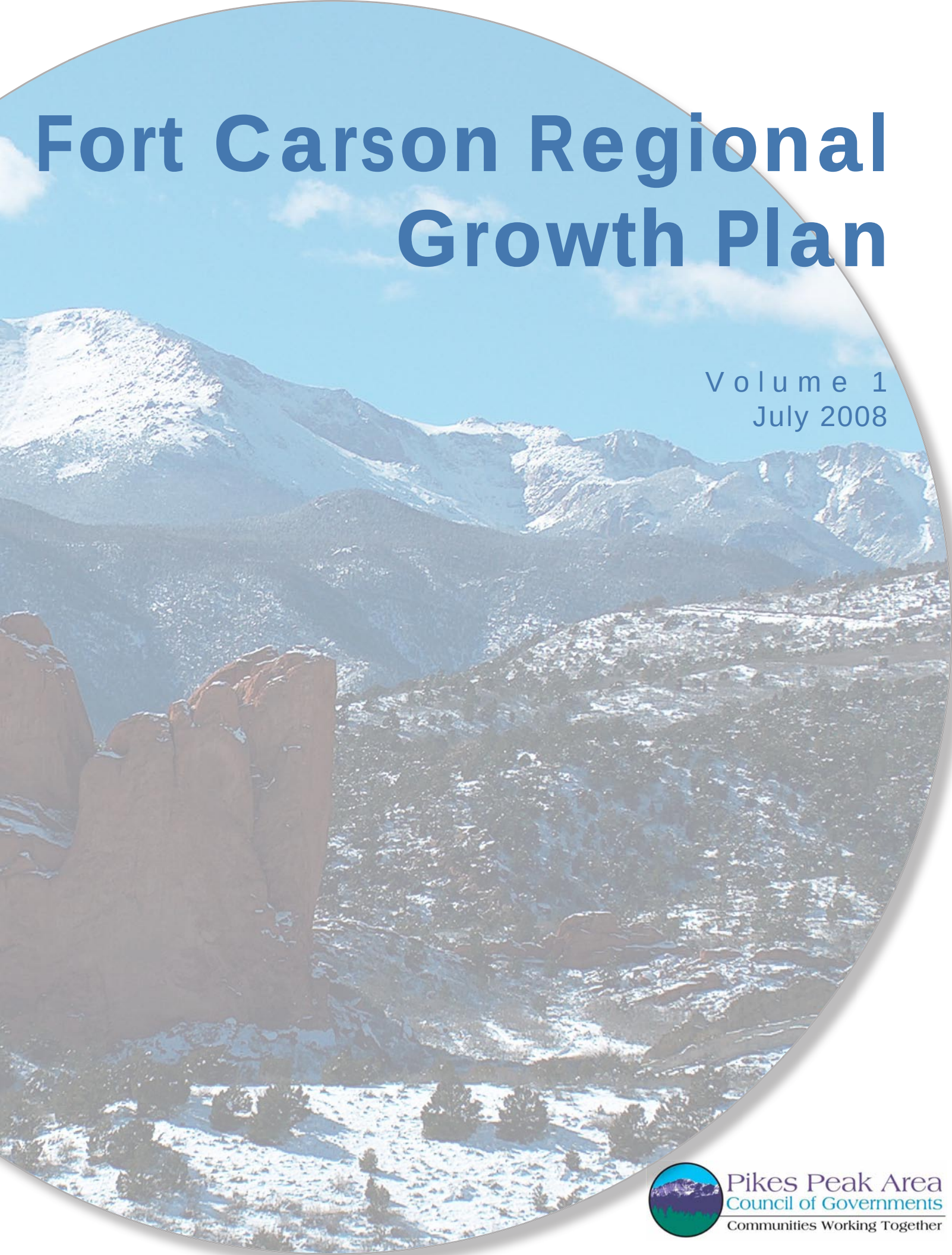
Fort Carson Regional Growth Plan

Volume 1
July 2008



Pikes Peak Area Council of Governments
Communities Working Together

Acknowledgements

The Fort Carson Regional Growth Plan is the product of regional partnerships formed to prepare for the growth of Fort Carson. The study area includes El Paso, Fremont, and Pueblo counties. Elected officials, business and community leaders, and other stakeholders from all three counties participated in the development of this Plan. This document represents a collective effort to assess the region's ability to address the impacts of Fort Carson growth. The intent of the plan is to assist the communities in planning and preparing effectively to maintain and enhance the quality of life of the region as the installation grows in response to Base Realignment and Closure, Army Modular Force, and other Department of Defense initiatives.

The Plan was prepared with financial support from the Department of Defense, Office of Economic Adjustment (OEA). The content of this report reflects the views of participating stakeholders and does not necessarily reflect the view of OEA.

In order to prepare this plan, the Pikes Peak Area Council of Governments (PPACG) and the consultant team relied on the policy and subject matter expertise of a wide range of committed individuals. These individuals generously contributed their time and talents to assist in the preparation of this Plan, and PPACG and the consultants express their sincere appreciation for the many hours of hard work from these individuals. The Policy Oversight and Steering committees provided overall guidance and direction for the project. The organizations and individuals who participated in these committees are listed below.

POLICY OVERSIGHT COMMITTEE

Pikes Peak Area Council of Government (PPACG) Representatives

Dennis Hisey, Chair, El Paso County Board of County Commissioners

Jeri Howells, Mayor, City of Fountain

Larry Small, Vice Mayor, City of Colorado Springs (alternate)

Pueblo Area Council of Government (PACOG) Representatives

Butch Batchelder, Board Member, Pueblo West Metropolitan District

Nicholas Gradisar, President, Pueblo Board of Water Works

Anthony Nunez, Commissioner, Pueblo County (alternate)

Upper Arkansas Area Council of Governments (UAACOG) Representatives

Bill Jackson, former Mayor, Cañon City

Larry Lasha, Commissioner, Fremont County

Non-Voting Member

Rob MacDonald, Executive Director, PPACG

STEERING COMMITTEE – COLORADO DEFENSE MISSION COALITION (CDMC)

The CDMC includes a cross-section of community leaders in support of state and region-wide efforts related to military growth. The Executive Committee members are listed, as well as chief executives of the organizations represented on the CDMC. The full CDMC membership is too numerous to list here. The organizations listed below include a wide range of individuals across the region who have served on the committee throughout the development of the Plan. The list of organizations and key individuals is as follows:

Executive Committee

Tony Koren, Chair, Partner, The Northstone Group

Brian Binn, President, Military Affairs, Greater Colorado Springs Chamber of Commerce

Barbara Drake, Director, El Paso County Department of Human Services

Mike Kazmierski, President, Colorado Springs Economic Development Corporation

Col. Gene Smith, Garrison Commander, Fort Carson

Fort Carson

Garrison Commander's Office, Lt. Col. Ron Bolton, Deputy Garrison Commander for Transformation; Tom Warren, Deputy Garrison Commander for Transformation, PCMS

Fort Carson Chief of Staff, Col. Shannon Davis

Directorate of Public Works, Hal Alguire

Directorate of Morale, Welfare & Recreation, MacDonald Kemp

- Army Community Service, Patricia Randle
- Child & Youth Services, Jan McConnell

Evans Army Community Hospital, Col. Kelly A. Wolgast, Commander

Local Governments

City of Colorado Springs, Dr. Penny Culbreth-Graft, City Manager

Colorado Springs Utilities, Jerry Forte, Chief Executive Officer

El Paso County, Jeff Greene, El Paso County Administrator

City of Fountain, Scott Trainor, City Manager

City of Pueblo, Dave Galli, City Manager

Pueblo County, Kim Headley, Planning and Development Director

Congressional Representatives

Office of Senator Wayne Allard

Office of Senator Ken Salazar

Office of Congressman Doug Lamborn

Office of Congressman Mark Udall

Office of former Congressman Joel Hefley

Education

Harrison School District 2, Mike Miles, Superintendent

Widefield School District 3, Stan Richardson, Superintendent

Fountain-Fort Carson School District 8, Cheryl Walker, Superintendent

Colorado Springs, School District 11, Dr. Terry N. Bishop, Superintendent

Cheyenne Mountain School District 12, Dr. Walt Cooper, Superintendent

University of Colorado at Colorado Springs, Pam Shockley-Zalabak

Pikes Peak Community College, Dr. Tony Kinkel, President

Colorado Board of Education, Peggy Littleton, Member, 5th Congressional District

Hospitals

Memorial Health System, Larry McEvoy II, MD, Interim Chief Executive Officer

Penrose-St. Francis Health Services, Phillip Shaw, Interim President and Chief Executive Officer

Business Community

Colorado Springs Economic Development Corporation, Mike Kazmierski, President and Chief Executive Officer

The Greater Colorado Springs Chamber of Commerce, Dave Csintyan, Chief Executive Officer

The Greater Pueblo Chamber of Commerce, Rod Slyhoff, President and Chief Executive Officer

Fremont County Military Affairs Committee, Catherine Peterson, Assistant Vice President, Sunflower Bank; Flo Orona, Crossley Realty

Housing and Building Association of Colorado Springs, Renee Zentz, Executive Vice President

Pikes Peak Association of Realtors, Terrry Storm, President and Chief Executive Officer

Griffis-Blessing, Buck Blessing, Chief Executive Officer

Community Organizations

Child Nursery Centers, Inc., Diane Price, President and Chief Executive Officer

Court-Appointed Special Advocates (CASA), Trudy Strewler, Executive Director

Pikes Peak Behavioral Health Group, Morris L. Roth, President and Chief Executive Director

Pikes Peak Workforce Center, Peggy Herbertson, Chief Executive Officer

PARTNERSHIP GROUPS

In addition to the Policy Oversight and Steering committees, PPACG convened partnership groups for each resource area addressed in the Plan. These groups served as technical steering committees for the project, providing valuable input in preparing the technical reports and recommendations for the Plan. Over 200 individuals representing Fort Carson, elected officials, local governments, the business community, and community-based organizations participated in the process throughout the development of the plan. PPACG is grateful for the hard work and dedication of all who participated in this process. The partnership groups addressed the following resource areas:

- Child Care and Development
- Compatibility and Installation Operations
- Economic Impact
- Education
- Health and Behavioral Health Care
- Housing
- Planning and Zoning
- Public Safety and Emergency Services
- Public Utilities and Infrastructure
- Social Services
- Transportation

SPECIAL THANKS

PPACG would like to thank the Colorado Springs Independent (John Weiss, Publisher) and KOAA-TV (Candy Aubrey, News Director) who partnered with PPACG in Town Hall meetings and assisted in other outreach efforts to obtain stakeholder participation in the Plan.

Office of Economic Adjustment

Mike Davis, Associate Director

Paul Oskvarek, Project Manager

PREPARED BY:

Pikes Peak Area Council of Governments

EDAW / AECOM

RKG Associates

Navigant Consulting, Inc.

This study was prepared under contract with the Pikes Peak Area Council of Governments, Colorado, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Pikes Peak Area Council of Governments and does not necessarily reflect the views of the Office of Economic Adjustment.

Table of Contents

EXECUTIVE SUMMARY EX-1

Demographics EX-1
Economic Impacts EX-3
Housing EX-4
Education EX-4
Transportation EX-6
Public Utilities and Infrastructure EX-6
Health and Behavioral Health Care EX-7
Social Services EX-7
Child Care and Development EX-8
Public Safety and Emergency Services EX-9
Planning and Zoning EX-10
Compatibility and Installation Operations EX-10
Quality of Life EX-11
Conclusion EX-11

PART 1 INTRODUCTION TO THE REGIONAL GROWTH PLAN 1-1

Troop Forecast 1-2
Purpose of the Fort Carson Regional Growth Plan 1-3

PART 2 DEMOGRAPHIC PROJECTIONS 2-1

PART 3 SUMMARY OF FINDINGS AND IMPLEMENTATION ACTIONS 3-1

Economic Impacts 3-1
Housing 3-7
Education 3-13
Transportation 3-21
Public Utilities and Infrastructure 3-31
Health and Behavioral Health Care 3-37
Social Services 3-41
Child Care and Development 3-47
Public Safety and Emergency Services 3-53
Planning and Zoning 3-59
Compatibility and Installation Operations 3-67
Quality of Life 3-71

LIST OF TABLES AND FIGURES LTF-1

PHOTO CREDITS PC-1

Executive Summary

As a result of Base Realignment and Closure (BRAC) and other Department of Defense (DoD) initiatives, Fort Carson is expected to grow by approximately 11,400 troops and add approximately 33,800 residents, including civilian contractors and dependents, to the region by 2011. The purpose of the Fort Carson Regional Growth Plan is to develop a coordinated regional approach to address the impacts of rapid growth at Fort Carson. The Pikes Peak Area Council of Governments (PPACG) and a team of consultants have worked with numerous stakeholders, including representatives of Fort Carson, elected officials, community and business leaders, and service providers throughout El Paso, Fremont, and Pueblo counties to assess the impacts of Fort Carson growth on the three-county region. The culmination of this eighteen-month effort is the development of this Plan, which addresses twelve key resource areas that will be impacted by military growth.

DEMOGRAPHICS

At the end of 2006, an estimated 12,600 troops were assigned to Fort Carson, and the total Fort Carson-related population in the region was approximately 36,000. An estimated 11,400 troops and over 21,000 dependents will be added to the region as a result of BRAC, Army Modular Force (AMF), and other DoD initiatives. The Plan projects a total Fort Carson-related population of over 69,000 by the end of 2011. Some of these soldiers and family members have already begun to arrive as of the end of 2007. Additional troops and dependents will continue to arrive between now and the end of 2011. However, the actual timing of their arrival will depend on deployments and other factors.

The demographic projections developed for this Plan are based on the best information available at the time and are used as the basis for assumptions, projections, and recommendations throughout the Plan. However, new information continues to affect Fort Carson troop projections and will affect impacts across the resource areas discussed below. For example, since the development of demographic and other assessments for the Plan, the Army announced the addition of a new brigade (with an additional 4,900 troops) that will be assigned to Fort Carson by 2013 or sooner. As data regarding troop numbers and arrival schedules become available, demographic information will be updated, as well as impacts to resource areas identified in the Plan.

Based on the Plan's demographic findings, the issues addressed are anticipated to have the greatest impact on the areas of southern Colorado Springs, Fountain and southern El Paso County, primarily the Security/Widefield area. Other areas of El Paso, Fremont, and Pueblo counties will also experience impacts, but to a lesser degree (see Figure EX.1 - Regional Growth Plan Study Area). As demographic data are updated, the impacts to all communities in the study area will also be revised. The general findings of the Plan to date are outlined below.

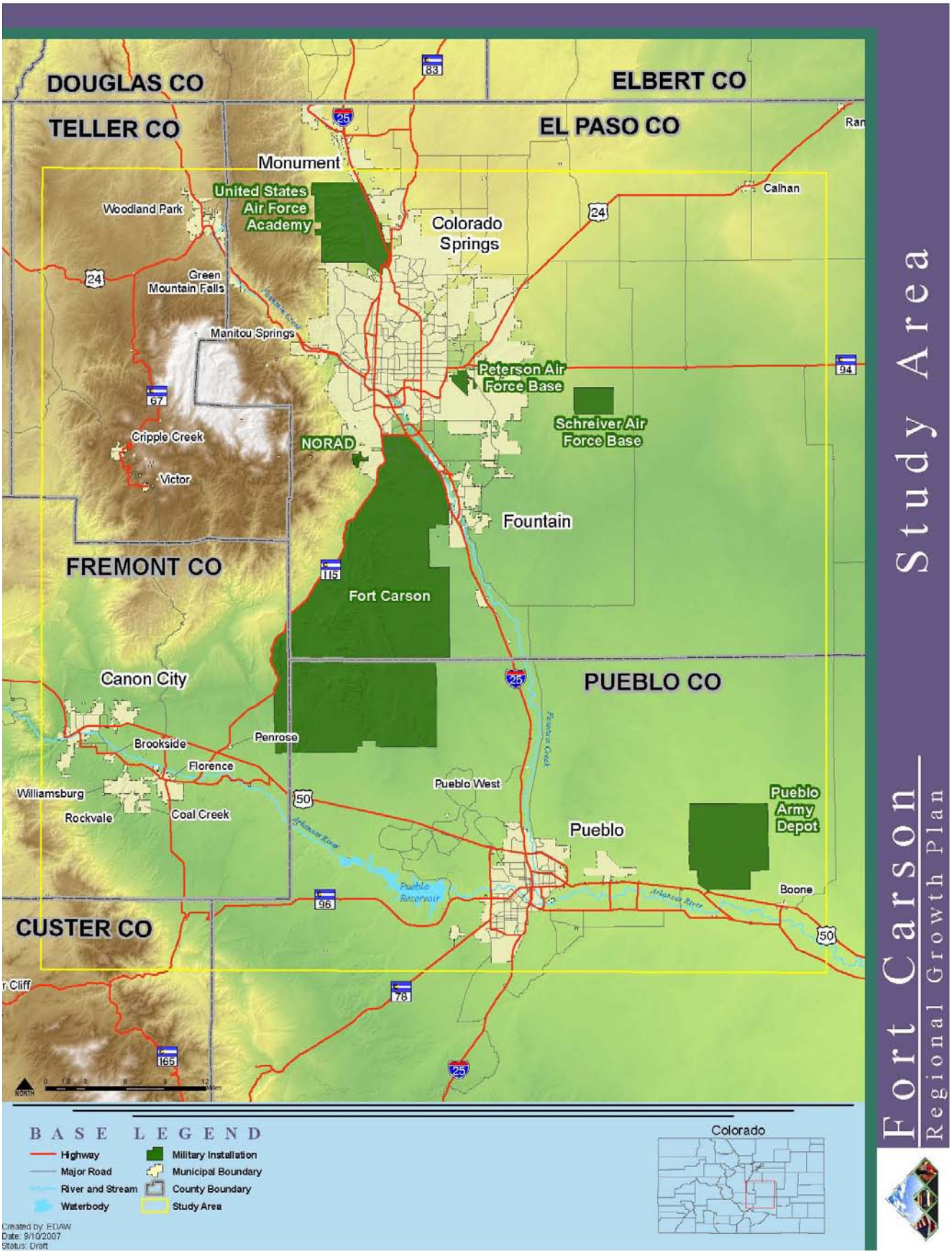


Figure EX.1 - Regional Growth Plan Study Area

ECONOMIC IMPACTS

The arrival of new troops and families to the Fort Carson study area will result in significant economic impacts to the region. Construction to accommodate growth on-post and to provide off-post housing for soldiers and families will have one-time impacts on the regional economy. The disposable income of Fort Carson personnel, as well as operational spending by the installation, will result in on-going impacts to the community. The key economic impacts identified are as follows:

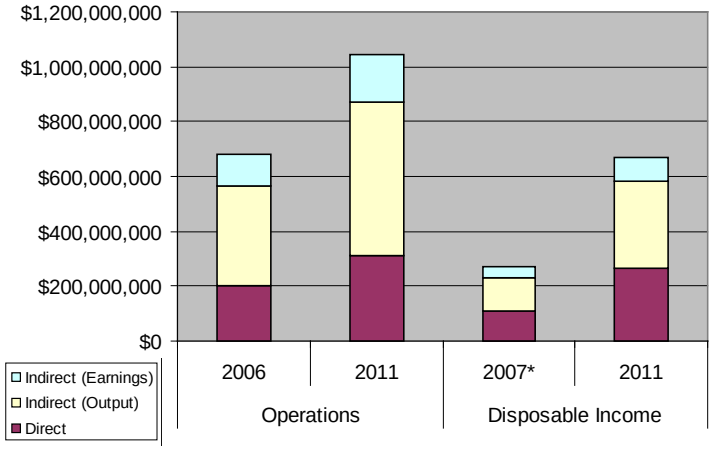
- $1.3 billion in on-post construction
- $1.5 billion in off-post housing construction
- Over $375 million in additional annual Fort Carson operational spending and disposable income contributed to the regional economy

These direct impacts will lead to further economic benefits for the region. The $1.3 billion in on-post construction spending will induce additional (indirect) impacts of $2.6 billion, $887.5 in additional wages, and over 23,000 one-year jobs. An additional $1.5 billion in off-post housing construction will result in an indirect impact of approximately $2.9 billion, as well as $997.6 million in earnings and over 25,000 one-year jobs. These impacts are summarized in Table EX.1.

