should be permanently preserved and housing should be clustered on the portion outside the Character Area.

**COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)**

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Military Installation Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Continue working with Valley Partnership	Ongoing	County	Staff time	General Fund
Submit all rezoning and subdivision requests to Fort Benning for review	Ongoing	County	Staff time	General Fund

**Talbot County, GA**

Utilizing the format of the DCA Local Planning Requirements, the following language builds on the Talbot County Comprehensive Plan. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

**COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning

Goals and Objectives that are pertinent to Talbot County:

*Economic Development Opportunities*

Fort Benning is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region. Especially during construction phases, Talbot County and the Valley Partnership have the opportunity to work closely with Fort Benning and civilian contractors to locate offices and

other construction services within Talbot County.

### *Land Use Issues*

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties in Talbot County within close proximity to the military installation. Concomitantly protecting the health, safety and welfare of County as well as the military readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Land Use Planning Zone, Noise Zone 2 and one-mile buffer as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the zoning ordinance, the subdivision ordinance, and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Land Use Planning Zone (LUPZ), Noise Zone 2 and one-mile buffer to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

### *Intergovernmental Issues*

Communication between the County and Fort Benning needs to be strengthened to offer residents of the County optimal opportunities to understand potential noise and prescribed

burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all rezoning and subdivision activities within the Fort Benning LUPZ, Noise Zone 2 and one-mile buffer, as described in the Fort Benning Joint Land Use Study. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within these areas. In addition, the County will consult with military command for any future land use changes within the LUPZ, Noise Zone 2 and one-mile buffer for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, AREAS REQUIRING SPECIAL ATTENTION 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

#### *Areas with other unique pressures*

Talbot County participated in the Fort Benning Joint Land Use Study to address encroachment and identify areas of concern such as the Land Use Planning Zone and the one-mile buffer. Noise, dust and other impacts generated by training activities on Fort

Benning will be experienced on properties nearest to the military installation. Furthermore, these are the areas that have historically seen the most development and subdivision of property, aggravating the encroachment of incompatible land uses.

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and renters. As part of the Comprehensive Plan, Talbot County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique development issues. The County may wish to update their Character Area Map with the Areas of Concern, as mapped in the Fort Benning Joint Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural, natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

#### *Regional Identity*

Fort Benning is a major economic engine for the surrounding region including Talbot County. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when

BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

Character Area: Fort Benning Area of Concern Character Area

Vision: Within the Benning Area of Concern Character Area, only low intensity uses shall be encouraged. The purpose of establishing this character area is to discourage encroachment to Fort Benning and threatening the military mission while simultaneously protecting the health, safety and welfare of Talbot County residents.

Description of Character Area: Open spaces, environmentally protected lands, and timber uses dominate the area. Low density residential, typically at one dwelling unit per two to five acres or greater is the typical residential development pattern that characterizes this area.

#### Land Uses allowed within the Fort Benning Area of Concern Character Area:

- Residential densities should be 1 dwelling unit per 5 acres or greater in the Noise Zone 2 as defined in the Joint Land Use Study

- All land uses except noise-sensitive uses such as schools, churches and hospitals are permitted in the Land Use Planning zone.
- Low and medium density residential, but multi-family uses are not recommended in the Land Use Planning Zone as defined in the Joint Land Use Study

#### Implementation Measures for this Area:

- Submit all zoning and subdivision requests in this Character Area to Fort Benning for review and comment prior to approval. Fort Benning recommendations are advisory only; only Talbot County can rezone and subdivide land.
- Adopt a Military Influence Overlay Zone that includes the following:
  - Limit residential density to 1-2 dwelling units per acre in the Land Use Planning Zone
  - Limit residential density to 1 dwelling unit per 5 acres in Noise Zone 2
  - Restrict multi-family housing and other dense housing types
  - Restrict noise sensitive uses such as churches, schools and hospitals
- Require shielded lighting for industrial and large commercial users
- Require plan submittal of all towers and tall structures to Fort Benning for review
- Require the granting of noise easements on all rezonings and subdivisions

# Fort Benning

## JOINT LAND USE STUDY

- Encourage cluster developments or conservation subdivisions on properties that straddle the Fort Benning LUPZ. The portion of the property within the Character Area

should be permanently preserved and housing should be clustered on the portion outside the Character Area.

### COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Military Installation Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Submit all rezoning and subdivision requests to Fort Benning for review	Ongoing	County	Staff time	General Fund

### *Harris County, GA*

Utilizing the format of the DCA Local Planning Requirements, the following language builds on the Harris County Comprehensive Plan. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

### **COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning Goals and Objectives that are pertinent to Harris County:

#### *Economic Development Opportunities*

Fort Benning is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region.

#### *Environmental Protection*

Harris County recognizes the Army Compatible Use Buffer (ACUB) program as a tool to protect the concentration of plant and animal species unique to this area, such as the longleaf pine and the gopher tortoise which are unique to the

Fall Line sand hills ecoregion. The County will continue to support the Nature Conservancy in its implementation of the ACUB as necessary.

#### *Land Use Issues*

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties in southern Harris County within close proximity to the military installation. Concomitantly protecting the health, safety and welfare of County as well as the military readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Land Use Planning Zone as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the zoning ordinance, the subdivision ordinance, and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Land Use Planning Zone (LUPZ) to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

#### *Intergovernmental Issues*

Communication between the County and Fort Benning needs to be strengthened to offer residents of the County optimal opportunities

to understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all rezoning and subdivision activities within the Fort Benning LUPZ. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within the LUPZ. In addition, the County will consult with military command for any future land use changes within the LUPZ for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, AREAS REQUIRING SPECIAL ATTENTION 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

#### *Areas with other unique pressures*

Harris County participated in the Fort Benning Joint Land Use Study to address encroachment and identify areas of concern such as the Land Use Planning Zone and the one-mile buffer. Noise, dust and other impacts generated by training activities on Fort Benning will be

experienced on properties nearest to the military installation.

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and renters. As part of the Comprehensive Plan, Harris County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique development issues. The County may wish to update their Character Area Map with the Areas of Concern, as mapped in the Fort Benning Joint Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural, natural and historic

resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

### *Regional Identity*

Fort Benning is a major economic engine for the surrounding region including Harris County. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

Character Area: Fort Benning Land Use Planning Zone Character Area

Vision: Within the Benning Area of Concern Character Area, only low intensity uses shall be encouraged. The purpose of establishing this character area is to discourage encroachment to Fort Benning and threatening the military mission while simultaneously protecting the health, safety and welfare of Harris County residents.

Description of Character Area: Open spaces, environmentally protected lands, and timber uses dominate the area. Low density residential, typically at one dwelling unit per two to five acres or greater is the typical residential development pattern that characterizes this area.

#### Land Uses allowed within the Fort Benning Land Use Planning Zone Character Area:

- All land uses except noise-sensitive uses such as schools, churches and hospitals are permitted in the Land Use Planning zone.
- Low and medium density residential, but multi-family uses are not recommended in the Land Use Planning Zone as defined in the Joint Land Use Study

#### Implementation Measures for this Area:

# Fort Benning

## JOINT LAND USE STUDY

- Submit all zoning and subdivision requests in this Character Area to Fort Benning for review and comment prior to approval. Fort Benning recommendations are advisory only; only Harris County can rezone and subdivide land.
- Adopt a Military Influence Overlay Zone that includes the following:
  - Limit residential density to 1-2 dwelling units per acre in the Land Use Planning Zone
  - Restrict multi-family housing and other dense housing types
  - Restrict noise sensitive uses such as churches, schools and hospitals
- Require shielded lighting for industrial and large commercial users
- Require plan submittal of all towers and tall structures to Fort Benning for review
- Require the granting of noise easements on all rezonings and subdivisions
- Encourage cluster developments or conservation subdivisions on properties that straddle the Fort Benning LUPZ. The portion of the property within the Character Area should be permanently preserved and housing should be clustered on the portion outside the Character Area.

**COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)**

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Military Installation Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Submit all rezoning and subdivision requests to Fort Benning for review	Ongoing	County	Staff time	General Fund

### *Columbus-Muscogee County, GA*

Columbus-Muscogee will be required to update their Comprehensive Plan in 2008. The county's existing plan already establishes Planning Districts, which are very similar to the concept of Character Areas required by the Minimum Planning Standards adopted in 2005. Utilizing the format of the DCA Local Planning Requirements, the following language can be inserted into the 2008 update. This language is not intended to serve as a stand alone document, and only pertains to the community's relationship with Fort Benning.

#### **COMMUNITY ASSESSMENT: POTENTIAL ISSUES AND OPPORTUNITIES 110-12-1-.03(2)(a)**

The following is a list of issues and opportunities based on the State Planning Goals and Objectives that are pertinent to Columbus-Muscogee County:

##### *Economic Development Opportunities*

Fort Benning is of significant economic value to the County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region. Because Fort Benning is not building any new housing facilities on post, Columbus is expected

to absorb a majority of the region's residential growth. In addition, given the existing infrastructure, Columbus is also expected to receive a large portion of the economic and employment growth.

##### *Land Use Issues*

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties within close proximity to the military installation. Concomitantly protecting the health, safety and welfare of County as well as the military readiness mission requires that the development of incompatible land uses be prevented. The County will incorporate the Fort Benning Land Use Planning Zone, one-mile buffer and Noise Zone 2 as established in the Fort Benning Joint Land Use Study into the Community Agenda of the Comprehensive Plan, the Unified Development Ordinance (UDO), and all capital improvement plans.

In addition, the County will evaluate all development proposals for property located within the Fort Benning Land Use Planning Zone (LUPZ), one-mile buffer and Noise Zone 2 to ensure compatibility and to protect the military installation from encroachment of incompatible land uses.

##### *Intergovernmental Issues*

Communication between the County and Fort Benning is important because it offers residents of the County optimal opportunities to

## Fort Benning

JOINT LAND USE STUDY

understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

Coordination and consultation between the County and Fort Benning needs to occur on all rezoning and subdivision activities within the Fort Benning LUPZ, one-mile buffer and Noise Zone 2. The County will request Fort Benning to review and make recommendations on all rezoning and subdivisions for properties within these areas. In addition, the County will consult with military command for any future land use changes within the LUPZ, one-mile buffer and Noise Zone 2 for potential negative impacts on the military installation.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, AREAS REQUIRING SPECIAL ATTENTION 110-12-1-.03(2)(b)(ii)**

This component consists of an evaluation of existing land use patterns and trends for the purpose of identifying areas requiring special attention.

#### *Areas with other unique pressures*

Columbus-Muscogee County participated in the Fort Benning Joint Land Use Study to address encroachment and identify areas of concern. Noise, dust and other impacts generated by training activities on Fort Benning will be

experienced on properties nearest to the military installation such as along Chatsworth Road, St. Mary's Road, and State Road 80.

The Fort Benning Joint Land Use Study recommended various encroachment reduction and mitigation tools such as the adoption of land use guidelines, a military planning zoning overlay district, consultation with Fort Benning on development activities for properties within the Areas of Concern, and mandatory real estate disclosures to potential land buyers and renters. As part of the Comprehensive Plan, Columbus-Muscogee County will review and adopt those recommendations that are most appropriate for the County.

### **COMMUNITY ASSESSMENT: ANALYSIS OF EXISTING DEVELOPMENT PATTERNS, RECOMMENDED CHARACTER AREAS 110-12-1-.03(2)(b)(iii)**

A Character Area is a specific geographic area within the community that, among other options, requires special attention due to unique development issues. The County will need to incorporate these into their Comprehensive Plan Update, building on the Planning Districts established in the 2003 partial update. The Fort Benning Influence Character area should follow the Land Use Planning Zone, one-mile buffer and Noise Zone 2 as established in the Joint

Land Use Study.

### **COMMUNITY ASSESSMENT: ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES 110-12-1-.03(2)(c)**

The following text describing the Quality Community Objectives is a statement of the development patterns and options that will help preserve unique cultural, natural and historic resources while looking simultaneously to maximize future development potential. This assessment is intended to serve as a tool to evaluate progress towards sustaining a livable community, much like a more detailed and conventional demographic analysis or land use map.

