

**Proposal for the
Regional Compatibility Plan
For
Davis-Monthan Air Force Base
Tucson, Arizona**





1. Study Area Defined

The Study Area for the Davis-Monthan Regional Compatibility Plan is identified on Figure 1. It includes the area defined as "Territory in the Vicinity of a Military Airport" as defined under Arizona Revised Statute §28-8482 and §28-8483 for Davis-Monthan Air Force Base. The Work Program defined below in Section 3 will be undertaken for this area.

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Tucson, Arizona

February 19, 2003

INSERT AIRPORT VICINITY MAP FOR DAVIS-MONTHAN AIR FORCE BASE
(SEE D-M Vicinicy.pdf file)



2. Study Goals

Overall project goals to ensure success include:

- Compile and analyze existing plans and studies to identify existing data, data needs, and points of consistency and conflict among the existing documentation in the area of encroachment prevention.
- Identify uses that are compatible, acceptable, and feasible uses of land in the noise and accident potential zones and "paddle" areas surrounding military installations, airports, and ranges.
- Provide for input by landowners, county and municipal governmental agencies, educational institutions, and other interested parties.
- Develop a strong implementation plan, including establishing solid compatibility criteria and strong policies to prevent encroachment by urban development and its resulting impacts on military missions and sustainability.
- Develop and/or identify land use planning and zoning tools, strategies, and techniques that fairly allocate impacts of the program with respect to federal, state and local governments, private landowners and the military community.



3. Study Work Program

The following work program will be undertaken for the Davis-Monthan Air Force Base Regional Compatibility Plan. *Italicized items are to be undertaken by the Arizona Department of Commerce or the Compatibility Project Policy Committee and are not included in the proposed budget in Section 4.* Primary responsibility for the Study deliverables is indicated in parentheses in the list of deliverables for each task. The Work Program depends upon the collection of available information as a basis for analysis of existing and future conditions in the Study Area, and except as expressly stated, the Work Program does not include further validation, modification or updating of this data.

TASK 1: Project Initiation:

1.1 Compatibility Project Policy Committee Formation

1.1.1 *The Arizona Department of Commerce (ADOC) with input from the City of Tucson and Davis-Monthan AFB, will compile a list of state and federal agency representatives, community representatives, and others who will be invited to participate on the Compatibility Project Policy Committee (CPPC). ADOC will provide Parsons with a copy of the list prior to convening the kickoff meeting for the Committee.*

1.1.2 *ADOC will contact the invitees to obtain organization buy-in and commitment from them to be Compatibility Project Policy Committee members. ADOC will then schedule, convene and chair a kickoff meeting to form the Compatibility Project Policy Committee and to review Compatibility Project goals and guiding principles, as well as the Study scope of work and approach. This meeting will also provide an opportunity for members of the CPPC to identify areas of focus concerning land use compatibilities and conflicts in the Study Area.*

1.1.3 Parsons will provide copies of each of the following for inclusion in the informational packet:

- Study Area Map
- Study Goals and Work Program
- Project Team Contact List

Parsons will distribute up to 30 packets of informational materials to the Committee members prior to the Kickoff Meeting.

1.1.4 Parsons Project Director and Project Manager will attend the Kickoff Meeting and will be responsible for presenting the Study Goals, Work Program and Approach.

1.1.5 Parsons will establish a Collaborative Workspace on the Parsons Web Site using LiveLink and will provide access to this Workspace for ADOC and, at the direction of ADOC, for up to four others involved in the Study.