Table EX.1 - Fort Carson's One-Time Economic Impacts through 2011

	On-Post Construction	Off-Post Housing
Direct	$1,325,166,667	$1,459,683,650
Indirect		
Output	$2,626,877,883	$2,893,530,899
Earnings	$887,464,117	$977,550,140
Employment (one-year jobs)	23,124	25,491

In addition to one-time construction impacts, Fort Carson's operational spending and the disposable income of incoming troops will result in continuing economic benefits to the region on an annual basis. By the end of 2011 it is estimated that Fort Carson will spend an additional $109.6 million annually for operations (including local purchases and contracts, TRICARE and other health payments, utilities, lease payments, etc.), above an estimated $204 million in annual spending in 2006. The increased annual spending will create additional indirect impacts of $194.6 million, nearly $60.8 million in earnings, and support over 1,500 additional jobs. The disposable income of the new troops by 2011 will be $266.2 million annually, resulting in over $314 million in indirect impacts, over $91 million in earnings, and support over 3,000 jobs. Total on-going impacts are illustrated in Figure EX.2.



*2007 disposable income data were used; 2006 data were unavailable.

Figure EX.2 - Fort Carson's Total On-Going Economic Impacts

In order to identify more specific information regarding the economic impacts to the region, the Plan recommends the development of an economic forecasting model that will allow more detailed analysis and regular reporting of Fort Carson's economic impacts to the region. This information could be used to identify future employment trends and workforce challenges and opportunities, as well as infrastructure needs and investment strategies to support future economic development efforts.

HOUSING

It is estimated that over 70 percent of soldiers and families will seek housing off-post. Based on 2005 data regarding the location of current off-post housing for Fort Carson soldiers and families, the Plan identifies a Primary Housing Impact Area (PHIA) that encompasses southern Colorado Springs, El Paso County (primarily the Security/ Widefield area), and parts of Pueblo County, including Pueblo West, and Fremont County. The majority of Fort Carson soldiers and families live in El Paso County (approximately 97 percent); less than 2.5 percent live in Pueblo County; and less than 0.5 percent live in Fremont County. It is anticipated that future housing patterns will remain the same, unless commuting or housing prices in the region change dramatically.

The Plan indicates that approximately 12,500 housing units will be needed to accommodate growth from the general population (baseline growth), as well as Fort Carson-related growth. Approximately 6,500 of these units will be needed for Fort Carson soldiers and families. The housing analysis has determined that the development community, based on the number of housing units currently under construction and planned, will be able to meet the housing demand through 2011. However, the homebuilder industry needs more timely and reliable information regarding the number and arrival of troops in order to meet housing demand when required and minimize financial risks for the builders.

The number of rental units is also anticipated to be sufficient. However, the Plan identifies issues regarding affordability of single family homes and the availability of quality, affordable multifamily housing for some new troops and families. Therefore, the Plan recommends the creation of a Military Community Information Forum (MCIF) to provide communities with timely market data related for Fort Carson troop increases and the creation of a regional housing information database in order to assess and communicate Fort Carson housing demand as the installation grows.

EDUCATION

The Plan addresses both K-12 education and adult education impacts related to Fort Carson growth. Again, projections are based on demographic data available at the time of the

analysis. Additional information regarding the increased number of troops and changes in programming for schools (such as the addition of full-day kindergarten classrooms) will be included in future analyses and capacity projections, as data become available. Also, the information presented in this report is not intended to supersede school districts' planning efforts, but rather to provide projections regarding overall capacity and staffing issues in order to assist local school districts in planning and budgeting needs.

K-12 Education

It is estimated that 14,800 children will arrive in the Fort Carson study area by 2011. Approximately 9,200 will be school age, with approximately 6,000 of those school-age children attributable to Fort Carson. Based on current demographic and housing information and future development trends, it is anticipated that five school districts in El Paso County will be most impacted by Fort Carson growth. Approximately 32 percent of students will reside in Fountain-Fort Carson School District 8; 27 percent in Widefield School District 3; 15 percent in Colorado Springs School District 11; 13 percent in Harrison School District 2; and 4 percent in Cheyenne Mountain School District 12, with the remainder residing in other school districts (4 percent) or attending private schools or home schools (6 percent).

The most heavily-impacted school districts, notably District 3 and District 8, will experience capacity shortfalls at the elementary (D-3 & D-8) and high school levels (D-8), while other districts anticipate having the capacity to accommodate Fort Carson growth (see Table EX.2 - End-State Capacity Analysis for Impacted School Districts, FY 2011-12). In addition, nearly 400 new full-time equivalent positions will be needed, and

Table EX.2 - End-State Capacity Analysis for Impacted School Districts, FY 2011-12

New Fort Carson Students Only					
	Widefield D3	**Colorado Springs D11***	**Harrison D2**	**Cheyenne Mountain D12**	**Fountain-Fort Carson D8**
Elementary					
Forecasted Students	1024	565	448	151	1177
Surplus/Deficit in Permanent Seats	(1233)	3349	3159	391	(260)
Surplus/Deficit in Temporary Seats	(808)	4619	n/a	n/a	n/a
Middle School					
Forecasted Students	247	241	191	36	503
Surplus/Deficit in Permanent Seats	298	1769	1459	52	278
Surplus/Deficit in Temporary Seats	598	n/a	n/a	n/a	n/a
High School					
Forecasted Students	419	265	210	61	556
Surplus/Deficit in Permanent Seats	451	817	946	69	(365)
Surplus/Deficit in Temporary Seats	n/a	n/a	n/a	n/a	n/a
New Fort Carson Students Plus Baseline Growth					
	Widefield D3	**Colorado Springs D11***	**Harrison D2**	**Cheyenne Mountain D12**	**Fountain-Fort Carson D8**
Elementary					
Projected Students	1558	783	639	213	1637
Surplus/Deficit in Permanent Seats	(1767)	3131	2968	329	(720)
Surplus/Deficit in Temporary Seats	(1342)	4401	n/a	n/a	n/a
Middle School					
Projected Students	403	351	288	54	736
Surplus/Deficit in Permanent Seats	142	1659	1362	34	45
Surplus/Deficit in Temporary Seats	442	n/a	n/a	n/a	n/a
High School					
Projected Students	721	408	335	96	857
Surplus/Deficit in Permanent Seats	149	674	821	34	(666)
Surplus/Deficit in Temporary Seats	n/a	n/a	n/a	n/a	n/a
Source: RKG, EDAW, Inc.					
*D11 capacity includes entire district.					
*Student forecasts include matriculation for years 2007-2011					

shortages in specialty areas, particularly staff to serve increasing populations of special needs students, are anticipated. In order to mitigate these impacts, the Plan makes several recommendations, including:

- working with impacted school districts to obtain funding to increase capacity where needed and recruit needed teachers and other staff;
- keeping accurate accounts of district demographics and updated projections; and
- continuing efforts to ensure coordination between Fort Carson and the school districts regarding information about troop and student arrivals and the needs of Fort Carson families.

Adult Education

On-post training facilities (i.e., the Mountain Post Training and Education Center – MPTEC), will not have the capacity to meet military needs and adult education demands of soldiers and family members. In order to mitigate impacts on adult education facilities, the Plan recommends supporting congressional appropriation to construct a new education facility on-post and partnering with the Fort Carson adult education office to identify new programs to meet the changing vocational needs of the community.

TRANSPORTATION

The Plan reviews the impacts of Fort Carson's growth on the regional transportation systems within the study area, including a review of roadway and non-motorized (bike and pedestrian) transportation systems on- and off-post and at gate interfaces; transit services; and railway and aviation needs. The findings and recommendations are based on a review of long range transportation plans for El Paso, Fremont, and Pueblo counties, Fort Carson's environmental and transportation planning documents, and current transportation improvements. The analysis shows that there are currently congestion problems at certain post access points, particularly during peak demand periods, and traffic volumes on-post will increase significantly with the increase in troops. Proposed new facilities (i.e., activation of Gates 6 and 19) may change future traffic patterns; however, additional steps are needed to mitigate traffic issues related to Fort Carson growth.

The Plan also indicates that there are minimal bike and pedestrian facilities on-post and no bike or pedestrian facilities at the installation's six active gates. Fort Carson is currently undertaking bike and pedestrian planning to identify future improvements. Further, transit services do not currently meet troop needs; therefore, the increase in troops is expected to have minimal impacts on transit ridership. Rail and aviation facilities are adequate to meet increased demands of Fort Carson growth.

Approximately $148 million in transportation projects are currently underway to accommodate current and future needs, including State Highway 16/Interstate 25 improvements near Gate 20; construction of Defense Access Road and connection of the Rapid Deployment Route

to A/DACG; and South Academy Boulevard/ Gate 4 access improvements. Additional recommendations to accommodate future transportation needs of the post will require additional funding. These recommendations include:

- continued planning and construction of capacity improvements to State Highway 115 between Gates 1 and 6;
- continued planning for access road improvements to support activation of Gate 19; and
- completion of a non-motorized transportation plan to enhance bike and pedestrian access on- and off-post.

PUBLIC UTILITIES AND INFRASTRUCTURE

Several entities provide utility services to Fort Carson and the region. Colorado Springs Utilities (CSU) provides water, electric, and gas to the post, and Fort Carson is one of CSU's largest customers. Fort Carson provides its own wastewater facilities and owns the distribution systems on-post for water, gas, and electric services. CSU, the City of Fountain, and other, smaller utility providers serve the communities surrounding Fort Carson and will be impacted by additional soldiers and families living off-post.

In general, the Plan indicates that local utility providers have incorporated Fort Carson growth into their planning efforts and are well-positioned to accommodate the post's growth. Several infrastructure projects are currently planned or underway in order to meet regional growth needs, and Fort Carson has developed aggressive sustainability goals to decrease utility usage over

the long-term. While utilities are well-prepared to meet future demands from Fort Carson, the Plan makes recommendations to ensure continued communication and coordination between the post and providers to meet future needs. These recommendations include continuing to include Fort Carson in planning for new utilities facilities and infrastructure and limiting future utility consumption growth both on- and off-post through sustainability initiatives of Fort Carson, utility providers, and the surrounding communities in the region.

HEALTH AND BEHAVIORAL HEALTH CARE

The increase in troops and families related to Fort Carson will impact health and behavioral health services in the surrounding region. The Plan finds that, while there is an overall adequate supply of health services (beds and emergency/ambulatory care facilities), there are current shortfalls in some types of providers, particularly primary care physicians and nurses. Mental health and behavioral health services are already strained, and this problem will be exacerbated by the increase in troops, particularly as providers serve increasing numbers of soldiers and families affected by transitions and multiple deployments, as well as increased needs related to issues such as Post-Traumatic Stress Disorder (PTSD) and traumatic brain injury (TBI). Of particular concern is the lack of psychiatrists and difficulties in recruiting and retaining counselors and other staff. The fragmented nature of mental health care service delivery in the region, inadequate reimbursement rates for services, and gaps in understanding of military culture are also concerns raised in the Plan.

In order to ensure adequate provision of health and behavioral health services in the region, the Plan makes several recommendations. These recommendations include

- assisting the recently-formed Military Community Collaborative (MCC) to coordinate information sharing and service provision for health and behavioral health care;
- creating a regional strategy to recruit physicians and other providers to the region;
- maintaining a Web site as a one-stop resource for health care information;
- developing and testing the feasibility of innovative mental and behavioral program models; and
- working to revise TRICARE services and reimbursement rates.

SOCIAL SERVICES

The need for social services is linked to several other issues addressed in the Plan. Social services are provided by a wide range of organizations in the region. Preliminary information indicates that a significant number of Fort Carson personnel and dependents access off-post services, including financial and food assistance, from a variety of providers. Fort Carson soldiers and families impact other services, such as domestic violence and child welfare, as well as substance abuse and other programs. In addition, a significant number of Fort Carson families have children with special needs and seek services which impact community agencies, as well as other entities, such as schools and child care providers.

Social services in the study area are currently fragmented and under-funded. The increase in troops and dependents, particularly soldiers and families facing financial hardship and stresses related to repeated deployments and affected by illness or injury related to their service, such as PTSD and TBI, will further tax already over-burdened community-based service providers. There is a need for additional research to further identify the specific types and amounts of services that future Fort Carson personnel and dependents will need. Therefore, the Plan makes several recommendations, including

- conducting a more comprehensive needs assessment;
- coordinating data collection and information-sharing and increasing military and community partnering;
- establishing a center to coordinate health, behavioral health, and social services, including the development of a Web site and call center for one-stop access to information and referrals;
- assessing the financial well-being of soldiers and families; and
- seeking additional funding to support services for Fort Carson soldiers and families.

CHILD CARE AND DEVELOPMENT

Child care is an important need in the community, particularly for military families with one or both parents deployed. The Plan calculates potential child care facility needs and highlights key issues of concern for child care providers. These issues include the need for early intervention to diagnose and assist children with special needs; deficits in facilities and providers, particularly for infants and toddlers; inaccessibility of respite care for parents of children with special needs; a lack of awareness of all available child care options; and potential strains on child care and before- and after-school programs.

Child care demand and capacity projections are based on the Plan's housing and demographic analyses. As with the education figures noted above, as more troops are assigned to Fort Carson and demographic information changes, child care demand and capacity information will also change. PPACG will continue to update child care demand and capacity figures as new information becomes available.

The Plan estimates that over 6,000 Fort Carson-related children and a total of over 8,500 child care-aged children will be added to the region by 2011 (see Table EX.3). Projections indicate that 2,558 to 4,264 of these children (ages 0-9) will require child care. Fort Carson currently has six on-post child care facilities and plans to construct additional capacity to provide a total of approximately 1,500 child care spaces by 2012. These spaces will not be sufficient to meet the

Table EX.3 - FY 2011 End-State Summary of Forecasted Child Care Age Dependents from Baseline Growth and Fort Carson Troop Increase.

	Infants 0-1	Pre-Toddlers 1-2	Toddlers 2-3	Pre-Schoolers 3-5	School-Age 5-9	Total
BASELINE ONLY						
Total	265	265	265	514	1,253	**2,562**
FORT CARSON GROWTH ONLY						
Total	659	659	639	1,240	2,814	**6,011**
TOTAL GROWTH						
School District						**Total**
Total	924	924	904	1,754	4,067	**8,572**

Source: RKG Associates, Inc., EDAW, Inc.

total demand, which must be met by community-based providers.

In order to address the concerns raised by child care and development providers and meet Fort Carson child care capacity needs, the Plan makes recommendations that include

- efforts to increase off-post child care capacity to serve Fort Carson families;
- incorporating planning for child care in municipal, county, and school district planning efforts, as well as in future housing, commercial, and office developments;
- conducting an economic impact study of child care;
- promoting early identification and support for children with special needs; and
- continuing communication and coordination between Fort Carson and off-post providers.

PUBLIC SAFETY AND EMERGENCY SERVICES

Public safety and emergency services are currently experiencing funding constraints while faced with general population growth, as well as the rapid growth of Fort Carson. Because of limited resources, agencies are concerned about maintaining service levels as the population increases. Also, the large number of law enforcement and fire and emergency service providers in the region presents additional communication and coordination challenges for Fort Carson and local jurisdictions. While installation and local public safety and emergency service providers have worked well together under mutual aid and other ad hoc arrangements, continued coordination should be enhanced as Fort Carson grows.

In addition to general growth issues requiring the need for more law enforcement, traffic, firefighting, and other emergency services, local jurisdictions are also facing increased issues unique to military populations. Younger soldiers, as well as soldiers and families stressed by deployments or affected by issues such as PTSD or TBI, are placing increasing demands on law enforcement, public safety, and court-related services in communities surrounding Fort Carson and require increased

resources and coordination between Fort Carson and the local jurisdictions. In order to meet increased growth demands, as well as military-specific public safety issues, local jurisdictions have identified the need for additional equipment, personnel, and training, as well as capital facilities and database needs, to respond effectively to Fort Carson growth. A sampling of law enforcement and fire agencies in the study area indicates that a minimum of $8.5 million in per capita spending will be needed to accommodate Fort Carson growth. However, current funding sources are insufficient to meet these increased needs, and additional funding sources have not been identified.

Based on these issues, the Plan recommends that local jurisdictions identify and obtain funding to meet public safety needs in response to growth demands; continue partnerships between Fort Carson and local jurisdictions to share information and resources and ensure effective communication and coordination; and develop a database system to help quantify, track, and address military-specific law enforcement issues and needs.

PLANNING AND ZONING

The major jurisdictions in the Fort Carson study area, including the cities of Colorado Springs, Fountain, Pueblo and Cañon City, as well as El Paso, Fremont, and Pueblo counties, have planning tools to address Fort Carson growth. These tools include comprehensive plans, master plans, and sub-area plans, in addition to zoning and subdivision regulations. Fort Carson also has installation planning tools to address growth. However, the local jurisdictions do not explicitly address land use interface and functional interaction with projected installation growth. Additionally, some areas along the eastern border adjacent to the post's training areas have potentially incompatible land uses that may result in noise impacts for residents and light pollution that inhibits troop training.

The South Academy and State Highway 16/Mesa Ridge Parkway corridors present opportunities for coordinated redevelopment and mixed use development, particularly for commercial and affordable residential development. The Plan addresses the need for quality, affordable multifamily housing in the Fountain Valley, as well as impacts to residential development in Fremont County with the proposed activation of Fort Carson's Gate 6. While opportunities for joint land use planning exist with Fort Carson growth, there is currently no formal process to coordinate and communicate land use planning information in the region.

Based on the above findings, the Plan recommends the following:

- including Fort Carson in local sub-area plans;
- continuing efforts to mitigate incompatible uses near Fort Carson's eastern boundary (see Compatibility and Installation Operations below);
- planning for mixed-use redevelopment along South Academy and Mesa Ridge Parkway;
- initiating cooperative corridor planning;
- funding a housing study in the Fountain Valley area; and

- establishing a formal process for information-sharing regarding planning data between Fort Carson, local governments, and PPACG.

COMPATIBILITY AND INSTALLATION OPERATIONS

Fort Carson is located primarily in southern El Paso County and extends south into Pueblo County and west into Fremont County. The main cantonment (town) area in the northern third of the installation is surrounded by urban landscape. The eastern and southern boundaries of the installation contain a mix of land uses and have current and potential incompatible land uses that affect Fort Carson's mission to train troops and impact the quality of life of residents affected by noise, dust, and vibrations as a result of the post's training missions.

Fort Carson has had significant success with programs to mitigate compatibility issues, including the Army Compatible Use Buffer (ACUB) program, Installation/Community Sustainability initiatives, and regional partnerships. The ACUB program has acquired or preserved over 16,000 acres, and other partnerships have preserved 56,000 acres near Fort Carson to develop a buffer zone along the southern and eastern boundaries of the installation. This buffer is nearly 60 percent complete, and an estimated $25 to $40 million is needed to complete the buffer and minimize encroachment. The Plan recommends continuing regional partnerships and identifying funding to complete the buffer zone; pursuing local government land use planning to support compatible uses; and utilizing

the installation's plans, including Fort Carson's Installation/Community Sustainability Initiative and Environmental Noise Management Plan, to mitigate compatibility as Fort Carson grows.

QUALITY OF LIFE

The ability of the communities in the Fort Carson study area to respond to the installation's growth and the needs of Fort Carson soldiers and families will affect quality of life for Fort Carson families and the region. In order to ensure that quality of life is maintained and enhanced as the installation and region grow, the Plan addresses the resource areas outlined above, which provide an assessment of current and future quality of life issues. Recommendations across these resource areas include continued communication and coordination between Fort Carson, local governments, the business community, community-based service providers and other partners in order to promote the benefits of growth and mitigate potential negative impacts of the post's rapid growth.

Key quality of life recommendations in the Plan include efforts to address future workforce needs; ensure the availability of quality, affordable housing; provide needed child care and school capacity and staffing, including assistance for children with special needs; provide needed health and behavioral health care, as well as financial assistance and other social services to Fort Carson soldiers and families; plan and construct roadway improvements and transportation alternatives, including transit and non-motorized transportation opportunities; promote sustainability efforts to minimize energy and water usage and promote compatible uses adjacent to Fort Carson; continue efforts to maintain levels of service for public safety and emergency services; and plan for mixed-use development and cooperative corridor planning in the region.

CONCLUSION

The Fort Carson Regional Growth Plan aims to assess the region's ability to prepare for and accommodate the rapid growth of the installation. The Plan identifies twelve resource areas that require significant planning efforts and regional communication and coordination to prepare successfully for Fort Carson growth. The Plan also identifies numerous areas where

additional research and planning are necessary, as well as the need for continuous updates as more information regarding additional soldiers and demographic information become available. PPACG will continue to work with Fort Carson, community and business leaders, service providers, and other local, regional, state and federal stakeholders to ensure that the best information is made available to assist communities in planning for Fort Carson growth and that the quality of life for the military community and the region as a whole is maintained and enhanced as Fort Carson grows.