#### *Regional Identity*

Fort Benning is a major economic engine for Columbus-Muscogee County and the surrounding region. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Though the installation is self-sustaining, personnel and their dependents make considerable use of the retail and service facilities in the surrounding communities. Purchases in the area by the more than 32,000

military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

#### *Appropriate Businesses*

The existing employment base and industries in Columbus-Muscogee County offer residents a plethora of opportunities to live and work in the County. The community has joined forces with a consortium of counties with the intended purpose of increasing economic development activity around the County and Fort Benning, called the Valley Partnership. County representatives will continue to work with the Valley Partnership to encourage the relocation of military related employment centers to Columbus. The County will work with the Valley Partnership to ensure that new employment centers are located in areas that will not conflict with Fort Benning operations.

#### *Environmental Protection*

Columbus-Muscogee County recognizes the Army Compatible Use Buffer (ACUB) program

as a tool to protect the concentration of plant and animal species unique to the area such as the longleaf pine and the gopher tortoise which are unique to the Fall Line sand hills ecosystem. The County will continue to support the Nature Conservancy in its implementation of the ACUB as necessary, especially along the panhandle of the County, north of Fort Benning.

### **COMMUNITY AGENDA: COMMUNITY VISION, DEFINING NARRATIVE 110-12-1-.05(2)(a)(iii)**

Character Area: Fort Benning Influence Area Character Area

Vision: Within the Benning Influence Area Character Area, only low intensity uses shall be encouraged. The purpose of establishing this character area is to discourage encroachment to Fort Benning and threatening the military mission while simultaneously protecting the health safety and welfare of Columbus-Muscogee County residents.

Description of Character Area: Existing residential densities will remain the same and not increase. Low density residential is the typical residential development pattern that characterizes this area.

Land Uses allowed within the Fort Benning Influence Area Character Area:

- All land uses except noise-sensitive uses such as schools, churches and hospitals are permitted in the Land Use Planning Zone.
- Low and medium density residential,
- Residential density in the Noise Zone 2 should be 1 dwelling unit per 5 acres or greater.

#### Implementation Measures for this Area:

- Submit all zoning and subdivision requests in this Character Area to Fort Benning for review and comment prior to approval. Fort Benning recommendations are advisory only; only Columbus-Muscogee County can rezone and subdivide land.
- Adopt a Military Influence Overlay Zone that includes the following:
  - Limit residential density to 1-2 dwelling units per acre in the Land Use Planning Zone
  - Limit residential density to 1 dwelling unit per 5 acres in Noise Zone 2
  - Restrict multi-family housing and other dense housing types
  - Restrict noise sensitive uses such as churches, schools and hospitals
  - Require plan submittal of all towers and tall structures to Fort Benning for review
- Encourage cluster developments or conservation subdivisions on properties that straddle the Fort Benning LUPZ only. The portion of the property within the Character

Area should be permanently preserved and housing should be clustered on the portion

outside the Character Area.

**COMMUNITY AGENDA: COMMUNITY VISION, IMPLEMENTATION PROGRAM 110-12-1-.05(2)(c)**

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update zoning code to include Military Installation Overlay District	2008	County with assistance from RDC	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Submit all rezoning and subdivision requests to Fort Benning for review	Ongoing	County	Staff time	General Fund
Continue working with the Valley Partnership	Ongoing	County and Valley Partnership	Staff Time	General Fund

### *Russell County, AL*

Although the Code for the State of Alabama allows jurisdictions to participate in planning activities, it does not require counties to produce a comprehensive plan. Russell County's existing plan was created over 25 years ago and is out of date. Therefore, the Birmingham Comprehensive Plan adopted in 2004 is the model used for the sample language below.

#### **COMMUNITY ASSESSMENT: ECOLOGY and SPECIAL HABITATS**

Russell County has been identified as a significant corridor for the Red Cockaded Woodpecker (RCW) and a potential habitat for the Gopher Tortoise. The RCW is a federally endangered species and the Gopher Tortoise is state listed as a threatened species.