1.1.6 *Based upon input received from the CPCC, City of Tucson and Davis-Monthan Air Force Base, ADOC will develop a "Stakeholder" list of attendees for a regional Compatibility Project Open House. The list will include contact information for each stakeholder (mailing address, e-mail address, etc.) and ADOC will provide Parsons with a copy of the Stakeholder list.*

1.1.7 Using the Stakeholder list provided by ADOC, Parsons will create a Study mailing list in an electronic format.

1.2 Ongoing Public Involvement – Education/Outreach

1.2.1 Open House

1.2.1.1 *ADOC will schedule and conduct a Regional Compatibility Project Open House. The Open House will be scheduled to occur after completion of Tasks 3 and 4 (Land Use Conflict Identification and Analysis). ADOC will be responsible for making arrangements for a venue to conduct the Open House and publicizing the event through local media (including distribution of press kits) and contact with local PIOs. This will be conducted in partnership with the City of Tucson.*

1.2.1.2 Parsons, with input from ADOC, will prepare a draft "Program" for the Open House that will include a list of potential exhibits, a venue layout, participants and project team assignments. Following review by ADOC, Parsons will finalize the Program and distribute up to 300 copies to participants.

1.2.1.3 Using the list in the finalized Open House Program, Parsons will prepare exhibits for use at the Open House. These exhibits will use a standard graphic format to be developed with input from ADOC. Parsons will also prepare up to 300 Comment Cards that will be made available at the Open House for attendees to record their comments concerning the Study.

1.2.1.4 The Parsons Project Director and Project Manager will attend the Open House and will assist ADOC in the conduct of the event.

1.2.2 CPPC Briefings

1.2.2.1 *ADOC will schedule and, assisted by Parsons, as described below, will conduct four briefings for the CPPC to provide information to and opportunities for input by the members of the CPPC as well as other interested stakeholders. The subject of the briefings will be:*

- *Briefing 1: Task 2 Data Analysis Results*
- *Briefing 2: Task 3 and Task 4 Preliminary Results*
- *Briefing 3: Task 5 Preliminary Alternatives*

- *Briefing 4: Task 6 Preliminary Recommendations*

ADOC in conjunction with the CPPC will be responsible for making arrangements for a venue to conduct the briefings. The briefings will be publicized through the Study Newsletters.

- 1.2.2.2 Parsons Project Manager will participate in the briefings with ADOC. Parsons, with input from ADOC, will prepare a draft Presentation for the briefings in PowerPoint format. Following review by ADOC, Parsons will finalize the Presentation and will make the presentation at the briefings. These presentations will also be suitable for use by ADOC or the CPPC for use in conducting additional meetings with Stakeholder groups.
- 1.2.3 With input from ADOC, Parsons will prepare four newsletters, each including a calendar update, for distribution in electronic (e-mail) and print format. The distribution of these newsletters will be scheduled to precede the four CPPC briefings and will encourage stakeholders and other interested parties to attend the briefings.

Parsons will provide a draft of each newsletter to ADOC for review. Following ADOC review Parsons will finalize the newsletter and distribute it to all persons on the Study mailing list. Parsons will update the mailing list monthly, in advance of the distribution of the newsletter, incorporating contact information received through ADOC.
- 1.2.4 Material incorporated in the newsletter will be provided by Parsons in a format that can be used by ADOC to post on their Web site. Parsons will provide PDF files of all Study reports and graphics so that ADOC can post these documents on their web site.
- 1.2.5 Parsons will provide ADOC with drafts of pre- and post-event press releases, as well as press release versions of information contained in the monthly newsletter.
- 1.2.6 *ADOC will be responsible for maintenance of media outlet lists, distribution of press releases and ongoing local PIO coordination.*
- 1.2.7 *ADOC, with assistance from the CPPC, will maintain information flow to state and local elected officials and committees regarding the Study, and will work to encourage their continued involvement.*

Task 1 Deliverables:

- Compatibility Project Policy Committee Formation (ADOC)
- Study Mailing List (Parsons)
- CPPC Kickoff Meeting (ADOC, CPCC and Parsons)
- Regional Compatibility Project Open House (ADOC, CPCC and Parsons)
- Public Informational Meeting (ADOC, CPCC and Parsons)
- CPPC Briefings (ADOC, CPPC and Parsons)
- Monthly Newsletter (Parsons)
- Press Releases (ADOC and Parsons)

- Media and PIO Coordination (ADOC)