Part 1
Introduction to the Regional Growth Plan

Communities in El Paso, Fremont, and Pueblo counties have had a long relationship with the military. The area is home to five separate installations, as well as a thriving defense industry and a robust military retiree population. Recently, several Department of Defense (DoD) initiatives have accelerated the pace of growth in the region. Base Realignment and Closure (BRAC), Army Modular Force (AMF), the Global War on Terrorism (GWOT), and Global Defense Posture Realignment (GDPR) are rapidly transforming the military missions of installations around the country, increasing the end strength of the U.S. Army and building more nimble units of action in the form of brigades. As a result of these activities, communities in the region will see additional military-related increases in an already historic growth area.

As described in the next section, the implementation of the 2005 federal Base Realignment and Closure Act and other DoD initiatives dictates that the population of the largest military installation in the region, Fort Carson, will nearly double by the year 2011. The rapid increase in troops, combined with their family members and other personnel, presents unique opportunities and challenges for Fort Carson and the surrounding communities.

Troop increases at Fort Carson represent an extraordinary economic opportunity for the surrounding area. At the same time, accelerated rates of development and socioeconomic change pose daunting challenges for any community. In 2005, the Colorado Defense Mission Coalition (CDMC) recognized a community-wide need to prepare the region for rapid military growth and approached the Pikes Peak Area Council of Governments (PPACG) to develop a proposal for the Office of Economic Adjustment at the Department of Defense that would support a multi-discipline regional planning effort. In August 2006 the Department of Defense awarded a $518,000 grant to PPACG to launch the Fort Carson Regional Growth Plan (the Plan), an 18-month initiative addressing housing, education, transportation, health and social services, the economy and other growth impact areas. The project focuses on the three counties that host Fort Carson's primary operations: El Paso County, Fremont County, and Pueblo County (see Figure 1.1).

The demographic and troop forecast information in this Plan was developed in September 2007 based on FY 2006 data and serves as the basis for assumptions, projections, and recommendations throughout the study. While the forecasted impacts were based on the best available information at the time, they are subject to change as the growth at Fort Carson and its surrounding communities unfolds in real time. Regular updates to the forecasted impacts will be needed as part of the ongoing monitoring and implementation of the Plan. In December 2007, the Army announced the Grow the Army initiative, which will bring an additional brigade to Fort Carson by FY 2013. The increase of approximately 4,900 troops and 8,000 to 9,000 dependents in the region was not included in the calculations for this

document. The general issues of rapid growth related to Fort Carson will remain, such as the need for major transportation improvements, coordination and communication of troop arrivals to assist the housing community in planning for growth, additional health care, behavioral health and social services, and other capacity and service enhancements. However, key capacity projections, particularly for school districts, child care providers, and other services may be underestimated in this plan. Therefore, PPACG will continue to work with Fort Carson, school districts, service providers, and other stakeholders to update data in order to provide more up-to-date projections of capacity, supply, and demand to meet the needs of Fort Carson soldiers, their families, and the communities. These updates will be provided through the web-based version of this Plan as the data become available. Updates can be obtained via PPACG's Fort Carson Regional Growth Plan Web site (http://www.ppacg.org/military impact).

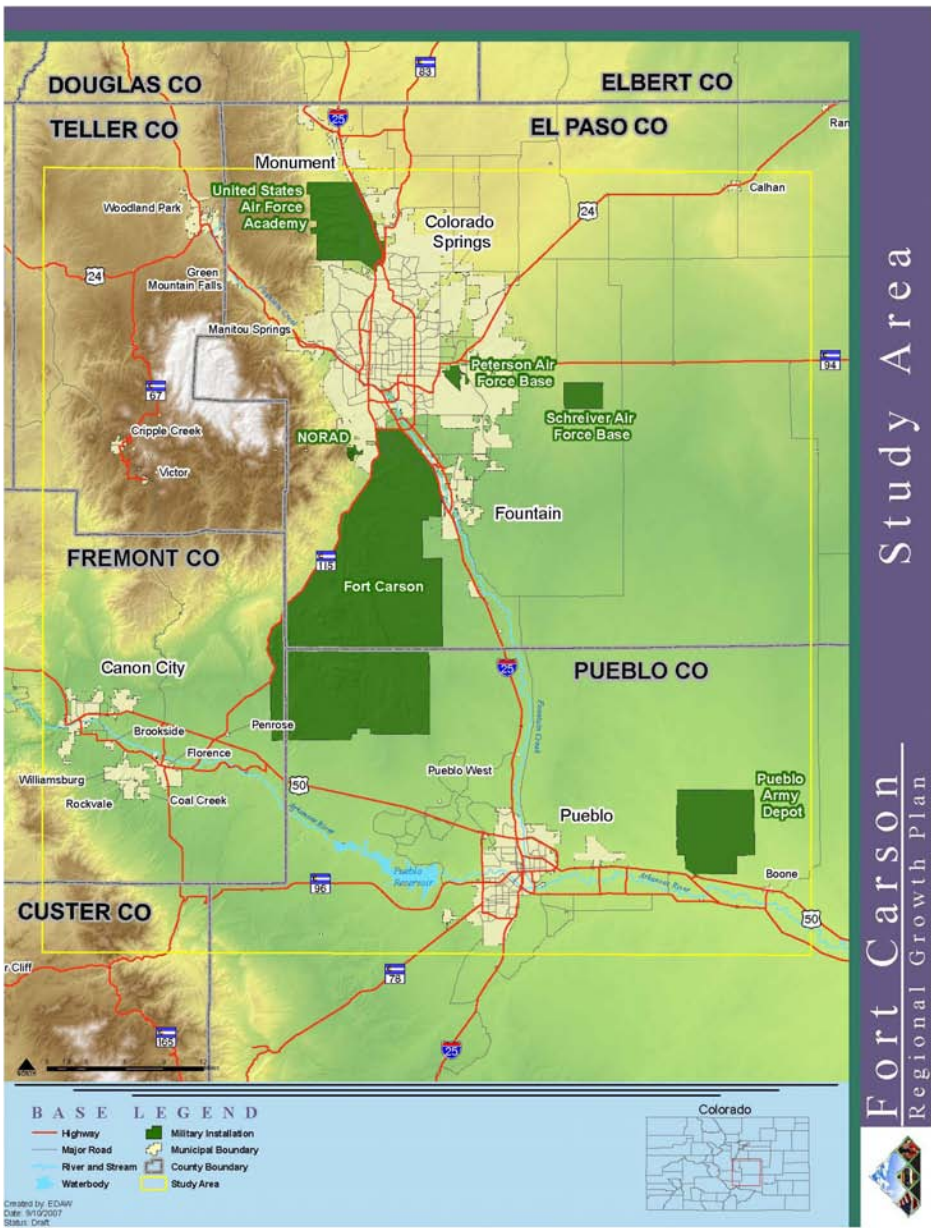


Figure 1.1 - Regional Growth Plan Study Area

TROOP FORECAST

New troops, civilians, and dependents have already begun arriving at Fort Carson. An estimated 12,600 military personnel were authorized for Fort Carson at the end of FY 2006, with an estimated 23,000 dependents living within the region. Thus, the population of the Fort Carson community at the beginning of FY 2007 was approximately 36,000 persons.

To initiate the planning effort, an estimate for the projected increase in military personnel was established, referred to as the "Expected Growth Scenario". The "Expected Growth Scenario" assumed 11,400 additional troops will be assigned to Fort Carson. The "Expected Growth Scenario" was based on information provided by officials at Fort Carson and functions in this document as the projected total number of troops that will be authorized for the installation through FY 2011. Thus, total population growth associated with the troop increase at Fort Carson was expected to be roughly 33,800, consisting of approximately 11,400 newly authorized troops, 21,300 military dependents, 430 civilians, and 690 civilian dependents.

Population growth associated with the forecast troop increases (including military

personnel, civilians, and all dependents) will add approximately 33,800 new persons to the study area population. The Fort Carson-related population will make up over 8 percent of the total study area population by 2011.

These new residents will impact all aspects of the regional community, including the housing market, local school systems, state and local municipal services, and quality of life.

PURPOSE OF THE FORT CARSON REGIONAL GROWTH PLAN

The purpose of the Plan is to develop a coordinated regional approach to address the impacts of rapid growth at Fort Carson in order to ensure efficient and effective use of community resources to meet the growth needs of the installation. Fort Carson growth impacts will present both opportunities and challenges. While Fort Cason reviewed environmental impacts related to installation growth in the Fort Carson Transformation Environmental Impact Statement (June 2007), this Plan is intended to be used as a tool by local communities and service providers to coordinate the actions necessary to absorb significant population and economic growth over the next five years. The Plan assesses current conditions, determines future needs of an increased population, identifies short term and long term priorities, and establishes a clear set of action steps for all regional stakeholders. The specific objectives of this Plan are to:

- Make growth work for the region
- Develop an overarching approach to coordinate efforts
- Forecast the effects of growth for twelve resource (or impact) areas
- Capitalize on regional diversity and choice
- Integrate local and regional problem-solving
- Provide coordinated action plans

Planning Process and Stakeholder Involvement

Preparation for the magnitude of growth related to Fort Carson will continue to be an ongoing process, requiring highly coordinated actions

across a wide range of public, private, and non-profit sectors. It has been critical to bring together representatives from a wide variety of disciplines and backgrounds. Stakeholders, such as agency heads, business leaders, nonprofit groups and elected officials have come together with the community to talk about the steps needed to effectively prepare for the growth that will result from the large and rapid increases in population. Stakeholders are those companies, agencies, organizations, institutions, and individuals who represent the greater tri-county region and who will be greatly influenced by troop increases at Fort Carson.

In order to ensure effective communication across the entire region, a Policy Oversight Committee (POC) comprised of elected officials from El Paso, Pueblo and Fremont counties was formed to oversee and promote the Plan. In addition to the POC, the planning team, consisting of PPACG staff and consultants, also worked closely with the CDMC, which served as the project's Steering Committee. The CDMC is comprised of senior administrative officials, including agency heads, business leaders, non-profit stakeholders and representatives of Fort Carson. Partnership groups (discussed below) served as technical subcommittees for the CDMC, providing valuable information throughout the process.

In addition to regular meetings of the three primary working groups, the region's stakeholders were informed and participated through stakeholder interviews, Town Hall meetings, partnership groups, Web sites, press releases and newsletters, as described in the next section. Members of the planning team met regularly through joint and individual meetings with local officials and service providers to assess needs and determine plan priorities. The team also held a

series of work sessions with representatives from each of the resource areas. Findings from various meetings and work sessions with stakeholders from around the region form the foundation of the analyses and recommendations in this report.

Stakeholder Interviews

Stakeholder interviews provided initial feedback on each of the twelve resource areas. The stakeholder involvement process for the Plan began with the publication of the February 2007 newsletter that was distributed by project staff. The newsletter requested that anyone interested in one-on-one interviews should contact PPACG. A list of stakeholders was also requested from members of the CDMC and PPACG at several meetings. As a result, over 100 stakeholders were contacted to solicit one-on-one, focus group, phone, or email feedback by PPACG staff and the consultant team of EDAW.

Interviewing the stakeholders helped to identify emerging issues, build a cohesive network of supporting relationships, and pool ideas and solutions.

Interviewees from the Colorado Springs, Pueblo, and Cañon City area included:

- PPACG staff
- Fort Carson
- Local school districts
- Colleges and universities, such as University of Colorado at Colorado Springs and Pikes Peak Community College
- Hospitals and medical providers, such as Evans Army Community Hospital and Memorial Hospital
- Local chambers of commerce
- County and municipal staff from the cities of Fountain, Colorado Springs, Pueblo, Cañon City, and El Paso, Pueblo and Fremont Counties.
- Developers and homebuilders, such as Oakwood Homes, KB Homes, Pulte Homes, Beazer Homes, and New Generation Homes
- Real estate agents and banks, such as Pikes Peak Association of Realtors, First Property Management, and CBT Mortgage
- Colorado Housing and Finance Authority
- Housing Authority of the City of Colorado Springs
- Non-profit groups, such as TESSA, CASA, and Pikes Peak United Way

The genuine perceptions, concerns, and ideas from stakeholders were then summarized in a Stakeholder Interview Report in June of 2007. Key issues for each resource area were as follows:

Housing and Economic Impact:

- Requests for Demographic Data
- General Health of the Building Community
- Direction of Growth
- On-Post Housing Supply
- High Multi-Family Vacancy Rates
- Housing Quality
- Housing Affordability

Education:

- District Capacity
- Labor Resources
- Timing of Student Arrivals
- Distribution of New Students
- Wait-and-See Philosophy
- Funding Quality Programs
- Traffic Congestion

Health and Behavioral Health Care:

- Labor Resources
- Service Capacity
- Communication
- Behavioral Health Care
- Payment

Child Care and Development:

- Capacity
- Adequate staffing
- Serving children with special needs

Social Services:

- Service capacity
- Coordination of services and information-sharing
- Labor resources
- Adequate funding

Transportation

- Capacity and safety improvements on state highways and access roads
- Non-motorized transportation needs
- Transit services
- Travel demand management
- Coordination between on- and off-post services

Public Safety and Emergency Services

- Adequate funding and resources, including staffing needs
- Coordination and communication between the installation and local agencies
- Military-specific law enforcement issues

Public Utilities and Infrastructure

- Information-sharing and coordination with Fort Carson
- Implementation of sustainability initiatives to reduce utility usage

Planning and Zoning

- Redevelopment planning and affordable housing
- Cooperative planning for transportation corridors
- Planning for new higher quality multi-family housing
- Including Fort Carson in comprehensive and sub-area plans
- Information-sharing and coordination

Compatibility and Installation Operations

- Continued partnerships to implement Fort Carson buffer zone
- Noise impacts outside the post's boundaries
- Light pollution that impacts training operations
- Future impacts (such as frequency and air space)

Town Hall Meetings

The planning team conducted a series of Town Hall meetings to gather feedback from the communities and to refine recommendations. Four Town Hall meetings were held, starting with Colorado Springs in November 2006, and followed by Pueblo in April 2007; Cañon City in July 2007; and again in Colorado Springs in January 2008. The meetings provided a forum to educate the business community, stakeholders, and the general public regarding Fort Carson growth and the Fort Carson Regional Growth Plan. Each of the meetings was a success, with hundreds of people attending and sharing their views, providing input, and gathering information on the Plan. Web sites, press releases, and newsletters have also assisted in the public involvement process.

Partnership Groups

Partnership groups were created for each resource area of the Plan. These groups served as technical subcommittees for the CDMC. Partnership group meetings with key stakeholders and subject matter experts were held to obtain input in the development of the technical reports that are the foundation of this Plan. Partnership group members provided critical input and review that led to the development of key findings and actions to implement recommendations addressing Fort Carson's growth impacts.

Public Communication

Public awareness, outreach and input are an integral component of this Plan. The planning team went to great lengths to ensure that public input and opinions were gathered and reflected. Stakeholders were considered vital partners in this planning effort, and an open invitation was extended to individuals and groups to participate in the process. Throughout the planning process, four project newsletters were mailed out in the three-county study region and posted on the PPACG Web site to inform residents of the purpose of the Plan, the process, critical elements, progress, and important dates. A dedicated Web page housed on the PPACG Web site was

created to provide timely, up-to-date information to the pubic. And as described above, four Town Hall meetings were held throughout the process to gather input on the Plan and for planning team members to answer questions. The Draft Plan was also made available for a 30-day public comment period to allow members of the public to read and comment on the Plan. Information was made available through local newspaper and television media, as well as through PPACG's Web site. Through various public meetings, copies of the Plan were also made available to local elected officials, Fort Carson officials, community and business leaders, members of the Policy Oversight Committee, CDMC, PPACG Board, Partnership Groups and other stakeholders. Public comments were submitted electronically via PPACG's Web site or e-mail, as well as at scheduled public meetings, including meetings of the CDMC, PPACG's Community Advisory Committee, and the PPACG Board of Directors.

How Public Comment Was Incorporated

Drafts of the technical reports for each subject area were provided to members of the POC, CDMC, partnership groups, and the public at CDMC, partnership group, and Town Hall meetings, as well as via PPACG's Web site. Comments obtained verbally and electronically, as well as from comment sheets provided at Town Hall and other meetings were collected and compiled by PPACG staff. Comments were incorporated into the draft technical reports and compiled as part of the Draft Plan. Additional comments solicited through the Plan public comment period have been incorporated in the final Plan.

Plan Accountability and Monitoring

PPACG staff and the consultant, with CDMC, partnership group, and public input, have developed action/implementation tables for each resource area. These tables identify action items and steps needed to implement the Plan recommendations. These action items have been prioritized into short- and longer-term implementation timeframes. Plan recommendations and actions were also reviewed concurrently during the comment period of the Plan. PPACG staff continues to monitor key issues and recommendations and has begun implementation of key action items, including on-going communication and coordination with Fort Carson, partnership groups, the CDMC and other community leaders and elected officials in the region.

How This Plan is Organized

Findings and recommendations in the Fort Carson Regional Growth Plan are divided into twelve separate sections representing major resource areas:

1. Economic Impacts
2. Housing
3. Education
4. Transportation
5. Public Utilities and Infrastructure
6. Health and Behavioral Health Care
7. Social Services
8. Child Care and Development
9. Public Safety and Emergency Services
10. Planning and Zoning
11. Compatibility and Installation Operations
12. Quality of Life

In order to display the analyses and findings in an easily readable format, this report is organized into four primary parts in two volumes:

Part 1: Introduction

The introduction discusses the background and purpose of the planning effort, illustrates the planning process, describes how to use the report, and discusses overall plan accountability and future monitoring efforts.

Part 2: Demographic Projections

This section provides detailed analysis and discussion of the anticipated growth in the region and specific demographics relevant to the Plan, installation, and surrounding region.

Part 3: Summary of Findings and Implementation Actions

This section includes an executive summary of each resource topic area providing an overview of issues and methodology, key findings, and a summary of recommendations.

Volume 2: Appendices

The appendix provides a technical report for each resource area detailing each resource area's methodology for analysis, findings, conclusions and recommendations, as well as supporting tables, graphics, and maps. Also included in the Appendix for reference are the Stakeholder Report and the project newsletters.

Part 2
Demographic Projections

The following is a demographic forecast of the authorized military personnel, civilian personnel, and their associated dependents that will be relocated to Fort Carson between 2007 and 2011. The new troops, civilians, and dependents will arrive at Fort Carson between 2007 and 2011 due to troop movements as directed by Base Realignment and Closure (BRAC), Global Defense Posture Realignment (GDPR), and Army Modular Force (AMF) directives.

It should be noted that this demographic forecast was developed in the spring of 2007 using the best available information at the time. Its purpose was not to serve as an accurate predictor of the actual number of additional military personnel authorized for Fort Carson from fiscal year (FY) 2007 through 2011. Rather, it was developed in order to provide a reasonable estimate and scenario for population growth that could then be used as the basis for projecting impacts in other resource areas such as housing, education, and transportation. As the actual growth attributable to Fort Carson continues to unfold and hard numbers on troop increases become available, that information will be tracked and used to update these demographic projections as well as impacts in other resource areas.

In fact, the number of additional military personnel authorized for Fort Carson has already changed. In December 2007, the Pentagon announced an additional brigade of approximately 4,900 troops would be added to Fort Carson by 2013. The impact of these additional troops is not assessed in this Plan.

For these reasons the projected increase in military personnel through 2011 used in this document is referred to as the "Expected Growth Scenario". The "Expected Growth Scenario" assumes 11,400 additional troops will be authorized for Fort Carson (see Table 2.1). This number is based on information provided by officials at Fort Carson in early 2007 and will function as the projected total number of additional troops that will be authorized for the installation between 2007 and 2011 for the purposes of this Plan (see Table 2.1).

Table 2.1 - Military Personnel Authorized for Fort Carson

Date	Expected Growth Scenario
New Troops by FY 07	4,700
New Troops by FY 08	100
New Troops by FY 09	5,200
New Troops by FY 10	700
New Troops by FY 11	700
Total Estimated Authorized Military Personnel	**11,400**

Source: Fort Carson; RKG Associates for the Alternative Growth Scenario.

The overall goal of this analysis is to provide an "end state" as a basis for examining the long-term impacts of Fort Carson's growth on the region. For example, it is important to understand housing impacts at the conclusion of installation growth in order to answer questions such as: "Does the regional homebuilder community have the

capability of building the required number of dwelling units?" "Is there available developable land?" "What type of off-post housing can military personnel afford?"