The Gopher tortoises are found on deep sands where sufficient understory vegetation exists to support them. Historically, they inhabited the longleaf pine woodlands such as those along the uplands of the Fall Line Sandhills, and

similar habitats which run southwest through Russell County.<sup>5</sup>

The RCW is listed as an endangered species and is protected by the US Endangered Species Act. Habitat requirements of RCWs includes 70-80 year old pines for nesting and open stands of 30 year old or older pines for foraging habitat. Similar but disconnected habitats exist surrounding Russell County, including some in Fort Benning. Mature pine habitats located in Russell County are essential to linking existing RCW habitats and improving the viability of the species.

### **COMMUNITY ASSESSMENT: ECONOMIC DEVELOPMENT OPPORTUNITIES**

Fort Benning is of significant economic value to Russell County and the region. As a result of the Base Realignment and Closure process and other military re-organization efforts, Fort Benning will expand, resulting in approximately 30,000 additional military personnel and supporting civilian jobs relocating to the region. Because Fort Benning is not building any new housing facilities on post, the region is expected to the residential growth.

### **COMMUNITY ASSESSMENT: LAND USE ISSUES**

Noise, dust and other impacts generated by training activities on Fort Benning will affect properties within close proximity to the military installation. Concomitantly protecting the health safety and welfare of Russell County residents as well as the military readiness mission requires that the development of incompatible land uses be prevented.

The Code of Alabama does not provide counties with zoning authority; without it, virtually no type or intensity of development can be stopped or mandated. Pursuant to the Code, all Counties are authorized to regulate the subdivision of land. The County will incorporate the Lawson Army Airfield (LAAF) Noise Contour, Accidental Potential Zones (APZ), and one-mile buffer as established in the Fort Benning Joint Land Use Study into the Comprehensive Plan. Since the County does not regulate zoning and zoning only exists within the planning area of Phenix City, the County will work with Phenix City to incorporate LAAF Noise Contour, APZ and the one-mile buffer recommended land uses into zoning practices.

In addition, the County will evaluate the feasibility for an ordinance requiring all subdivision proposals on property located within the Lawson Army Airfield Noise Contour and one-mile buffer to ensure compatibility and to

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<sup>170</sup> <sup>5</sup> Army Compatible Use Buffer (ACUB) Proposal, 2005

protect the military installation from encroachment of incompatible land uses.

### **COMMUNITY ASSESSMENT: INTERGOVERNMENTAL RELATIONS**

Communication between the County and Fort Benning is important because it offers residents of the County optimal opportunities to understand potential noise and prescribed burning events on the military installation. The County will post all communications from Fort Benning prominently in the County main offices and on the County website.

### **COMMUNITY ASSESSMENT: ECONOMIC DEVELOPMENT**

Fort Benning is a major economic engine for Russell County and the surrounding region. The operations at Fort Benning generate substantial revenues to the local economy through salary payments to military and civilian employees, construction contractor payments, operating costs and non-construction contracts. During Fiscal Year (FY) 2005 (Oct. '04 – Sept. '05) the installation circulated over \$2.2 billion through the local economy. Purchases in the area by the more than 32,000 military personnel assigned to Fort Benning and their family members contribute significantly to local retail and service segments. During FY 2005 direct payroll disbursed to active duty military personnel exceeded \$798,925,000. Contract and civilian employees on the installation brought in over \$255,289,000 in gross pay. By

FY 2012, when BRAC is fully implemented, direct payroll to military personnel is expected to reach \$1.3 billion annually and contract and civilian payroll will reach a yearly total of \$500 million.

### IMPLEMENTATION PROGRAM

Activity	Year	Responsible Party	Estimated Cost	Funding Source
Update subdivision code to require consultation with Fort Benning on all subdivisions on property located within the Lawson Army Airfield Noise Contour, Accident Potential Zones and Fort Benning one-mile buffer	2008	County with assistance from Phenix City staff	\$6,000 plus staff time	General Fund
Update County website with postings from Fort Benning	Ongoing	County	Staff time	General Fund
Update County Comprehensive Plan to reflect forecasted development activity and Fort Benning growth	2009	County	\$50,000 plus staff time	General Fund