Task 2: Existing and Historical Conditions Analysis and Mapping

2.1 Existing Information Collection – Planning Area & Military Facility

- 2.1.1 With input from ADOC, the City of Tucson and Davis-Monthan AFB, Parsons will identify and collect existing information relevant to the Study Area including information from the City of Tucson and Pima County as well as Davis-Monthan AFB. The information is expected to include studies, reports, general and comprehensive plans, maps (paper and digital), relevant noise standards and guidelines (including current AICUZ guidance), development regulations, and information on regional airspace and current and future operations at Davis-Monthan AFB. Specific items to be considered in the integration of data for the study are the ADOT Houghton Corridor Study; the City of Tucson Houghton Area Master Plan; and the ADOT I-10 Corridor Profile.

All information collected will be cataloged with standard data, including title, medium, source and date. Parsons will create and maintain the catalog in an electronic format and will update the catalog as new information becomes available. The catalog (with updates) will be posted to the LiveLink collaborative workspace.

- 2.1.2 Prior to the CPPC kickoff meeting, ADOC and Parsons will conduct a Study Team kickoff meeting with staff from the City of Tucson and Davis-Monthan AFB. At this meeting, the Team will review available data, resolve any data gaps and identify areas of focus concerning land use compatibilities and conflicts in the Study Area. Parsons will prepare a memorandum summarizing the results of the meeting and distribute copies to the Study Team. The memorandum will include target time frames to receive outstanding data and the associated responsible entities.
- 2.1.3 With input from the City of Tucson and Davis-Monthan AFB, Parsons will identify available GIS data and data sources for Study mapping purposes. This data may include existing land use, transportation, population, zoning, permitting (including vested development areas), noise contours and APZs of the AICUZ, flight paths, airspace, historical development patterns, air access corridors, land ownership, environmental constraints, community growth patterns, statewide development corridors, and other pertinent information. Parsons will catalog available data, identifying source, content, format, layers and date.
- 2.1.4 Using the available data identified in Sub-Task 2.1.3, Parsons will develop GIS base mapping for the Study Area and will prepare a draft layout of the format to be used for presentation and report purposes. Following review by ADOC, Parsons will finalize the format.
- 2.1.5 Parsons will map current land use within the Study Area from available data and will map projected development activity in the Study Area, based on general and comprehensive plans collected under Sub-Task 2.1.1 and updated as necessary

by the City of Tucson and Pima County. The mapping will be constructed as appropriate overlays to the base map prepared in Sub-Task 2.1.4.

- 2.1.6 Parsons will project population growth and densities within the Study Area, based on general and comprehensive plan data and information obtained from PAG (Pima Association of Governments) and will identify any significant infrastructure or community facility improvements proposed within the Study Area by federal, state, regional, and/or local entities. This information will be documented in a memorandum, and Parsons will distribute copies to the Study Team.

2.2 Existing Regulation Review

- 2.2.1 Based on the information collected in Task 2.1.1, Parsons will review and summarize Federal AICUZ guidelines, as well as current ordinances, land development codes, and other regulations at the state, county and local level that currently or potentially affect the viability and sustainability of military missions and operations (either negatively or positively). The results of this review will be documented in a memorandum, and Parsons will distribute copies to the Study Team.
- 2.2.2 Parsons will review legislation and regulatory standards adopted by other states relative to military facilities, especially those in urban encroachment situations. The results of this review will be documented in a memorandum, and Parsons will distribute copies to the Study Team.

2.3 Interactive Retreat

- 2.3.1 Parsons will conduct a one-day Interactive Retreat for Study Team staff to develop a coordinated overview of the planning and development challenges and identify preliminary approaches to address the challenges. The program for the retreat will incorporate a SWOT analysis, as a means to identify preliminary needs/concerns and key planning/operations challenges affecting the continued viability of Davis-Monthan AFB.