Data from a survey of off-post housing conducted by Fort Carson in 2005 related to military personnel location indicate roughly 97 percent of personnel lived and worked in El Paso County, with less than 2.5 percent of personnel residing in Pueblo County, and less than 0.5 percent living in Fremont County. The regional housing supply (both current and future real estate development) suggests that the vast majority of housing will remain in El Paso County, specifically Colorado Springs, unincorporated El Paso County (specifically Security and Widefield) and the Fountain area. While Pueblo and Fremont counties will increase their housing supply, unless there is a dramatic change in housing affordability or a change in base commuting patterns, the location of future housing will most likely mirror recent housing trends.

The summary of the scenario for the forecast military personnel and dependents is presented below. For the "Expected Growth Scenario", the total gain in military personnel is estimated to be 11,400, with 21,287 military dependents, 430 civilian personnel, 692 civilian dependents, for a total population increase of 33,810, as presented in Table 2. 2.

which means that for every military personnel, it can be assumed that 1.87 additional dependents would be added to the community. (Please note that the figures presented in tables throughout this section, including multipliers, have been rounded.) If the average multiplier of 2.87 were applied to the "Expected Growth Forecast" with 11,400 troops proposed to be relocated to Fort Carson, this would thus represent a total population of 32,687 (11,400 x 2.87 = 32,687), with 21,287 dependents. For comparative purposes, the multiplier for civilian dependents based on 2000 U.S. Census data is 2.61.

The average multiplier of 2.87 is further refined in order to analyze the incoming troops and dependents in order to assess housing needs and demand for schools and other facilities. Thus, three groups of military personnel have been identified and are presented in Figure 2.1 with their respective percentages of the current Fort Carson personnel.

The first group, "E-1 to E-3" represents the smallest portion of the population (17 percent), and is made up of new recruits and Privates. The second group, "E-4 to E-6" includes mid-level enlisted personnel, but make up 59 percent of the current population of Fort Carson. The third group, "E-7 to E-9, Warrant Officers, and Officers" make up approximately 23 percent of the total population.

Table 2.2 - Projection of New Personnel to Fort Carson – Expected Growth Scenario

	Military Personnel	Military Dependents	**Total Military Personnel and Dependents**	Civilian Personnel	Civilian Dependents	Total Civilian Personnel and Dependents	**Total Population**
Number	11,400	21,287	**32,687**	430	692	1,122	**33,810**
Multiplier		1.87	**2.87**			2.61	

Source: RKG Associates, Inc., US Census, and Fort Carson.

The methodology used in this analysis is based on 2006 data provided by Fort Carson, including the existing number of military personnel by rank and paygrade, on-post housing data, off-post housing data, and the Basic Allowance for Housing (BAH) reports.

The key assumption in this demographic information is the dependent multiplier. This multiplier represents the number of dependents one military personnel member will contribute to the community and may consist of a spouse, children, and/or other family member. This multiplier represents an average of dependents, and is further refined by rank and group below. The average multiplier used in this analysis is 2.87,

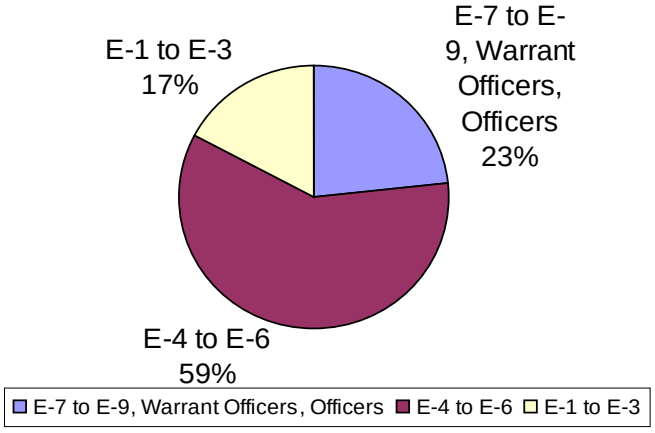


Figure 2.1. Existing Military Personnel by Rank

It is assumed that under the "Expected Growth Scenario", 11,400 troops will be relocated to Fort Carson. The troops will likely break down along similar groups, unless other information is made available that suggests otherwise. Table 2.3 presents the breakdown of troops by rank.

Table 2.3 - Forecast New Military Personnel by Rank

Rank	*Expected Growth Scenario* Percent of Military Personnel	Allocation of Military Personnel
E7-Officers	23%	2,660
E4-E6	59%	6,769
E1-E3	17%	1,971
Total Military Personnel	**100%**	**11,400**

Source: RKG Associates

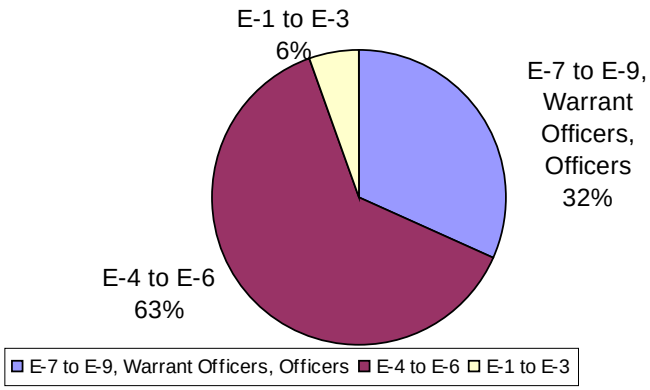


Figure 2.2 - Military Dependents by Rank from Sample Data

Table 2.4 presents the data used to analyze the breakdown of dependents. These breakdowns provide more detail for the allocation of dependents by rank. Thus, "E-7 to E-9s, Warrant Officers and Officers" appear to have dependent ratios of 2.54, "E-4 to E-6" have dependent ratios of 1.97, and "E-1 to E-3" have much lower dependent ratios of 0.61. These multipliers may be rounded to 2.5, 2.0 and 0.6 in future analysis.

Table 2.4 - Multipliers by Group

	Personnel On-Post		Personnel Receiving BAH						
Rank	Barracks	On-Post Housing	Personnel W/Out Dependents	Personnel With Dependents	Total Personnel	Percent of Dependents by Rank	Assumed Dependents for Families with Dependents	Percent of Dependents by Rank	Implied Multiplier
Source of Data:	Office of Garrison Commander	Directorate of Public Works	Fort Carson BAH Report	Fort Carson BAH Report			Factor provided by RKG Associates		
O-8	0	0	0	0	0	0%	0	0%	
O-7	0	3	0	0	3	0%	9	0%	
O-6	0	10	1	46	57	0%	171	1%	
O-5	0	26	17	160	203	1%	569	2%	
O-4	0	34	40	251	325	2%	872	3%	
O-3	0	95	238	383	716	5%	1,462	5%	
O-2	0	50	144	114	308	2%	502	2%	
O-1	0	25	36	28	89	1%	162	1%	
W-5	0	2	1	4	7	0%	18	0%	
W-4	0	7	1	42	50	0%	150	1%	
W-3	0	25	6	69	100	1%	287	1%	
W-2	0	46	15	99	160	1%	443	2%	
W-1	0	6	5	44	55	0%	153	1%	
E-9	0	20	7	51	78	0%	217	1%	
E-8	0	65	29	227	321	2%	893	3%	
E-7	0	234	86	888	1,208	8%	3,432	12%	
E-7 to E-9, Warrant Officers, Officers	**0**	**648**	**626**	**2,406**	**3,680**	**23%**	**9,341**	**32%**	**2.54**
E-6	0	370	279	1,473	2,122	13%	5,637	19%	
E-5	764	598	294	1,689	3,345	21%	6,995	24%	
E-4	1,812	778	185	1,122	3,897	25%	5,811	20%	
E-4 to E-6	**2,575**	**1,746**	**758**	**4,284**	**9,363**	**59%**	**18,442**	**63%**	**1.97**
E-3	1,185	173	27	202	1,587	10%	1,147	4%	
E-2	567	97	6	50	720	5%	450	2%	
E-1	397	0	0	22	419	3%	67	0%	
E-1 to E-3	**2,149**	**270**	**33**	**274**	**2,726**	**17%**	**1,664**	**6%**	**0.61**
Total	**4,725**	**2,664**	**1,417**	**6,964**	**15,770**	**100%**	**29,447**	**100%**	**1.87**

Source: RKG Associates, Fort Carson
As of Spring 2007.

These dependent ratios are then applied to the forecast expansion for the "Expected Growth Scenario" as presented in Table 2.5.

Table 2.5 - Allocation of New Military Personnel and Dependents by Rank

Rank	Percent of Military Personnel	Allocation of Military Personnel	Implied Multiplier	Allocation of Dependents	Total New Military Personnel and Dependents
Expected Growth Scenario					
E7-Officers	23%	2,660	2.54	6,752	9,413
E4-E6	59%	6,769	1.97	13,332	20,101
E1-E3	17%	1,971	0.61	1,203	3,174
Total Military Personnel	**100%**	**11,400**	**1.87**	**21,287**	**32,687**

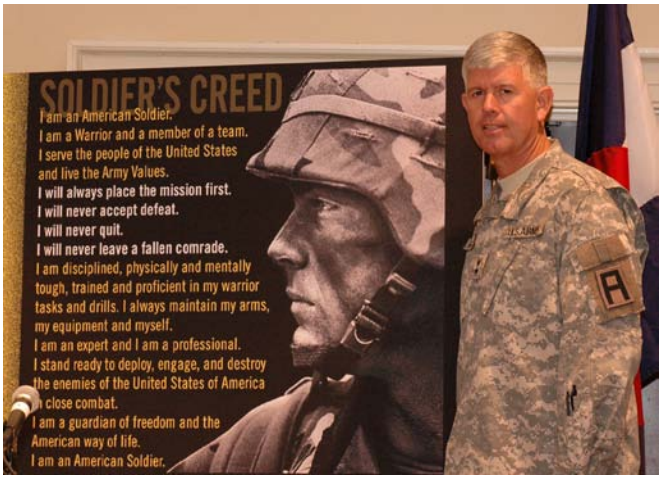
Source: RKG, Associates

Table 2.6 provides an annual breakdown of net military personnel and dependents for the "Expected Growth Scenario".

Table 2.6 - Forecast New Personnel and Dependents by Year – Expected Growth Scenario

Fiscal Year/ Rank	Additional Personnel	Allocation By Rank		Multiplier	Additional Dependents	Total New Residents	Cumulative Personnel	Cumulative Dependents	Cumulative Total
FY 07	**4,700**								
E7-Officers		23%	1,097	2.54	2,784	3,881			
E4-E6		59%	2,791	1.97	5,497	8,287			
E1-E3		17%	812	0.61	496	1,308			
Total			4,700		8,776	13,476	4,700	8,776	13,476
FY 08	**100**								
E7-Officers		23%	23	2.54	59	83			
E4-E6		59%	59	1.97	117	176			
E1-E3		17%	17	0.61	11	28			
Total			100		187	287	4,800	8,963	13,763
FY 09	**5,200**								
E7-Officers		23%	1,213	2.54	3,080	4,294			
E4-E6		59%	3,088	1.97	6,081	9,169			
E1-E3		17%	899	0.61	549	1,448			
Total			5,200		9,710	14,910	10,000	18,673	28,673
FY 10	**700**								
E7-Officers		23%	163	2.54	415	578			
E4-E6		59%	416	1.97	819	1,234			
E1-E3		17%	121	0.61	74	195			
Total			700		1,307	2,007	10,700	19,980	30,680
FY 11	**700**								
E7-Officers		23%	163	2.54	415	578			
E4-E6		59%	416	1.97	819	1,234			
E1-E3		17%	121	0.61	74	195			
Total			700		1,307	2,007	11,400	21,287	32,687
End State	**11,400**								
E7-Officers			**2,660**		**6,752**	**9,413**			
E4-E6			**6,769**		**13,332**	**20,101**			
E1-E3			**1,971**		**1,203**	**3,174**			
Total			**11,400**		**21,287**	**32,687**			

Source: RKG Associates, Inc. and Fort Carson.



As information related to troop authorization is updated through 2011, the Plan will be monitored and adjusted to examine impacts based on the actual troop population. It is vital that as the troops are authorized for and arrive at Fort Carson, an ongoing informational exchange occur on a quarterly or other consistent basis.

A regional organization working closely with Fort Carson can function as a conduit to provide information to the local and regional community. This type of periodic monitoring will require continued cooperation between military officials at Fort Carson and regional organizations such as the Pikes Peak Area Council of Governments (PPACG).

Part 3 Summary of Findings and Implementation Actions

This chapter summarizes the major findings, recommendations, and actions for the following resource areas. Technical Reports for many of these resources areas are included in Volume 2.

- Economic Impacts
- Housing
- Education
- Transportation
- Public Utilities and Infrastructure
- Health and Behavioral Health Care
- Social Services
- Child Care and Development
- Public Safety and Emergency Services
- Planning and Zoning
- Compatibility and Installation Operations
- Quality of Life

ECONOMIC IMPACTS

This section provides a review of the economic impacts related to the troop increase at Fort Carson from 2006 to 2011. A brief review of demographic and housing impacts is provided for background information. Economic impacts are based on assumptions and projections made in the Housing and Demographic Technical Reports, specifically on the projected number of new personnel, civilians, and family members.

Introduction

Base Realignment and Closure (BRAC), Global Defense Posture Realignment (GDPR), and Army Modular Force (AMF) initiatives are the primary drivers for the increase of personnel at Fort Carson and will provide a significant stimulus to the regional economy. New troops, civilians, and dependents are currently arriving at Fort Carson and will continue to do so through 2011 due to the 2005 BRAC decisions. An estimated 11,400 troops, plus civilian personnel and dependents are expected to increase the regional population by 33,810 by Federal Fiscal Year 2011 (FY 2011). In addition to adding personnel and dependents to the region, Fort Carson will be undergoing significant construction improvements, including new facilities in the cantonment (or town) area and improvements to the range and training areas.

Methodology

The new residents will expand the regional economy, as they will both earn and spend dollars within the region. In addition, new homes built to serve the increase in population will provide short-term growth through an increase in construction spending. Economic impact projections are based on demographic and housing projections previously made in the Demographic and Housing Technical Reports with input from local stakeholders, officials, and regional planning personnel. All dollar values within this section are in FY 2007 dollars and do not account for inflation, increases in salaries, or other annual adjustments

over time. The term regional economy, as used in this document, refers to El Paso, Fremont, and Pueblo counties; any impacts are assumed to be unallocated between the counties as regional impacts unless otherwise noted.

The increase in construction and spending, referred to as direct impacts, will stimulate additional growth in the economy, referred to as indirect growth. Indirect growth is estimated using RIMS II (Regional Input-Output Modeling System, version II) multipliers, which estimate the impact from changes in final demand in terms of output, employment, and labor earnings. Multipliers are based on estimates of local area personal income and on the national input-output (I-O) accounts as tracked and estimated by the U.S. Bureau of Economic Analysis (BEA). Input-output models provide a static representation of the impacts on the economy and tend to be used to present the magnitude of scale associated with an economic expansion.

This analysis of economic impacts attempts to capture an image of what occurs once additional dollars are spent in a defined geographic area. For example, if one million dollars are spent on the construction of a new facility, the regional economy is stimulated by more than one million dollars as materials are purchased, jobs are created, disposable income is generated, financial transactions occur, etc. Multipliers from RIMS II are used to provide an estimate of indirect impacts, based on direct impacts.

Direct economic impacts are defined as dollars spent that are directly related to the discussed changes. Direct impacts are the basis for the input into the RIMS II model and include:

- Construction of on-post facilities
- Construction of new housing
- Additional disposable spending by new residents
- Additional spending for operations at Fort Carson

The RIMS II model provides a calculation of the indirect impacts by multiplying the input (or direct impacts) by a multiplier, which estimates the output (or indirect impacts). Multipliers are different for each industry and are based on

economic data collected by the BEA on an annual basis.

Economic impacts are based on data collected from Fort Carson, state agencies, federal agencies, and multipliers supplied by the RIMS II model. The Fort Carson Directorate of Public Works supplied several documents that provide the basis for the amount of assumed construction spending. Ongoing economic impacts, such as payroll and other expenditures that enter the regional economy, are based on the Fort Carson Statistical Data Card, provided by the Garrison Resource Management team. All data provided by Fort Carson were prepared in FY 2006 and are used as the basis for several direct impact calculations.

Economic impacts can also be categorized into one-time impacts, summarized in Table 3.1 and ongoing impacts, summarized in Table 3.2. One-time impacts are typically construction spending, while ongoing impacts tend to be related to operational funds and disposable income.

Key Findings

Summary of One-Time Impacts

It is estimated that approximately $1.3 billion in federal funds will be spent at Fort Carson through FY 2013 on new construction. These improvements include construction related to BRAC expansion, GDPR and AMF growth, Military Construction, Army (MCA) and Military Construction, Defense, (MCD) funded construction, new community and housing facilities, strategic mobility initiatives, and range/training area improvements. This increase in spending, or direct impact, will stimulate an additional output of $2.6 billion, $887.5 million in additional wages, and 23,142 one-year jobs from FY 2007 to FY 2013. If averaged over a six-year period, average yearly direct spending will be $220.9 million, with indirect output spending of

$437.8 million, additional wages of $147.9 million, and 3,857 supported jobs.

New housing will also increase within the region in response to the increase in military and civilian personnel. It is projected that 6,500 new homes will be built in response to the increase in demand from Fort Carson, which is equivalent to approximately $1.5 billion in construction dollars. These new houses will stimulate an indirect impact of an additional $2.9 billion in output, $977.6 million in earnings, and support over 25,000 one-year jobs. Averaging these one-time impacts over five years (which is the number of years troops are expected to arrive at Fort Carson), an average of $243.3 million will be spent building new homes, which will create an indirect impact of $482.3 million in output, $162.9 million in earnings, and 4,249 annual one-year jobs.

Estimated indirect impacts on an annual basis (assuming build out by 2011) include $314.2 million in additional output, $91.4 million in additional earnings, and 3,030 supported jobs.

Table 3.2 - Summary of Ongoing Impacts ($2007)

Impact	Fort Carson Operations	Disposable Income by 2011
Direct Impacts		
Employment	n/a	11,830
Spending	$109,607,336	$266,205,890
Indirect Impacts		
Output	$194,567,323	$314,149,571
Earnings	$60,797,546	$91,388,482
Employment	1,546	3,030

Source: RKG Associates; RIMS II Model.

Table 3.1 - Summary of One-Time Impacts ($2007)

	Base Expansion		Off-Post Housing	
Impact	Total Amount	Average Annual	Total Amount	Average Annual
Direct Impact/ Spending	$1,325,166,667	$220,861,111	$1,459,683,650	$243,280,608
Indirect Impact				
Output	$2,626,877,883	$437,812,981	$2,893,530,899	$482,255,150
Earnings	$887,464,117	$147,910,686	$977,550,140	$162,925,023
Employment	23,142	3,857	25,491	4,249

Source: RKG Associates; RIMS II Model.; Fort Carson.

Summary of Ongoing Impacts

2006 data indicate Fort Carson spends an estimated $204 million in local purchases and contracts, TRICARE and health related payments, utilities, tuition assistance, and rent/ lease payments. It is assumed these payments will increase on a pro-rata share, based on the number of new personnel, and are estimated to be an additional $109.6 million per year once all new troops have arrived. This will create an indirect impact of $194.6 million annually, and support 1,546 jobs per year with earnings of $60.8 million.

Spending by the new Fort Carson households will also increase as new personnel are added to the economy. By FY 2011, it is expected that 11,830 new soldiers and civilians will be directly employed on Fort Carson, and have an annual payroll of $526.7 million, which is adjusted to disposable income of $266.2 million. A portion of this payroll will be spent locally through disposable income.

Current and ongoing impacts related to Fort Carson operations are shown in Table 3.3, Summary of Current and Future Ongoing Impacts. An estimated $204.3 million are spent on annual operations by Fort Carson, which induces additional output of $362.6 million, and $113.3 million in earnings within the region. If an additional $109.6 million were spent on an annual basis for Fort Carson operations, output would increase by an estimated $194.6 million, and earnings would increase by $60.8 million. Thus, total spending by 2011 (not adjusted for inflation) would be approximately $313.9 million in direct annual expenditures and $557.2 million in induced or indirect output, and $174.1 million in earnings.

Currently, an estimated 15,719 personnel are employed on post, which includes military and civilian personnel. An additional 11,830 military and civilian personnel are expected to be added by 2011, bringing the total direct employment

to 27,549. Because of the spending associated with annual operations at Fort Carson, an estimated 2,881 jobs are currently supported. With the increase in spending associated with the additional personnel, approximately 1,546 new jobs will be supported, for a total of 4,427 jobs supported by annual spending by Fort Carson by 2011.