2.4 Data Analysis

- 2.4.1 Parsons will compare, analyze, and develop conclusions for data relative to project goals. The focus of the analysis will be to identify critical nodes of land use development relative to military facilities, and the influence of regulatory measures on current and future land use compatibility in the Study Area. Descriptive information for the source and accuracy of all data utilized will be documented. This analysis will also identify and discuss land use and development trends and issues that affect future compatibility in the Study Area. The results of the analysis will be prepared as a briefing paper and distributed to the Study Team and CPPC.

Task 2: Deliverables

- Study Team Kickoff Meeting (ADOC and Parsons)
- Compilation of data relevant to Study Area and data catalog (Parsons)

- Mapping of current Study Area data in GIS format (Parsons)
- Mapping of Study Area projected development in GIS format (Parsons)
- Memoranda on Existing Regulation Review (Parsons)
- Interactive Retreat (Parsons)
- Briefing Paper on Existing and Historical Conditions Analysis and Mapping (Parsons)

TASK 3: Land Use Conflict Identification and Analysis - Current

3.1 Current Development

- 3.1.1 Using the GIS data developed in Task 2, Parsons will determine compatibility of current land uses in the Study Area and identify land use conflicts with current military operations and potential impacts upon adjacent lands based upon:
- AICUZ Guidelines
 - Arizona Revised Statutes 28-8481(including their application to the Approach Departure Corridor out to 50,200 feet from the end of the Davis-Monthan Southeast runway)
 - Hypothetical Noise Contours provided by Davis-Monthan AFB.
- 3.1.2 Parsons will evaluate the effectiveness of existing development controls/policies/procedures based on information compiled in Task 2 and determine their effectiveness in ensuring land use compatibility. The analysis will also consider the effect of vested development on land use compatibility.
- 3.1.3 Parsons will provide current land use conflict information in GIS and tabular formats. This information, along with the results of the evaluation of effectiveness of existing development controls will be incorporated into a Briefing Paper on Current Land Use Conflicts, and copies provided to the Study Team and CPPC.

TASK 3: Deliverables:

- Existing Land Use Conflict Data in GIS and tabular formats (Parsons)
- Briefing Paper on Existing Land Use Conflicts (Parsons)

TASK 4: Land Use Conflict Identification and Analysis - Future

4.1 Potential Development Conflicts

- 4.1.1 Using the GIS data developed in Task 2, Parsons will determine compatibility of projected future land uses in the Study Area and identify land use conflicts based upon
- AICUZ Guidelines
 - Arizona Revised Statutes 28-8481(including their application to the Approach Departure Corridor out to 50,200 feet from the end of the Davis-Monthan Southeast runway)

- Hypothetical Noise Contours provided by Davis-Monthan AFB.
- 4.1.2 Parsons will provide future land use conflict information in GIS and tabular formats, and will analyze the differences between current and projected land use compatibility, including effects of vested development. Parsons will also identify possible courses of action that may solve the identified future land use conflicts and other encroachment issues (such as noise complaints outside identified noise contours). The recently adopted City of Tucson Airport Environs Zone amendment will be considered as input to the analysis.
- 4.1.3 The information developed in this Task will be incorporated into a Briefing Paper on Future Land Use Conflicts, and copies provided to the Study Team and CPPC.

TASK 4: Deliverables:

- Future Land Use Conflict Data in GIS and tabular formats (Parsons)
- Briefing Paper on Future Land Use Conflicts (Parsons)