This type of assessment would provide officials and residents with more detailed projections (e.g. populations, income, employment changes, business revenues) about economic impacts associated with Fort Carson expansions, as well as the impacts of changes at other military installations and major employers within the region. An economic forecasting model could also be used to identify possible future employment growth trends, workforce training opportunities and economic diversification options.

Table 3.3 - Summary of Current and Future Ongoing Impacts ($2007)

Fort Carson Annual Operational Spending	Fort Carson Expenditures	Output	Earnings	Direct Employment (1)	Indirect Employment (2)
Type of Impact	Direct Impact	Indirect Impact	Indirect Impact	Direct Impact	Indirect Impact
Current (estimated annual)	$204,288,433	$362,638,623	$113,315,730	15,719	2,881
Additional (estimated annual)	$109,607,336	$194,567,323	$60,797,546	11,830	1,546
Total by 2011 (est. annual)	**$313,895,769**	**$557,205,947**	**$174,113,276**	**27,549**	**4,427**

(1) Direct Employment includes military personnel and civilian personnel, but does not include contractors.
(2) Indirect Employment is employment induced from spending from Fort Carson annual spending in the community. It does not include induced employment from consumer spending from personnel.

Source: Fort Carson Garrison Command, Fort Carson Statistical Data Card, RKG Associates, Inc.

Recommendations

As Fort Carson increases the number of personnel working on post and augments its annual spending, the region is expected to benefit from both direct and indirect economic expansion. Tracking this information would be vital to monitor the ongoing economic impact Fort Carson has on the region, as well as the State of Colorado. Several key indicators should be documented on an ongoing basis in order to provide information and education to community decision makers. Indicators would include annual expenditures made by Fort Carson, annual payroll, induced (indirect) spending, estimated sales tax, and consumer spending driven by Fort Carson personnel. By having these statistics readily available, communities may be able to understand the magnitude of the Fort's economic impacts.

While the collection of expenditures and revenue data will provide some insight about economic impacts associated with the expansion of Fort Carson, the usefulness of this information is limited. A more detailed systematic assessment of the contributions of Fort Carson to the regional economy, however, could be prepared through the use of an economic forecasting model.

This type of information and data could also be used to identify possible future workforce training initiatives for the Pikes Peak Workforce Center, or other workforce related programs.

In addition, regular evaluation of economic trends could be used, in consultation with state government officials, to identify infrastructure needs and investment strategies required to support future economic development initiatives. In essence, the use of an economic forecasting model would provide assistance in identifying and addressing impacts associated with the expansion of Fort Carson, as well as assist local and regional organizations in working with state officials to prepare for future growth and development within the region.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
ECONOMIC IMPACT							
ISSUE:	**#1. Data related to the economic impact of Fort Carson on the region should be regularly updated, examined, and reported.**						
RECOMMENDATION:	**#1.1. Define and evaluate the economic impact of Fort Carson in more detail through an economic forecasting model to examine direct and indirect economic impacts such as: Fort Carson spending, local economic capture rates, employment, workforce training, economic diversification options, and other economic indicators.**						
Action 1.1.1: **(Priority)**	Develop and implement use of an economic impact software module (to include setup, training, and long term maintenance of the model) to provide regular reporting of economic impacts.	PPACG, FC, PPWFC, OMB	CoC, DS	X		A - D	OEA
ISSUE:	**#2. Several employment opportunities exist for military spouses in key areas such as education, healthcare, and childcare.**						
RECOMMENDATION:	**#2.1. Increase the level of workforce training available for military spouses.**						
Action 2.1.1: **(Priority)**	Continue to pursue grant monies and expand programs for military spouses.	PPACG, FC, PPWFC	CoC, EDC	X		A - D	DOL/OEA

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
OMB - Other Military Bases, including the North American Aerospace Defense Command (NORAD), the Air Force Academy, Peterson Air Force Base, Schriever AFB.
PPWFC - Pikes Peak Workforce Center
OEA - Office of Economic Adjustment/Department of Defense
DOL - U.S. Department of Labor

PRIVATE SECTOR/NON-PROFIT

CoC – Area Chambers of Commerce: Fremont, Pueblo and El Paso Counties
EDC- Economic Development Corporation: Fremont, Pueblo and El Paso Counties
DS - Housing data sources, including apartment associations, universities, Pikes Peak Regional Building Department, etc.

HOUSING

This section provides an analysis of the current housing market within the Fort Carson Study Area, which includes El Paso, Fremont, and Pueblo counties. A subset area, which is made up of several key communities, has been identified within the Fort Carson Study Area and is referred to as the Primary Housing Impact Area (PHIA). The PHIA includes Southern Colorado Springs, Security/Widefield, Fountain, Pueblo West, Pueblo, and Cañon City, as shown in Figure 3.1. The boundaries of the PHIA are based on input provided by local officials, stakeholders and real estate professionals and are the historic and expected areas where Fort Carson personnel typically find housing. While areas such as northern Colorado Springs and Falcon may experience some growth from the increase of military and civilian personnel at Fort Carson, historic data do not suggest significant levels of demand exist in those areas. In addition, as pointed out earlier, many of the areas outside the PHIA are characterized by slightly different demographics, housing demand, and growth history.

Key Findings

Housing market factors are all generally positive and indicate that the housing market has experienced significant gains in value over the past several years. The construction of new homes has generally increased over the past few years, and is beginning to decrease in response to a decline in demand. Developable lots appear to be appropriate for the short run, but some longer term projects currently in the planning process appear to be speculative and may not be completed in the near term.

Many home builders and developers view the anticipated increase in troops at Fort Carson as a significant driver to an expanding housing market in the PHIA, but are realistic about the growth potential. Northern Colorado Springs, which is outside the PHIA, has experienced increased housing demand because of different growth drivers, and builders are not marketing homes in the northern Colorado Springs area specifically to Fort Carson personnel.

Over the past year, builders within the PHIA have taken a conservative tack of obtaining approval for development plans and making some infrastructure improvements, while they have

reduced the construction of speculative homes. Most builders are waiting until actual troop movement occurs at Fort Carson before they begin full-scale building efforts. This strategy allows builders and developers to reduce their exposure to risk to ensure they are building homes to meet existing and anticipated market demands.

One qualitative indicator of a regional reduction in demand includes the departure of some national homebuilders, which typically develop hundreds of lots/homes at one time, in the southern Colorado Springs area. These builders have sold some large projects and are not expecting to work on future projects unless demand increases dramatically. Thus, regional and/or local builders will likely be involved in the construction of the majority of future housing development within the PHIA. Many local builders have taken proactive measures by visiting Fort Hood to provide marketing information to reassigned troops, as well as supplemental information on-line. Steps such as these, in addition to the number of "developable" homes, indicates leaders within the housing market have taken proactive steps in anticipation of new military personnel moving to the region.

Demographic projections under the Expected Growth Scenario assume 11,400 additional military personnel and 430 civilian personnel will be added to the region over the next several years, the majority of which will seek housing within the PHIA. It is estimated that baseline population, the population growth without Fort Carson increases, within the PHIA (i.e., natural and induced growth) will grow by roughly 9,400 households, by 2012. Baseline projections are derived from data provided by the Colorado Division of Local Government Demography Office (DOLA Demography Office).

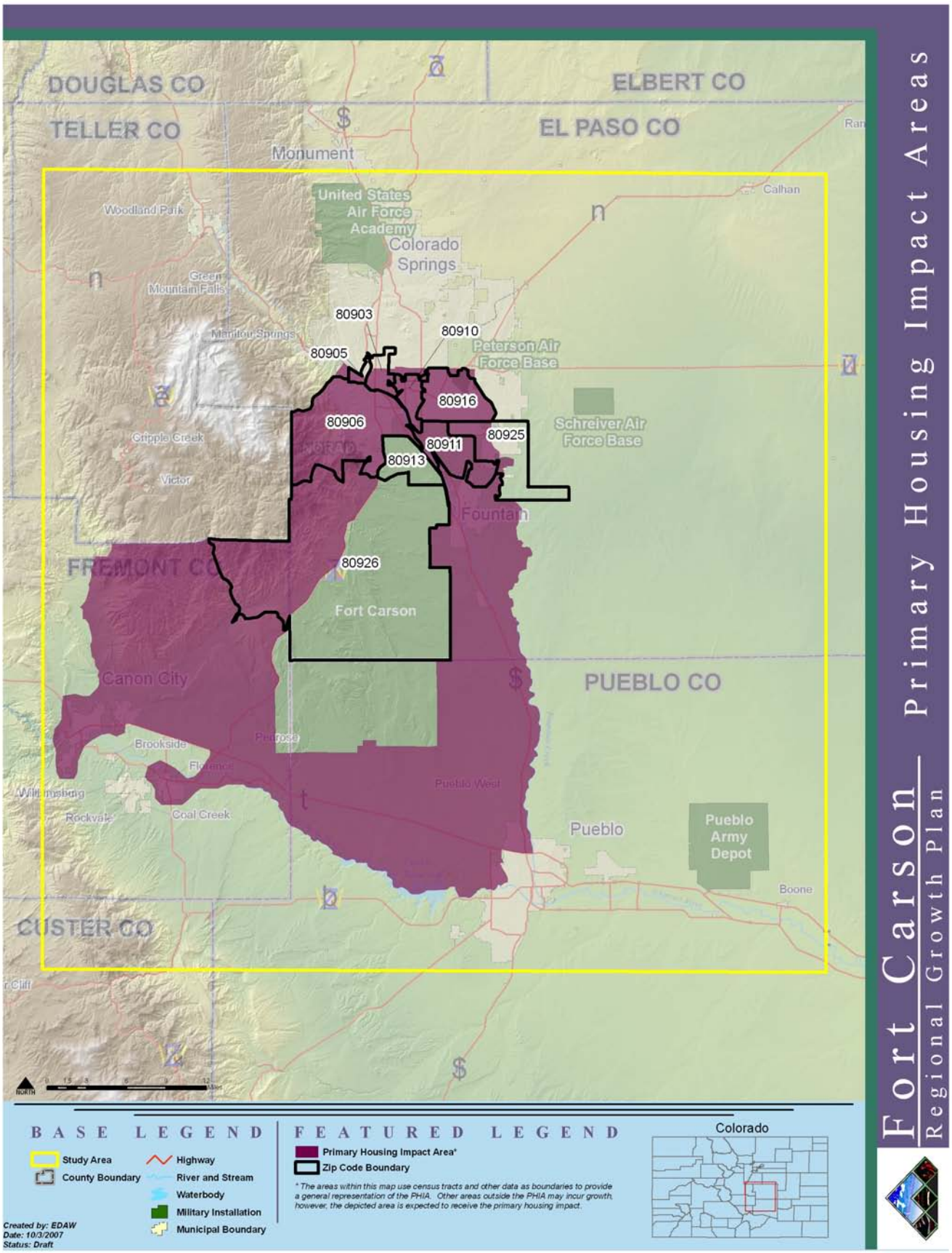


Figure 3.1 - Primary Housing Impact Area

It is projected that the housing market should be able to absorb this growth by 2012. Under the Expected Growth Scenario, housing demand will require approximately 12,500 new homes to be built, primarily within the PHIA, and approximately 6,500 of these new homes are attributable to Fort Carson growth. Under this scenario, the demand for housing should be met if all units currently under construction are completed, all units currently undergoing infrastructure improvements are finished, and 4,000 additional units currently undergoing the planning process are eventually built. Thus, many projects that are currently going through the planning process will not be needed until some time after 2012.

The current off-post rental supply, which is estimated to be approximately 8,000 units plus approximately 700 new rental units currently in the pipeline, will likely meet the demand for the additional families moving to the region. The region is currently experiencing a soft rental market (i.e., high vacancy rates) and would ideally reduce their average vacancy rate as demand for rental housing increases. Rents within the Pikes Peak region have stayed relatively flat over the past few years, with minimal changes in rental rates. High vacancy and unchanging rents indicate the regional rental market is "flat", and is neither growing nor contracting.

According to data supplied by Fort Carson, less than 2.5 percent of personnel live in Pueblo County, and less than 0.5 percent live in Fremont County. Pueblo and Fremont Counties have increased their housing supply, but unless there is a dramatic change in housing affordability (e.g., Colorado Springs becomes significantly less affordable) or a change in base commuting patterns (e.g., a southern gate is opened and fully improved), the demand for housing will likely be met in southern Colorado Springs, Fountain, and southern unincorporated El Paso County, primarily Security and Widefield.

All proposed housing projects were identified through the assistance of local planning officials, various real estate professionals, and an examination of real estate projects currently in initial development stages. An estimated 1,000 residential housing units have been built, or are under construction as of the spring of 2007. Approximately 4,200 lots with infrastructure will likely be completed by the end of 2007, and over 17,000 lots are currently being reviewed under the local government approval process. Thus, the pipeline for the region could potentially include over 22,000 for-sale single family units and townhome units.

Because of recent housing expansion within the Pikes Peak region, the building industry has become very efficient at constructing a variety of housing products, including both single family and townhome-style projects. Based on past development trends, the Pikes Peak region is generally capable of building the required number of new housing units. No major issues related to shortages in labor, specialized subcontractors, or building materials were reported during interviews with the building community. Although some builders were reporting a tightening in lending, most were still able to find necessary funding for their projects. Most builders are confident they have the capability to add infrastructure and finalize lots within a 3 to 6 month period of time, and build homes within 3 to 6 months. Thus, builders with approved plans (i.e., paper lots) felt they could respond in less than a year to any significant increase in housing demand, and less time if they had finalized lots.

Historic housing data indicate that new permits and sales have decreased slightly, but values have increased over the past few years. Over 5,000 building permits for single family homes have been issued per year since 2000, with a drop to about 4,700 in 2006. Sales data from the Pikes Peak Multiple Listing Service (MLS) indicate sales of single family homes have averaged over 12,000 homes per year since 2004, with 11,900 in 2006. Average sales prices have increased from $227,000 to $260,000 between 2004 and 2006, which is an increase in sales price of 7.0 percent annually, slightly higher than the state's average of 6.5 percent. Thus, valuation has stayed within expected ranges.

Housing prices appear to be in line with the affordability of current and expected military personnel. It should be noted that prices and other related data are preliminary and subject to market changes. The data in this analysis will need to be updated and monitored as the housing market grows and changes over the next few years. A sample of average home sales prices as well as personal income and debt load indicates that builders are providing units that are generally affordable and marketed to military personnel and their families. As of spring of 2007, the average affordable sale price for a single family home for E3 to E6 personnel was approximately $203,000, while the average sale price for E7 to Officers was approximately $337,000. Military personnel typically have about $670 in other monthly debt, including auto loans, credit card debt, etc. About 30 percent of purchasers have a co-signer on their loan, which is typically a spouse who earns approximately $3,000 per month.

Summary of Recommendations

Recommendation: Adequate and Timely Information.

The regional building community appears to be capable of meeting the challenge of constructing additional housing as the number of military personnel assigned to Fort Carson increases. While the housing market will likely respond to the need for additional housing, builders could benefit from additional information about the timing of the arrival of new military personnel.

Most members of the building community indicated that any additional information related to troop arrival and relocation should be made available in the timeliest manner possible. Many of the builders and developers within the region are incurring substantial amounts of risk and feel that the level of communication between the military and the building community needs to be improved. If more data related to troop increases were made available, the level of risk could be better managed, and the region would benefit from a higher level of financial security.

A significant risk for the region is if more housing lots are developed than necessary. If lots are overdeveloped, developers could incur financial losses as the land they purchased to build on will not be required for new residential development. Most builders have begun to scale

back production of housing units (i.e., vertical development), but the number of lots being developed (i.e., horizontal development) could potentially be overdeveloped if adequate and timely information is not available for decision making purposes.

Recommendation: Monitor housing trends within the region.

The health of the housing market could be continually monitored using existing data sources. Data sources for many of these factors currently exist, but are not currently centrally located. Information could be gathered and be made available through a "one stop shop", which would provide an invaluable resource to all stakeholders in the building community. While the building communities within the region have shown a great amount of resiliency, several data sources should be updated consistently, including regional housing stock, lending patterns, mortgage trends, labor trends, subprime lending patterns, and other housing-related data. The data should be updated on an annual basis. Additional detailed regional mapping of future and current housing developments would also be beneficial to all members of the building community.

One key component to the housing market is affordability. Affordability factors such as the BAH, mortgage rates, federal lending trends, other sources of debt, and spousal income should be provided to the housing market so they can best set target prices and meet market demand from Fort Carson personnel.

Recommendation: The Military Communication Information Forum.

A regional forum, serving as a conduit for information between Fort Carson and developers, should be established through the leadership of PPACG. This forum, referred to in this report as the Military Community Information Forum (MCIF), would be responsible for providing regular updates of troop relocation, deployment, and any other information related to changes in military personnel. All communities that are affected by the increase in personnel at Fort Carson would be encouraged to join the MCIF, with membership being voluntary.

Fort Carson, as well as other military bases, has a significant incentive to participate in the MCIF. Fort Carson benefits from having a well prepared community, as the community provides vital public and private services to the installation, including off-post housing, retail services, education, recreation, and other benefits to military personnel and their families.

The MCIF could also be a "single point of contact" for federal and state monies associated with base expansion. The Department of Defense's Base Redevelopment and Realignment Manual (March 2006) emphasizes that one formal organization is optimal for addressing funding and examination of base impacts. If several local governmental agencies compete for federal and state funds, the total net grants and loans will likely be lower.

The MCIF could also provide assistance in addressing impacts associated with any future expansions or contractions on other local military bases, including North American Aerospace Defense Command (NORAD), the Air Force Academy, Peterson Air Force Base (AFB), and Schriever AFB. While none of these bases is currently slated for any significant changes, should any occur in the future, the MCIF would be an ideal organization to evaluate the impacts on local communities.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012+		
HOUSING							
ISSUE:	**#1. Decision makers in the housing market need timely and adequate information related to troop relocation.**						
RECOMMENDATION:	**#1.1. Improve the information exchange between Fort Carson and the local housing community, as well as the level and timeliness of troop relocation data.**						
Action 1.1.1: **(Priority)**	Form the Military Communication Information Forum (MCIF) to communicate timely market data related to Fort Carson's troop increases.	PPACG, FC, LGP, OMB	CoC, EDC, HBA	X		A	OEA, HC, PPACG (meeting space, admin expenses)
ISSUE:	**#2. All relevant housing data should be collected for all housing community members to access, ensuring better planned regional growth.**						
RECOMMENDATIONS:	**#2.1. Collect, compile, and package data from existing data sources related to housing stock, lending and mortgage trends, housing labor supply, and other housing indicators.**						
	#2.2. Specifically focus research on affordability trends, including housing allowances, mortgage rates, Federal lending trends, all debt, and spousal income.						
Action 2.2.1: **(Priority)**	Create and maintain a database for local housing information reporting of Fort Carson demand through PPACG staff and other organizations.	PPACG	HC, DS, HBA	X		B	OEA, HC, PPACG (meeting space, admin expenses)
	#2.3. Explore creating a regional housing map for El Paso, Fremont, and Pueblo Counties.						

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +

(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
LGP - Local governmental planning departments/organizations including but not limited to: Colorado Springs, Fountain, El Paso County, Pueblo County, Fremont County, and the City of Pueblo.
OMB - Other Military Bases, including the North American Aerospace Defense Command (NORAD), the Air Force Academy, Peterson Air Force Base, Schriever AFB.
OEA - Office of Economic Adjustment/Department of Defense

PRIVATE SECTOR/NON-PROFIT

HC - Housing Community including local and regional builders, land owners and developers.
CoC – Chamber of Commerce: El Paso, Fremont and Pueblo Counties
EDC- Economic Development Corporations: El Paso, Fremont and Pueblo Counties
DS - Housing data sources, including apartment associations, universities, Pikes Peak Regional Building Department, etc.
HBA - Housing and Building Association

EDUCATION

Seventeen school districts serve the Fort Carson study area and capacity varies widely among them, with central city and older developed areas showing excess capacity and newly developing areas quickly outpacing supply. The phenomenon is most pronounced at the developing fringe, where once rural school districts experience the greatest increases. While military-dependent students are found in all 17 school districts (see Figure 3.2), most students with Fort Carson ties are concentrated in the districts closest to Fort Carson.

This section is based on the belief that schools are a vital component in the quality of life of a region by providing educational services to future generations, teaching careers to dedicated educational staff, and adding intrinsic value to the local communities. As Fort Carson continues to expand, it is important that all local school districts examine impacts on student enrollment so their ability to provide quality education is not constrained.