TASK 5: Compatibility Plan Alternatives Mapping

- 5.1 Parsons will develop criteria for determining land use compatibility within the noise and accident potential zones (APZs) as defined in ARS §28-8481, and will also develop criteria for compatibility in the Approach Departure Corridor out to 50,200 feet from the end of the Davis-Monthan Southeast runway. The compatibility criteria previously developed in earlier phases of the Arizona Military Compatibility Project will be used as an input for the criteria for Davis-Monthan AFB. The development of the criteria will consider whether the Hypothetical Noise Contours developed for the base should be utilized as a determinant of compatibility.
- 5.2 Utilizing the compatibility criteria developed in Task 5.1, Parsons will prepare and map Land Use Compatibility Plan Alternatives within the Study Area that will resolve existing and future land use conflicts and previous discussion. The Alternatives will be mapped in GIS format and will also show noise contours (65 ldn and above), APZs and the Southeast Approach/Departure Corridor out to 50,200 feet from the end of the Davis-Monthan Southeast runway. In preparing the Alternatives, Parsons will integrate the appropriate Growing Smarter land use planning components and principles and will identify how those components are incorporated into the Alternatives.
- 5.3 The information and recommendations developed in this Task will be incorporated into a Briefing Paper on Compatibility Criteria and Compatibility Plan Alternatives, and copies provided to the Study Team and CPPC.

TASK 5: Deliverables:

- Mapping of Land Use Compatibility Plan Alternatives (Parsons)
- Briefing Paper on Compatibility Criteria and Compatibility Plan Alternatives

TASK 6: Land Use and Implementation Recommendations

6.1 Existing Measures

- 6.1.1 Based on the review and analysis of existing measures from Tasks 2 and 3, Parsons will identify existing local government codes, ordinances and regulations that may reduce potential conflicts between land uses and military aircraft operations at Davis-Monthan AFB.

6.2 New Measures and Strategies

- 6.2.1 Building upon the analysis of possible courses of action in Sub-Task 4.1.2, Parsons will identify potential new mechanisms, both regulatory and non-regulatory, to reduce or eliminate land use conflicts and other encroachment issues within the Study Area including the Southeast Approach Departure Corridor. The work in this Sub-Task will consider options such as noise attenuation standards, land exchanges, development incentive programs, transferable development rights program, performance standards, special overlay zones, density transfers, and special procedures for reviewing developments of regional impact within the project area. The need for improved disclosure processes and ordinances will also be considered.
- 6.2.2 Parsons will identify financing mechanisms and potential funding sources to be used as components of the implementation "tool box" to be developed under Task 6.3.

6.3 Implementation Strategies

- 6.3.1 Parsons will develop specific implementation strategies tailored for the City of Tucson and Pima County, including recommendations of policy statements, ordinances, local government land use controls, noise and other pertinent measures as appropriate.
- 6.3.2 Parsons will recommend development procedures and decision-making criteria designed to stabilize local processes.

6.4 Public Involvement

- 6.4.1 The information and recommendations developed in this Task will be incorporated into a Briefing Paper on Land Use and Implementation Recommendations, and copies provided to the Study Team and CPPC.
- 6.4.2 *The information and recommendations developed in this Task will be presented at a Public Informational Meeting and a CPPC briefing to receive comment and input from interested parties. (See Sub- Tasks 1.2.2 and 1.2.3.)*

TASK 6: Deliverables:

- Briefing Paper on Land Use and Implementation Recommendations (Parsons)
- *Public Informational Meeting and CPPC briefing (See Sub- Tasks 1.2.2 and 1.2.3.)*

TASK 7: Final Report Development

7.1 Report Development

- 7.1.1 Parsons will prepare a draft report on the Regional Compatibility Plan for Davis-Monthan Air Force Base for review, comment and revision. The report will use the report outline contained in Appendix 1 and will incorporate appropriate text, tables and graphics from the Briefing Papers prepared under previous tasks. Parsons will provide the ADOC with 25 printed copies; one camera-ready original; and a CD containing the text of the draft Plan in electronic format.
- 7.1.2 With input from the ADOC and CPPC review, Parsons will prepare the final report in draft format for public distribution for review and comment. Parsons will provide the ADOC with 50 printed copies; one camera-ready original; and a CD containing the text of the draft Final Plan in electronic format.
- 7.1.3 *The Compatibility Project Policy Committee and ADOC evaluates public comment, provides direction to Parsons concerning modifications to the report, approves appropriate amendments, adopts the Compatibility Plan and recommends adoption by each appropriate unit of government (i.e. local, county).*
- 7.1.4 Parsons will prepare and print the adopted Compatibility Plan and provide the ADOC with 50 printed copies; one camera-ready original; a CD containing the text of the Plan in electronic format; CADD maps in electronic and hard copy; 1,000 copies of a color executive summary brochure printed on 23"x35" gloss paper and folded to 8.5x11.

7.2 Executive Level Briefing

- 7.2.1 *ADOC will conduct an executive level briefing to present the approved plan to stakeholders.*
- 7.2.2 Parsons Project Director and Project Manager will participate in the executive level briefing with ADOC. Parsons, with input from ADOC, will prepare a draft Presentation for the briefing in PowerPoint format. Following review by ADOC, Parsons will finalize the Presentation and will make the presentation at the briefing.

TASK 7: Deliverables:

- Draft Report (Parsons)
- Draft Final Report (Parsons)
- Adopted Final Report (Parsons)
- Executive level Briefing (ADOC and Parsons)
- All Study background information and documents to be posted to ADOC website (ADOC)

TASK 8: Ongoing Support and Coordination:

- 8.1.1 *The Compatibility Project Policy Committee and ADOC meet to determine process, organization, and assist local, county and state government in implementing project recommendations and assign responsibility for continuous monitoring of Compatibility Project. (CPPC and ADOC)*

- 8.1.2 Outreach conducted at a state level through a Compatibility Project summit where the entire document is reviewed and the implementation strategies are set in motion. (ADOC and CPPC)*
- 8.1.3 Regularly scheduled Commander Summits and League of Arizona Cities and Towns Conferences will serve as public forums for long-term interface and update of issues. (CPPC and ADOC)*
- 8.1.4 Results of implementation monitored every six months through communication networks and field visits. (ADOC)*
- 8.1.5 An annual report is developed and submitted to key stakeholders that summarizes Compatibility Project results. (ADOC and CPPC)*

TASK 8: Deliverables:

- Compatibility Project implementation initiated (ADOC and CPPC)
- An annual report of Compatibility Project implementation success and shortcomings is prepared (ADOC and CPPC)
- A Compatibility Project summit is held to review implementation goals and priorities (ADOC and CPPC)



Proposed Schedule

By utilizing the experience gained in the previous phase of the Arizona Compatibility Project, we believe that the Work Program defined above in Section 3 can be completed within eight months from notice to Parsons to proceed. The proposed schedule based on this timeline is provided in Table 2 on the following page, based upon a March 1, 2003 notice to proceed.

INSERT SCHEDULE (TABLE 2)



APPENDIX I – Davis-Monthan Air Force Base Regional Compatibility Plan Outline

1. Introduction
 - a. Purpose and need for the Plan
 - b. Goals
 - c. Guiding Principles
 - d. Public Participation
 - e. Use of the Plan
2. Overview of the Planning Area and Military Facility
 - a. Location and Jurisdictions
 - b. Historical Growth and Development
 - c. Existing Development Pattern (Land Use and Population Density)
 - d. Growth Potential and Planned Land Use (Municipal and County)
 - e. Zoning and Land Development Regulations (Municipal and County)
 - f. Regional Airspace
 - g. Military Facility/Base Operations
 - i. Mission, Aircraft, and Equipment
 - ii. Flight Paths (including Arrival/Departure Corridors and Live Ordnance Departures)
 - iii. Ranges
 - h. Land Ownership
 - i. Federal Lands
 - ii. State Lands
 - iii. County/Municipal Lands
 - iv. Private Lands
3. Current Land Use Compatibility Laws, Regulations and Programs
 - a. Federal
 - b. State
 - c. Local
 - d. Compatibility with Existing Laws, Regulations and Programs
4. Trends and Issues
5. Compatible Land Use
 - a. Criteria for Compatible Land Use
 - i. Safety
 - ii. Noise
 - iii. Security
 - b. Strategies to Achieve Compatible Land Use
6. Financing Mechanisms and Funding Sources
7. Implementation Program

Appendices