This section's primary purpose is to "test" each district to ensure it has space for additional children in the district through the FY 2011 end-state, highlighting anticipated shortfalls, as well as provide initial recommendations for consideration by the Colorado Defense Mission Coalition (CDMC). It secondarily addresses issues relating to staffing constraints and access to degree programs.

The section also addresses adult education issues relating to the Fort Carson troop increase, as well as estimates of demand and capacity for adult education opportunities for soldiers, civilian employees, and dependents stationed at Fort Carson. It finds that the Mountain Post Training and Education Center (MPTEC) facility will not be able to support both military training and adult education at the existing level of service due to a shortage of classroom and other building space. It is possible that adult education programs will be substantially reduced in order to accommodate military training programs. Without additional space, there will be no room to grow programs to match the anticipated population growth.

Methodology

As discussed below, school demand and capacity projections are based on demographic data compiled in May 2007. As additional data are made available regarding incoming troops and programming changes in schools, the school capacity projections provided in this report will be revised. Capacity updates will include 2007-2008 school year enrollment data, utilization rates that more closely reflect the school districts' actual utilization numbers, school programming changes, such as implementation of full-day kindergarten, and updated demographic information regarding additional troops expected to arrive at Fort Carson by FY 2013.

School forecasts are based on the demographic and housing assumptions prepared for the Fort Carson Regional Growth Plan by RKG Associates, Inc. in May 2007. These assumptions indicate that new population growth associated with the forecast troop increases (including military personnel, civilians, and all dependents) will add approximately 33,800 new persons to the study area population through 2011. The majority of new residents will relocate primarily in southern Colorado Springs, Fountain, and unincorporated El Paso County (Security and Widefield). While the State of Colorado has an open enrollment policy, it is important to determine if each district has capacity for its resident students. For this reason, student forecasts are focused on the district in which new students will reside, and do not consider open enrollment. Thus, this regional analysis provides the basis for such a comparison and identifies any potential shortfalls for the affected school districts.

The projection and capacity analysis focuses on the five most impacted school districts in the Fort Carson study area (Figure 3.2). The most impacted school districts are those within the primary housing impact area as identified in the Housing Technical Report for the Growth Plan and are as follows: Widefield District 3, Colorado

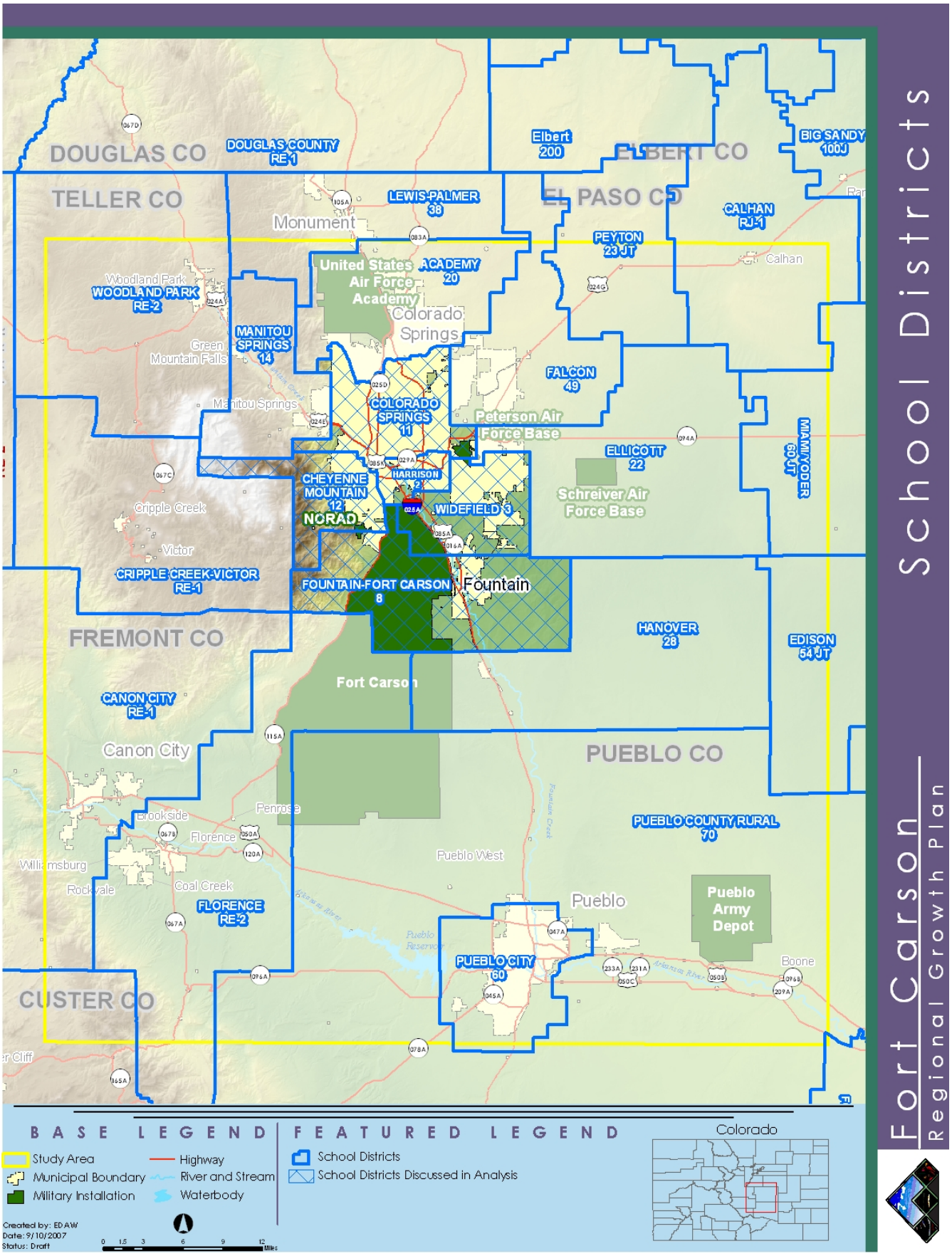


Figure 3.2 - School District Boundaries in the Fort Carson study area.

Springs District 11, Harrison District 2, Cheyenne Mountain District 12, and Fountain-Fort Carson District 8. The remaining school districts serving Fort Carson in the study area are grouped as "Other Districts." Students forecasted to attend private schools and home schools are also included in the analysis.

Forecasts are calculated for new students generated from growth at Fort Carson, as well as baseline growth in population that would occur regardless of Fort Carson troop increases. Each school district independently conducts its own student enrollment forecast on a regular basis and should continue to do so.

Key Findings

The total number of new children arriving in the Fort Carson study area is estimated to be 14,800 over the next five years. Of those children, approximately 9,200 will be of school age upon arrival. Roughly 6,000 of the 9,200 school aged children can be attributed to population growth at Fort Carson, and 3,200 from baseline growth. Table 3.4 presents a summary of the forecast number of school age children for the Fort Carson study area through 2011.

Over half of new students are forecasted to reside within Fountain-Fort Carson District 8 (32 percent) and Widefield School District 3 (27 percent), with the remainder residing within Colorado Springs District 11 (15 percent), Harrison District 2 (13 percent), Cheyenne Mountain District 12 (4 percent), or attending Outside School Districts (4 percent) or private schools and home schools (6 percent).

The research team found strong evidence of the outstanding efforts by school programs, district officials, and Fort Carson to "go the extra mile" for military students. Fort Carson School Liaison Officers and their school district counterparts communicate openly as a team to share ideas and information. Additionally, in 2007, the state adopted legislation to help address the impacts of rapid military growth on local school districts. HB 07-1232 established a "second count day" in February to allow school districts impacted by military growth to apply for supplemental funding from the Colorado Department of Education (equal to one half of a district's per-pupil funding) for dependents of active duty military personnel who arrive after the official October 1 student count. This second count day was authorized through the 2010-11 school year, but is subject to annual appropriations, so that future funding is not guaranteed. Also, while this funding helps school districts with operational costs, it does not address capital funding to meet additional capacity needs.

The analysis in this report shows that the school districts in the Fort Carson study area, notably Fountain-Fort Carson District 8 and Widefield School District 3, will experience capacity shortfalls, particularly at the elementary and high

Table 3.4 - FY 2011 End-State Summary of Forecasted School Age Children by District

School District	K-5	6-8	9-12	Total
Fountain-Fort Carson District 8	1,541	679	716	**2,935**
Colorado Springs District 11	740	326	343	**1,409**
Harrison District 2	604	267	283	**1,153**
Widefield School District 3	1,277	571	609	**2,457**
Cheyenne Mountain District 12	174	77	81	**332**
Outside School Districts	189	83	87	**359**
Private School/Home School	294	130	137	**561**
Total	**4,818**	**2,132**	**2,257**	**9,207**

Source: RKG Associates, Inc.

school levels, as shown in Table 3.5. Other districts will have sufficient capacity to meet growth demands. However, capacity deficits would likely increase should kindergarten programs continue to trend toward all day programs.

Please note that education impacts will be revised based on more updated information as demographic and school capacity information changes. Timing of troop (and student) arrivals will also be addressed as additional waves of troops are anticipated in 2009 and 2011.

Table 3.5 - End-State Capacity Analysis for Impacted School Districts, FY 2011-12

New Fort Carson Students Only					
	Widefield D3	**Colorado Springs D11***	**Harrison D2**	**Cheyenne Mountain D12**	**Fountain-Fort Carson D8**
Elementary					
Forecasted Students	1024	565	448	151	1177
Surplus/Deficit in Permanent Seats	(1233)	3349	3159	391	(260)
Surplus/Deficit in Temporary Seats	(808)	4619	n/a	n/a	n/a
Middle School					
Forecasted Students	247	241	191	36	503
Surplus/Deficit in Permanent Seats	298	1769	1459	52	278
Surplus/Deficit in Temporary Seats	598	n/a	n/a	n/a	n/a
High School					
Forecasted Students	419	265	210	61	556
Surplus/Deficit in Permanent Seats	451	817	946	69	(365)
Surplus/Deficit in Temporary Seats	n/a	n/a	n/a	n/a	n/a
New Fort Carson Students Plus Baseline Growth					
	Widefield D3	**Colorado Springs D11***	**Harrison D2**	**Cheyenne Mountain D12**	**Fountain-Fort Carson D8**
Elementary					
Projected Students	1558	783	639	213	1637
Surplus/Deficit in Permanent Seats	(1767)	3131	2968	329	(720)
Surplus/Deficit in Temporary Seats	(1342)	4401	n/a	n/a	n/a
Middle School					
Projected Students	403	351	288	54	736
Surplus/Deficit in Permanent Seats	142	1659	1362	34	45
Surplus/Deficit in Temporary Seats	442	n/a	n/a	n/a	n/a
High School					
Projected Students	721	408	335	96	857
Surplus/Deficit in Permanent Seats	149	674	821	34	(666)
Surplus/Deficit in Temporary Seats	n/a	n/a	n/a	n/a	n/a
Source: RKG, EDAW, Inc.					
*D11 capacity includes entire district.					
*Student forecasts include matriculation for years 2007-2011					

Summary of Recommendations

The following recommendations will be reviewed with the education partnership group. For a complete description of the recommendations, see p. 28 in the Education Technical Report.

Forecasted Facility Capacity Shortfalls and Surpluses:

- Schools with projected capacity shortfalls should obtain funding and construct facilities required to meet Fort Carson student needs.
- School districts should address variations in forecasted facility capacity shortfalls through the three "B's"
  - Boundary adjustments
  - Bonding
  - Building
- For school districts with surplus capacity, maximize opportunities to attract military students from other school districts through school-of-choice promotions, charter schools, special programs, and special need services.
- School districts should continue to regularly conduct their own student forecasts as demographic and housing development trends evolve and change annually.

Staffing Shortages

- School districts and Fort Carson should work together to fill the 400 new FTE teaching positions by encouraging military spouses and former service members to seek employment in schools.
- Aggressively promote Troops-to-Teachers, Teach for America, ABCTE or other alternative certifications programs to increase employment of former military personnel or spouses as teachers.

Coordination between Education Providers and Fort Carson

- Local school districts should create a working group consisting of key stakeholders throughout the study area, referred to as the Military Impact School District Coalition. The mission of the MISDC should be to monitor impacts of military dependents on local school districts, offer opportunities for information exchange between districts that are affected by military impacts, and provide a unified organization to pursue grant funding and other publicly-available monies.

- Organize meaningful collaborations between installation and school district officials and staff, such as joint professional development or representation from Fort Carson on the school board or Parent-Teacher Association (PTA) leadership board.

Coordination with Parents and Students

- A hub for communication, such as a central Web site should be developed to provide centralized, easy to access to information from the school districts and Fort Carson.

Student Transitions and Achievement

- School calendars and scheduling implications (attendance requirements, etc.) should be clearly posted on all appropriate Web sites and provided in other sources of information for new military parents and students.
- Expect excellence in student achievement and provide multiple routes to success by ensuring that military students have the opportunity to take high level courses of study that can assist them in obtaining course reciprocity and graduation approvals at subsequent schools.
- School districts should review their systems to initially assess each new student during week one, and thereafter monitor students after week two, four, and six, changing instruction or environments if needed to improve performance.

- School districts and Fort Carson should encourage and support military student networking organizations, such as a Fort Carson Student Service Club or Junior Reserve Officer Training Corps.
- Teachers and counselors should receive relevant professional development on the life of the military family (i.e., military culture training) and how that relates to the school experience.
- School districts should collaborate with Fort Carson to provide a community orientation program for new military families.
- Fort Carson should formally recognize outstanding efforts or effective programs, and possibly eventually hold them up as models for other school districts in the study area.

Adult Education

- Support congressional appropriation to construct a new Multi-use General Instruction Building and Education Center at Fort Carson as soon as possible.
- Partner with the Fort Carson adult education office to identify new programs required to meet the changing vocational needs of the community.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
EDUCATION							
ISSUE:	**#1. Capacity varies across school districts in the region, and the most heavily impacted districts anticipate shortfalls based on Fort Carson growth.**						
RECOMMENDATION:	**#1.1 Construct additional facilities or capacity where needed to meet demand.**						
Action 1.1.1: **(Priority)**	Obtain funding for and construct additional capacity as needed for school districts impacted by Fort Carson troop increases, including elementary schools in D-3 and D-8.	SD		X		G	SD/DOD/USDE
RECOMMENDATION:	**#1.2. Maximize open enrollment opportunities by attracting students to underutilized facilities.**						
Action 1.2.1:	Attract new students by improving academic performance, facilitating enrollment, and offering additional "military-friendly" programming.	SD		X		A	
Action 1.2.2:	Consider the ability of public charter schools to attract students and provide capacity for incoming troop	SD	Private School Assoc.	X		A	
RECOMMENDATION:	**#1.3. Keep accurate accounts of district demographics.**						
Action 1.3.1: **(Priority)**	Continue to work with the Army and applicable stakeholders to maintain accurate demographic forecasts and the ability to evaluate boundary adjustments and building needs.	CYS/FC/SD		X		A	
RECOMMENDATION:	**#1.4. Pursue creative facility partnerships between agencies to provide additional educational services or supplement existing programs.**						
Action 1.4.1:	Evaluate co-locating agency programs to meet facility needs for all impacted stakeholders in the region.	SD / CYS / MPTEC / U		X		A	
ISSUE:	**#2. Districts will experience staffing shortages, especially for special needs services.**						
RECOMMENDATION:	**#2.1. Pursue additional staffing levels that adequately serve special needs students and families.**						
Action 2.1.1: **(Priority)**	Identify and obtain funding for hiring certified teachers, counselors, paraprofessionals and other staff needed to support Fort Carson students with special needs.	SD		X		D-G	SD/CDE/USDE/DOD
RECOMMENDATION:	**#2.2. Encourage military spouses and former military service members to seek employment in schools.**						
Action 2.2.1:	Recruit military-related individuals to become public school teachers or education specialists.	SD / MPTEC / WC	MWTTT	X		A	
RECOMMENDATION:	**#2.3. Promote the rapid certification and placement of potential military-related teachers**						
Action 2.3.1: **(Priority)**	Facilitate access to rapid certification programs to reduce impacts of staff shortfalls, supporting programs such as Troops to Teachers and Spouses to Teachers, as well as financial assistance for training programs, such as the Pikes Peak Workforce Center's Career Advancement Accounts.	MPTEC / U / SD/ WC	ABCTE/ MWTTT	X		A	
ISSUE:	**#3. Coordination Between Education Providers and Fort Carson**						
RECOMMENDATION:	**#3.1. Communicate troop movements to school districts**						
Action 3.1.1:	Create a joint Fort Carson - school district working group.	SD / CYS		X		A	
Action 3.1.2: **(Priority)**	Work with Fort Carson and the Army to encourage, when possible, family transitions during summer months, prior to the beginning of the school year, to assist school districts in planning budgets and staffing needs.	SD/FC/DOD		X		(--)	
RECOMMENDATION:	**#3.2. Pursue federal and state funds to offset impacts on school districts from the troop increase.**						
Action 3.2.1:	The working group should provide a unified approach to pursue publicly-available funds to offset impacts from the population increase.	SD / CYS / CDE		X		A	

ISSUE:	**#4. Coordination with Parents and Students**						
RECOMMENDATION:	**#4.1. Create or enhance a centralized communication hub to provide easy access to information.**						
Action 4.1.1:	Provide a publicly-available information center that contains up-to-date information on schools and districts, education programs, school calendars, CSAP scores and other types of data relevant to military parents.	CYS		X		A	
ISSUE:	**#5. Variation in School Calendars**						
RECOMMENDATION:	**#5.1. Clearly post school calendars on a central website, and consider the synchronization of start and end dates of the most impacted surrounding school districts.**						
Action 5.1.1:	School information for every district regarding school calendars and start and end dates should be posted on the communication hub.						
Action 5.1.2:	Consider synchronizing start and end dates for all five of the most impacted school districts to facilitate coordination with other parent and child-related services within the community and for smoother transitions.						
ISSUE:	**#6. Facilitating new student transitions**						
RECOMMENDATION:	**#6.1. Expect excellence in student achievement and provide multiple routes to success.**						
Action 6.1.1:	Encourage transferring military students to take the highest level courses of study within their ability.	SD / CYS		X		A	
Action 6.1.2:	Regularly assess the adjustment of military students and consider changes in instruction or environments as needed to improve performance. Formally recognize outstanding efforts or effective adjustment programs and share these models with other school districts.	SD		X		A	
Action 6.1.3:	Formalize military student networking organizations, community orientation programs for new military families, and relevant professional development training for teachers and counselors who work with military students.	SD		X		A	
ISSUE:	**#7. Availability of Adult Education Opportunities**						
RECOMMENDATION:	**#7.1. Explore congressional appropriations, private-public partnerships, and other funding sources in addition to major Construction Authority funds for a new MPTEC.**						
Action 7.1.1:	Pursue alternative forms of funding and collaboration opportunities to obtain the investment needed to build a new education facility on or off Fort Carson.	U / MPTEC	ACME	X		A	
Action 7.1.2:	Construct a new multi-use training facility at Fort Carson.	U / MPTEC / FC			X	G	
RECOMMENDATION:	**#7.2. Identify adult education needs for Fort Carson soldiers and families.**						
Action 7.2.1: **(Priority)**	Partner with the Ft. Carson adult education office (MPTEC) to further assess adult education needs to include programs and infrastructure for Soldiers, military spouses, and members of the local community. Focus will include identification of current and projected local career shorfalls and development of the workforce.	PPACG/ MPTEC/ SD/ CDE/ WC		X		A	

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
U - Universities
C - Counties
SD - School Districts
CDE - Colorado Department of Education
CYS - Fort Carson Child & Youth Services
MPTEC - Mountain Post Training and Education Center, Fort Carson
WC - Workforce Centers
DOD - U.S. Department of Defense
USDE - U.S. Department of Education

PRIVATE SECTOR/NON-PROFIT

NMFA - National Military Family Association
MCEC - Military Child Education Coalition
ABCTE - American Board for Certification of Teacher Excellence
PPBOCES - Pikes Peak Board of Cooperative Educational Services
MWTTT - Mountain West Troops to Teachers
ACME - Advisory Council on Military Education

TRANSPORTATION

Introduction

The demand for transportation services is directly related to the demographic, economic, and geographic characteristics of a region. The total demand for transportation typically rises in proportion to increases in population, employment, and improved economic conditions. As a region grows, the numbers and lengths of individual trips typically increase. Expanding population and employment, along with improved economic conditions result in an increased need for transportation facilities and services.

This section assesses the impacts of Fort Carson's projected growth on the regional transportation system within the study area (Figure 3.3). It also contains specific recommendations for how those identified impacts should be addressed. In doing so, it takes several interrelated elements of the regional transportation system into account. The first of these is the roadway system as it functions off-post, on-post, and at the interface of the active gates to Fort Carson. The second element is the non-motorized transportation system in the form of pedestrian and bicycle facilities, again as they function off-post, on-post, and at the gate access points. The third element is transit, as it serves the surrounding community and Fort Carson. How each of these modes will meet the mobility needs of the projected increase in population due to Fort Carson's growth, both individually and in relation to one another, is a key consideration in this assessment.

Another key consideration is the planned and funded transportation improvements that are currently underway to help meet the impacts of Fort Carson's growth. Transportation planning for those impacts is a subset of the ongoing, interrelated process of federal, state, regional, local, and installation transportation planning. Similarly, funding and construction of transportation improvements are the result of those combined planning and programming efforts. This section examines how current transportation planning efforts will affect Fort Carson in the next several years, as well as how the transportation improvements that are currently funded and under construction will provide more immediate mitigation of growth impacts.

Finally, there are elements of the regional transportation system that are more specific to the operational requirements of Fort Carson, namely rail transport and aviation. The growth impacts on each of these elements are briefly examined.

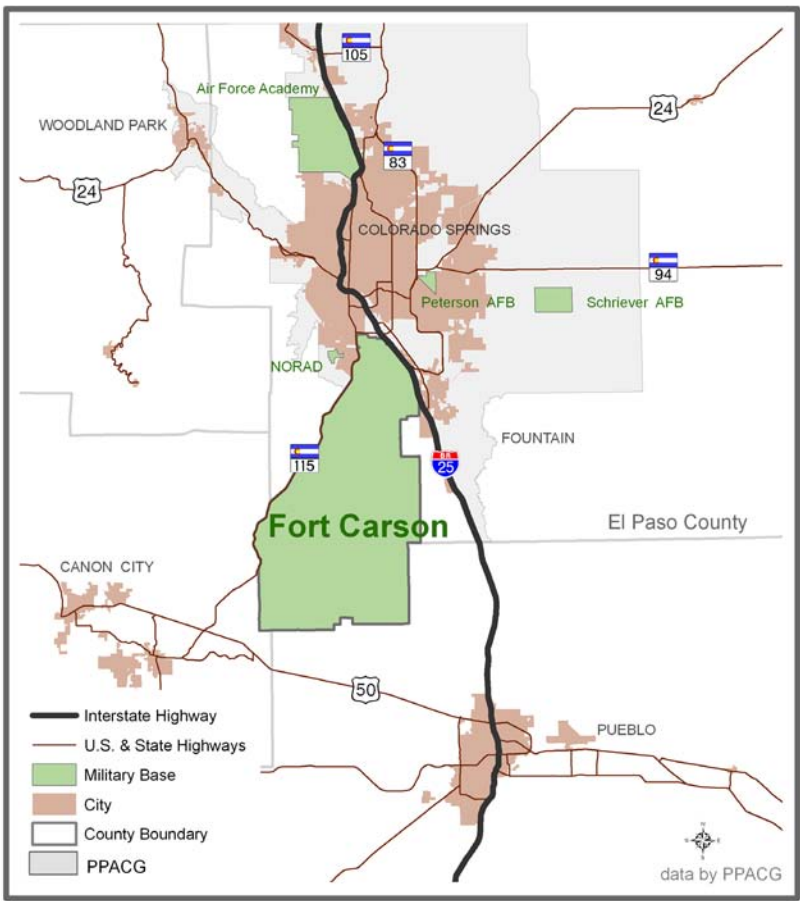


Figure 3.3 - Major Corridors in the Fort Carson Study Area

Methodology

This assessment is based on a review of the three specific long-range transportation plans that are impacted by the growth of Fort Carson: Moving Forward, the Pikes Peak Area's 2035 Regional Transportation Plan, the Central Front Range 2035 Regional Transportation Plan, and the Pueblo Area 2035 Long Range Transportation Plan.

In addition to the regional plans, three other studies relating to local transportation systems and Fort Carson were drawn upon to analyze existing transportation facilities and improvements in this

assessment. They are the I-25/SH 16 East Entrance to Fort Carson Environmental Assessment (June 2007), the Fort Carson Transformation Environmental Impact Statement (June 2007), and the Fort Carson Transportation Study (original September 2005 and updated in March 2008).

Key Findings

The volume of traffic around Fort Carson will increase by at least twenty percent between 2005 and 2015, with the majority of these increases directly attributable to Fort Carson. The PPACG base-year model (year 2005) indicates that Fort Carson contributes approximately

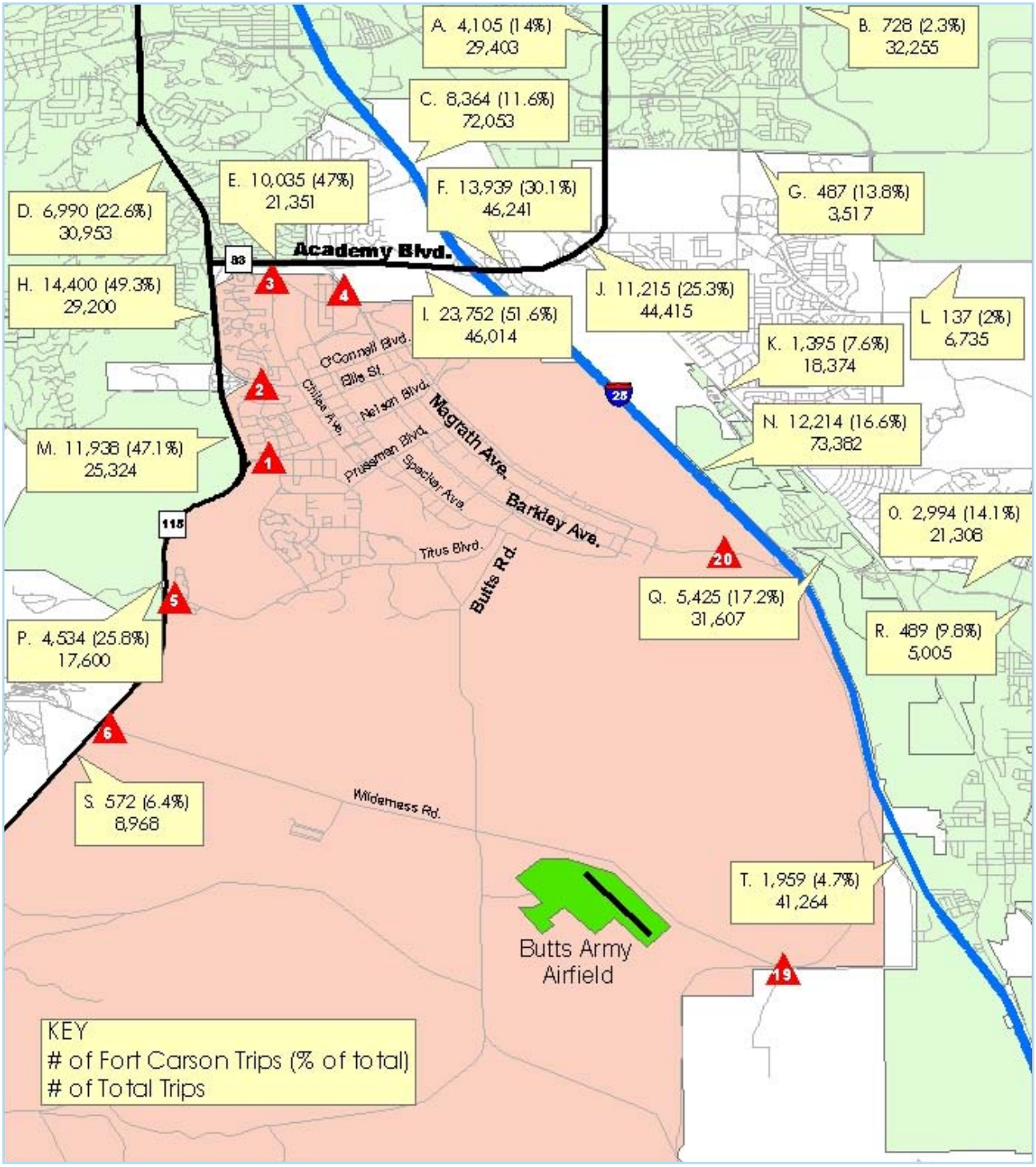


Figure 3.4 - Modeled Daily Road Volumes and Fort Carson Share for 2005

50,000 trips to the regional roadway network on a daily basis. For year 2015 there will be approximately 63,250 trips attributable to Fort Carson.

Traffic volumes on Fort Carson's roadway system will increase significantly from the added troops and their dependents. Existing traffic data indicate that congestion exists on select installation roadways during peak periods. Some signalized

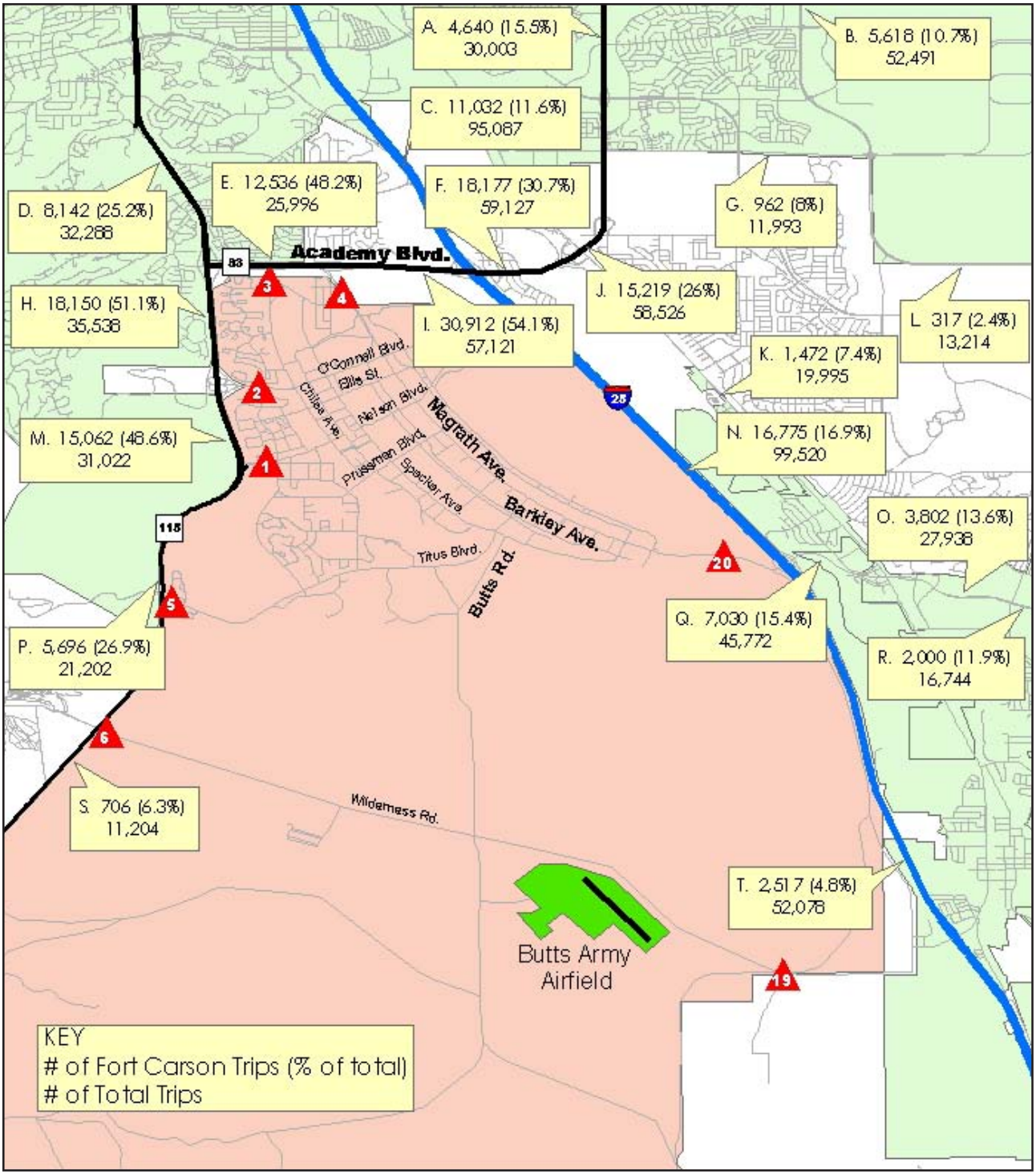


Figure 3.5 - Modeled Daily Road Volumes and Fort Carson Share for 2015

intersections may not operate at acceptable levels of service in 2011. Additionally, the facilities that would be constructed to accommodate the new troops will change travel patterns around the installation. Impacts caused by an increase in traffic volumes on Fort Carson could be mitigated by implementing the suggested roadway improvements outlined in the Fort Carson Comprehensive Transportation Study (DPW, 2005).

Existing and forecasted traffic volumes at the six active gates show significant increases can be anticipated at each of the currently active gates, even with the planned activation of two additional southern gates, as shown in Figures 3.4 - 3.6.

Table 3.6 - Existing and Forecast On-Post 24-hour Traffic Volumes

Roadway Class	Roadway	2005 Average Daily Traffic	2011 Average Daily Traffic	Average Daily Traffic Growth (%)
Arterials	Magrath Avenue (between Prussman Blvd. and Yano St.)	2,450	9,343	381.3%
	Barkley Avenue (between Hogan St. and Khe Sahn St.)	2,970	7,277	245.0%
	Butts Road (near Mates Facility Access	2,040	3,645	178.7%
Collectors	Ellis Street (between Wallace St. and Pershing Dr.)	2,270	4,682	206.3%
	Nelson Boulevard (between Barkley Ave. and Pershing Dr.)	2,110	4,755	225.4%
	Prussman Boulevard (between Iron Fighter Dr. and Specker Ave.)	5,610	14,570	259.7%
	Specker Avenue (between Ellis St. and Evans St.)	7,570	16,220	214.3%
	Chiles Avenue (between Ellis St. and O'Connell Blvd.)	8,520	21,656	254.2%
Sources:				
DPW, 2005 (2005 ADT)				
Gannett Fleming, Fort Carson, Colorado Comprehensiv e Transportation Study, 2008 Update (2011 ADT)				

Pedestrian and bicycle facilities surrounding Fort Carson consist of the available sidewalk systems and off-street trails systems (Figure 3.7). There are no designated on-street bicycle facilities directly serving the active entry points to the installation.

Pedestrian and bicycle facilities on Fort Carson consist of the sidewalk system for pedestrian travel and the roadway system for on-street bicycle travel. There are currently no facilities for pedestrian or bicycle access through the six active gates on-post.

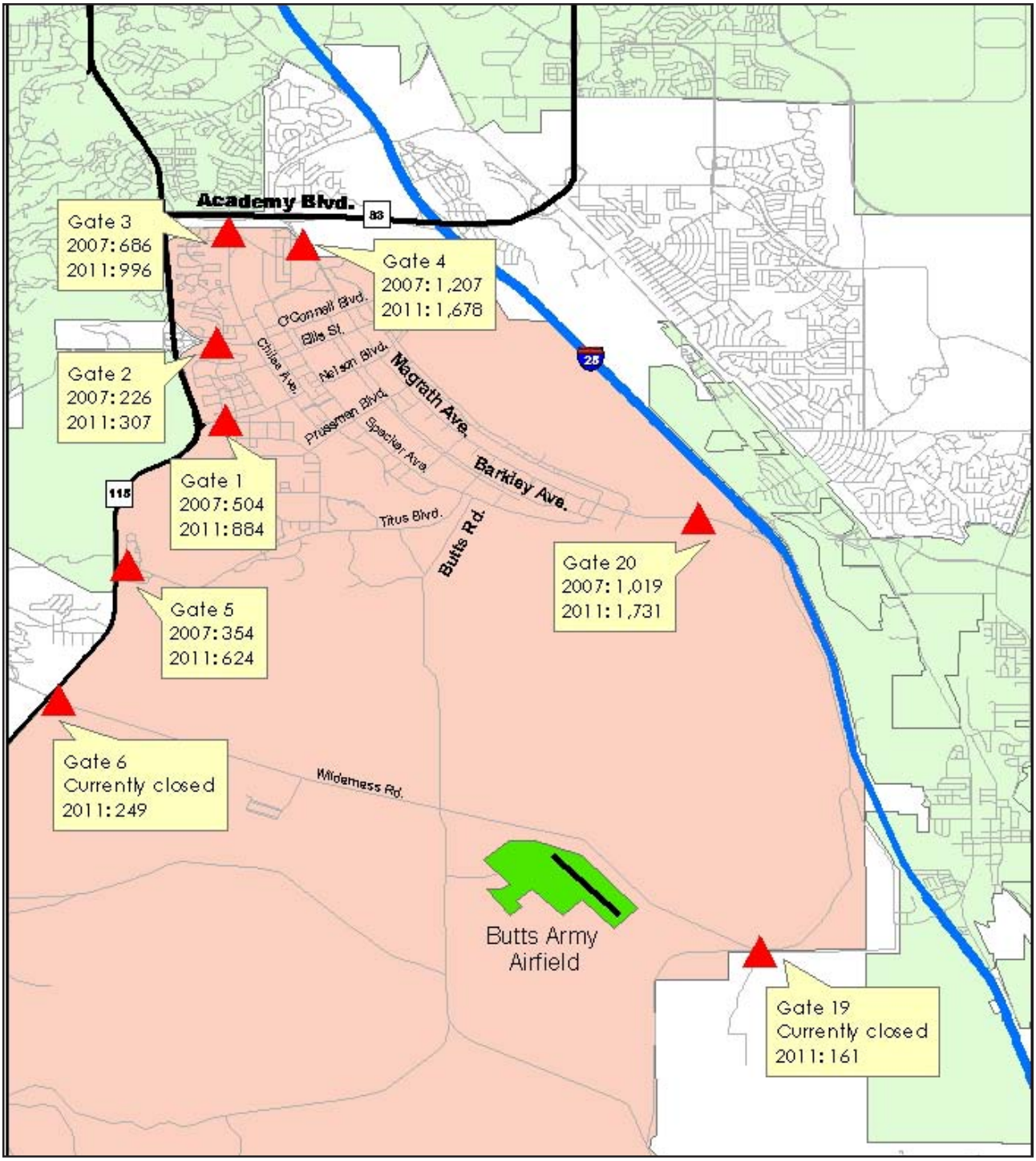


Figure 3.6 - Existing 2007 and Forecast 2011 Peak Hour Gate Traffic

Fort Carson is currently developing a pedestrian and bicycle plan to identify future improvements and facilities. The projected troop increase will not affect transit services at Fort Carson, although the realignment of troops to Fort Carson may minimally increase transit ridership on post and region-wide. The current transit system is not compatible with troops' schedules, such as morning physical training (Figure 3.8). Therefore, it is unlikely that future transit ridership will increase until a system based on troops' needs is implemented. Ongoing coordination with Mountain Metropolitan Transit

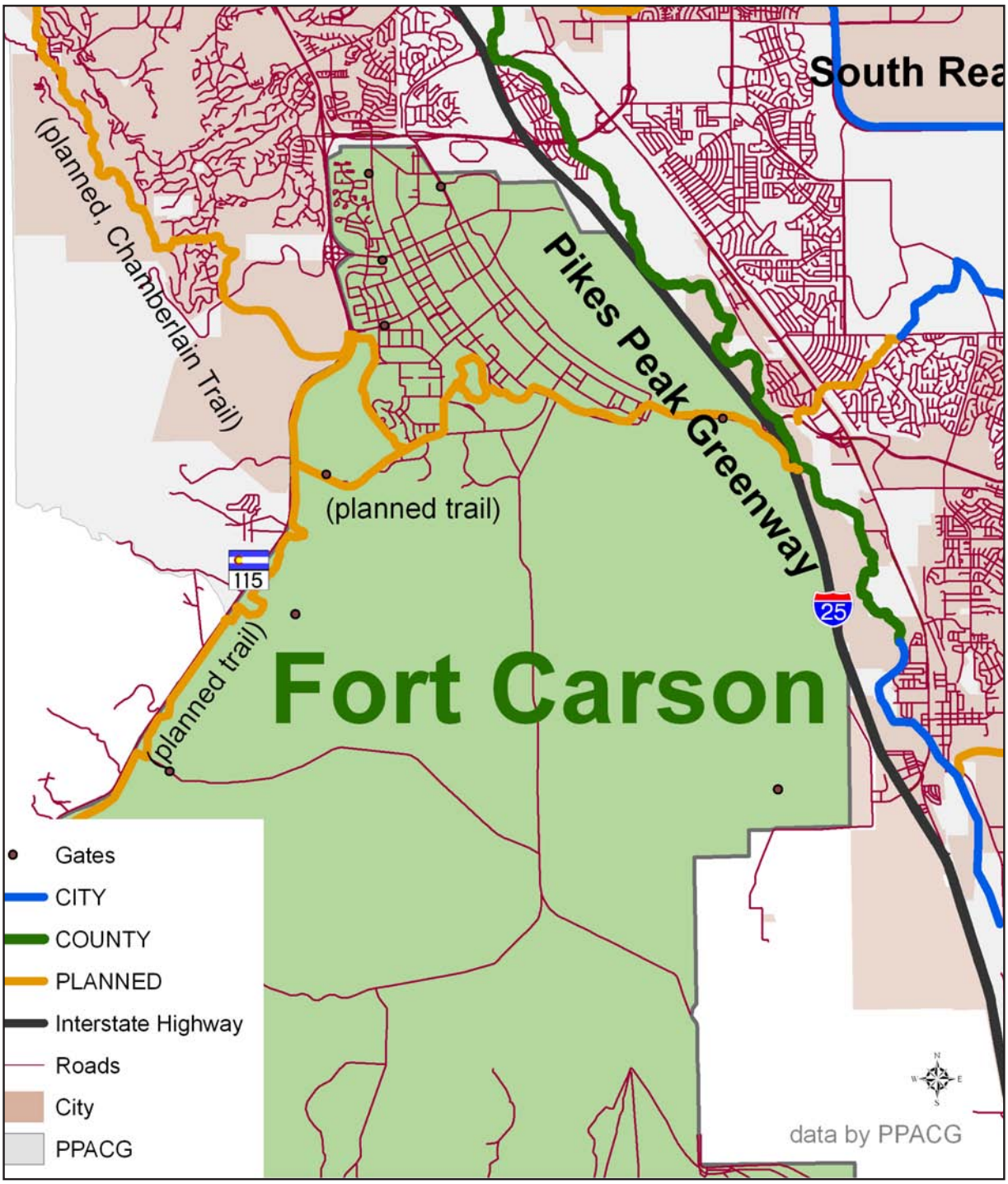


Figure 3.7 - Off-Post Bicycle and Pedestrian Facilities

to assess Fort Carson's transit needs as additional troops arrive should focus on meeting the needs of troops and their dependents in order to minimize use of single occupant vehicles. Additional bus routes with more frequent service could be implemented if the service meets these needs.

Use of the rail system for transport of equipment will increase to accommodate increased troop training at the Piñon Canyon Maneuver Site (PCMS). With proper coordination, the increased use of rail would not burden the rail system.

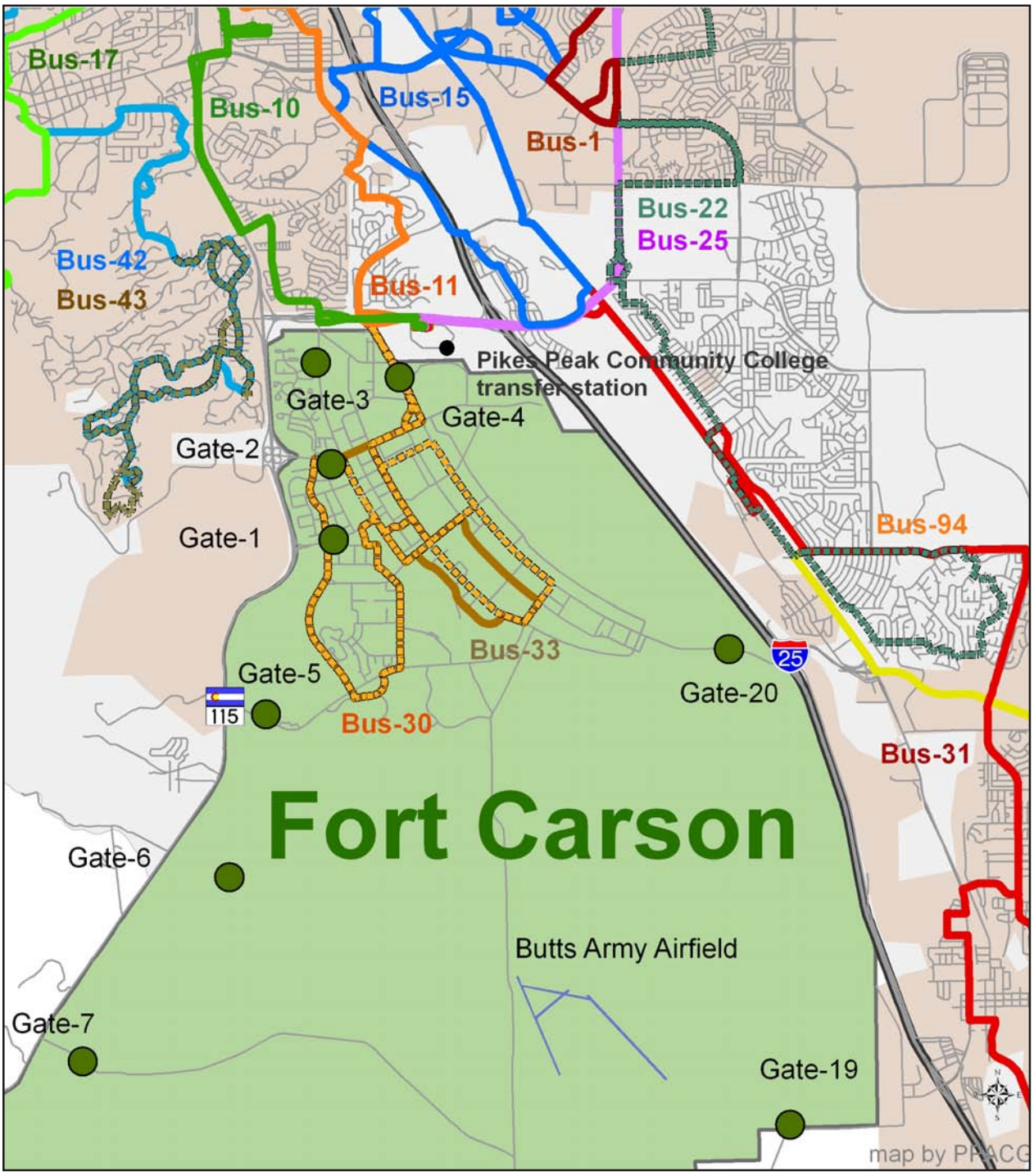


Figure 3.8 - On and Off-Post Transit Services

There will be no additional aircraft assigned to Fort Carson and no increase in the number of aviation training missions. Therefore, at this time, there are no anticipated impacts to aviation.

There are three major funded transportation improvements that are currently underway to help meet the impacts of Fort Carson's growth.

SH 16/I-25 Interchange Improvements

- Widen SH 16 to four lanes from Fort Carson Gate 20 to Powers Boulevard
- Replace interchange with I-25
- Reconstruct interchange with US 85
- New bridge structures to accommodate Army's heavy equipment for rapid deployment route
- Cost: $60.5 million

Rapid Deployment Route and Defense Access Road to A/DACG

- Construct 1 mile+ link to connect re-designated Rapid Deployment Route to new 90-acre A/DACG facility
- Includes utility infrastructure
- Part of overall City of Colorado Springs Airport Business Park planning and design
- Cost: $8.1 million

South Metro Accessibility Phase 1

- Widen South Academy Boulevard from SH 115 to I-25
- Replace bridge structures
- Improve access to Fort Carson Gate 4
- Design and construct new expressway between Academy Boulevard and Powers Boulevard
- Cost: $78.8 million

Summary of Recommendations

Continue planning and secure funding for the construction of improvements to state highways and access roads to support activation of Gates 6 and 19.

This recommendation includes continuing planning, programming, and funding efforts through the Federal Highway Administration, Department of Defense, Colorado Department of Transportation, and the Pikes Peak Area and Central Front Range Metropolitan Planning Organizations to construct the needed off-post improvements.

Continue planning efforts to develop and enhance non-motorized transportation on- and off-post.

In addition to completing a non-motorized transportation plan that focuses on the bicycle and pedestrian facilities within Fort Carson and between the surrounding communities, it is important to coordinate planned bicycle and pedestrian improvements to support transit service and parking management.

Develop strategies on- and off-post to increase transit ridership.

Strategies include utilizing federal programs for free transit passes for on-post personnel, developing a mix of incentives and disincentives to encourage transit ridership, educating post employees regarding opportunities to use transit, and establishing an on-post shuttle service system.

Develop a travel demand management (TDM) program for Fort Carson.

Include TDM strategies in land use planning on- and off-post.

These two recommendations include a program and strategies to improve parking and access management at the gates and on-post, coordinating parking locations with shuttle service, and encouraging ridesharing.

Continue to convene the Transportation Partnership Group on a regular basis to address transportation issues related to Fort Carson's Growth.

As transportation plans and improvements go forward, and transportation issues related to Fort Carson's growth continue to evolve, it is important to maintain the communication and coordination necessary to address ongoing impacts.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
TRANSPORTATION							
ISSUE:	**#1. Improvements are needed to support activation of Gates 6 and 19 and access to Wilderness Road**						
RECOMMENDATION:	**#1.1. Continue planning for and secure funding for the construction of improvements to state highways and access roads to support activation of Gates 6 and 19.**						
Action 1.1.1: **(Priority)**	Continue planning and construction of capacity improvements to SH 115 between Gates 1 and 6.	FC/PPACG/CFR		X		G	CDOT/FHWA/DoD
Action 1.1.2:	Continue funding and planning through PPACG and Central Front Range for SH 115 improvements and inclusion in TIPs.	FC/PPACG/CFR		X			
Action 1.1.3: **(Priority)**	Continue planning for construction of access road improvements for Gate 19.	FC/C/DoD			X	D	C/PPRTA/FHWA/DoD
ISSUE:	**#2. Lack of bicycle and pedestrian facilities and connectivity to support non-motorized transportation**						
RECOMMENDATION:	**#2.1. Continue planning efforts to develop and enhance non-motorized transportation on- and off-post.**						
Action 2.1.1: **(Priority)**	Complete a non-motorized transportation plan that focuses on the bicycle and pedestrian projects and access within Fort Carson and between the surrounding communities.	FC/C/M/PPACG		X		C	PPACG/DoC/FHWA
Action 2.1.2:	Improve connectivity and gate access for bicycles and pedestrians from off-post to on-post.	FC/C			X		
Action 2.1.3:	Coordinate bicycle and pedestrian improvements off-post with those on-post.	FC/C		X			
Action 2.1.4:	Coordinate bicycle and pedestrian plans for on- and off-post.	FC/C/M/PPACG		X			
Action 2.1.5:	Encourage pedestrian-friendly land use patterns on- and off-post.	FC/C/M/PPACG		X			
Action 2.1.6:	Plan pedestrian improvements in combination with transit improvements and parking layout.	FC		X			
ISSUE:	**#3. Low Ridership on Metro Transit Routes Serving Fort Carson**						
RECOMMENDATION:	**#3.1. Develop strategies on- and off-post to increase transit ridership**						
Action 3.1.1:	Utilize federal program(s) for free transit passes for on-post personnel.	FC, MM		X			
Action 3.1.2:	Educate post employees regarding opportunities to use transit.	FC, MM		X			
Action 3.1.3:	Develop a mix of incentives and disincentives to encourage transit ridership.	FC			X		
Action 3.1.4:	Establish on-post shuttle service to supplement Metro transit routes.	FC			X		
Action 3.1.5:	Establish a shuttle service to support common off-post trips (lunch, errands, etc.)	FC			X		
Action 3.1.6:	Plan improvements to transit service for Fort Carson in conjunction with improvements to Mountain Metro's overall system.	FC/MM			X		
Action 3.1.7:	Manage parking resources on- and off-post to support transit use.	FC/		X			

ISSUE:	**#4. No travel demand management (TDM) program for Fort Carson**						
RECOMMENDATION:	**#4.1. Develop a TDM program for Fort Carson**						
Action 4.1.1:	Provide priority parking for ride-sharing.	FC			X		
Action 4.1.2:	Examine flexing start times to minimize peak traffic congestion.	FC		X			
Action 4.1.3:	Develop a mix of incentives and disincentives for access and parking to encourage ride-sharing.	FC		X			
Action 4.1.4:	Coordinate the time frame for travel demand strategies and improvements for parking and each mode of transportation.	FC/		X	X		
RECOMMENDATION:	**#4.2. Include TDM in land use planning on- and off-post**						
Action 4.2.1:	Incorporate transit, bike, and pedestrian-friendly development patterns in land use decisions on- and off-post, including a joint City/County land use/transportation corridor development plan for South Academy Blvd.	FC/C/M/PPACG		X			
ISSUE:	**#5. The amount, location and layout of on-post parking discourages the use of other modes of transportation**						
RECOMMENDATION:	**#5.1. Improve parking management and parking utilization and off-post parking near gates**						
Action 5.1.1:	Conduct a parking utilization study of on-post parking.			X			
Action 5.1.2:	Develop a parking management plan to identify opportunities for consolidation and sharing of parking resources.				X		
Action 5.1.3:	Utilize parking to support transit, shuttle services, and pedestrian systems on- and off-post.			X			
ISSUE:	**#6. Maintaining communication between CDOT, MPO's, local governments, and Fort Carson regarding transportation needs, funding, and improvements.**						
RECOMMENDATION:	**#6.1. Continue to convene the Transportation Partnership Group on a regular basis to address transportation issues related to Fort Carson's Growth.**						
Action 6.1.1:	Provide staff and support for Transportation Partnership Group	PPACG/FC		X			

(B) $25,000-$50,000	FC - Fort Carson	**PRIVATE SECTOR/NON-PROFIT**
(C) $50,000-$100,000	C -Counties, M - Municipalities	FTA - Federal Transit Administration
(D) $100,000-$250,000	CFR - Central Front Range	DoD - Department of Defense
(E) $250,000-$500,000	MM - Mountain Metro Transit	PPRTA - Pikes Peak Rural Transportation Authority
(F) $500,000-$750,000	CDOT -Colorado Dept. of Transportation	FHWA - Federal Highway Administration
(G) $1 million +	USDOT - US Dept. of Transportation	HBA - Housing and Building Association
(--) – Unknown or no cost		

PUBLIC UTILITIES AND INFRASTRUCTURE

Introduction

The projected growth at Fort Carson through 2011 and beyond will result in an increased demand for water, natural gas, electric power, and wastewater treatment, not only from growth on-post, but also from the growth in the surrounding communities. This section reviews how the projected increase in utility demand and consumption is being planned for and met both on-post and off-post.

Fort Carson is one of the largest customers of Colorado Springs Utilities (CSU), a public utility owned by the City of Colorado Springs, and the largest provider in the region. The installation is supplied with water, natural gas, and electricity by CSU. Fort Carson provides its own wastewater treatment facilities. The post also owns, maintains, and extends all its own distribution lines for on-post service. While CSU provides utility service within the City of Colorado Springs and immediately adjacent areas, there are also a number of smaller utility districts that serve incorporated and unincorporated areas around Fort Carson (see Table 3.7 and Figures 3.9 - 3.12).

Table 3.7 - Utility Providers

Colorado Springs Utilities	Water, Wastewater, Electric, Gas
City of Fountain	Water and Electric
Widefield Water and Sanitation District	Water and Wastewater
Colorado Centre Metropolitan District	Water and Wastewater
Security Water and Sanitation District	Water and Wastewater
Stratmoor Hills Water District	Water
Rock Creek Mesa Water District	Water
Fountain Sanitation District	Wastewater
Fort Carson	Wastewater
Mountain View Electric Association	Electric

Key Findings

There are a three major utilities infrastructure projects planned to increase future capacity for the Fort Carson area. They include:

CSU

- Southern Delivery System

Lower Fountain Metropolitan Sewage Disposal District

- Regional Wastewater Treatment Facility

Xcel Energy

- Black Squirrel Power Plant

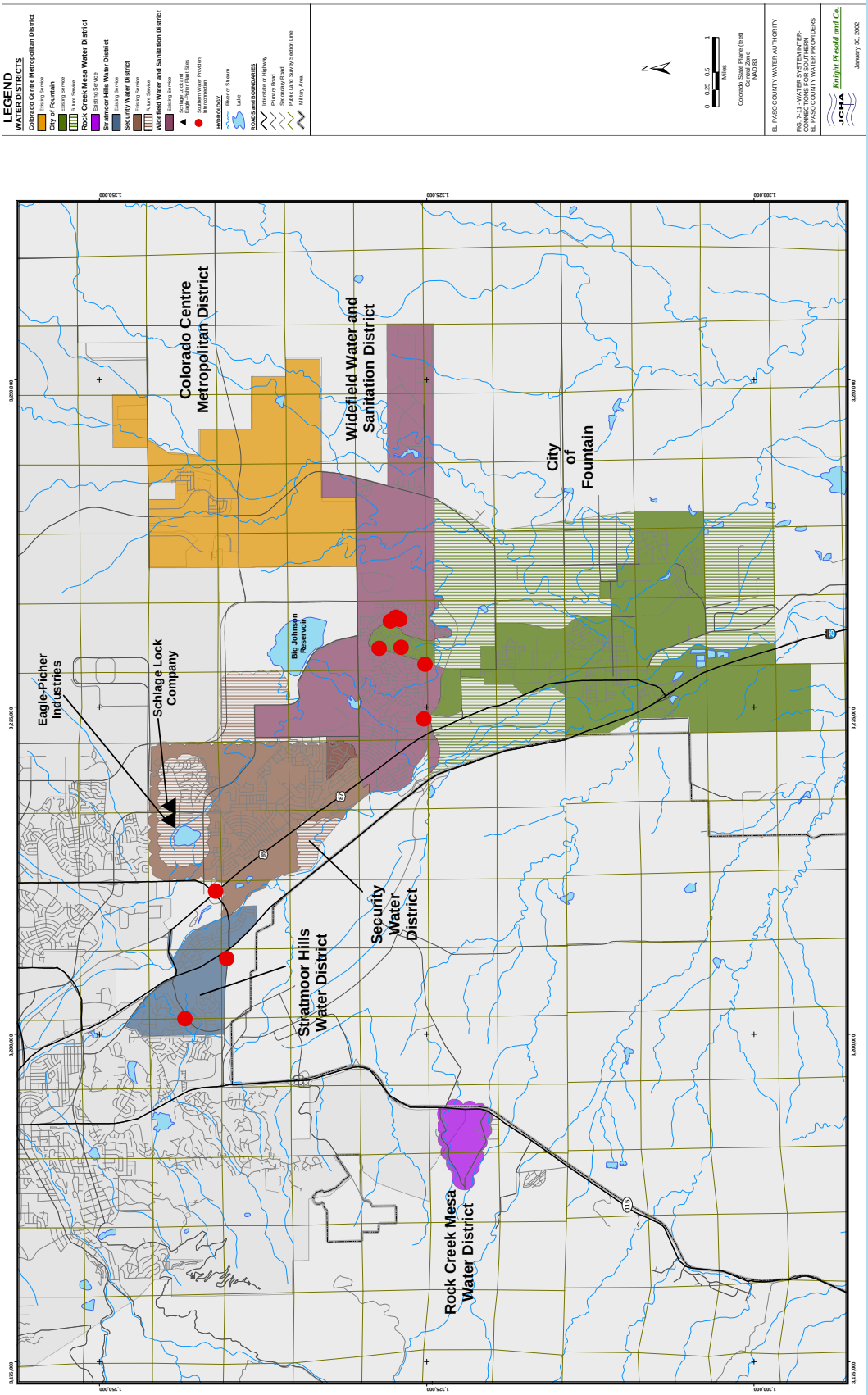
Fort Carson has aggressive sustainability goals for water and energy use:

- Sustain all facility and mobility systems from renewable sources by 2027.
- Reduce the amount of water purchased from outside sources by 75 percent per capita by 2027.
- Actual reduction in potable water consumed per capita of 39 percent in FY 06 from FY 01 (not including privatized housing).

Fort Carson's projected growth has been incorporated in all major utility capacity planning documents for CSU and the City of Fountain, as well as the other smaller districts.

Summary of Recommendations

- Maintain the projected increase in demand from projected growth at Fort Carson in all utilities planning.
- Following the lead of Fort Carson's Sustainability Program, build, support, and coordinate sustainability efforts in the surrounding communities.



Fort Carson
Regional Growth Plan

WATER SYSTEM INTERCONNECTIONS FOR S. EL PASO COUNTY WATER PROVIDERS

Figure 3.9 - Water System Interconnections for South El Paso County Water Providers

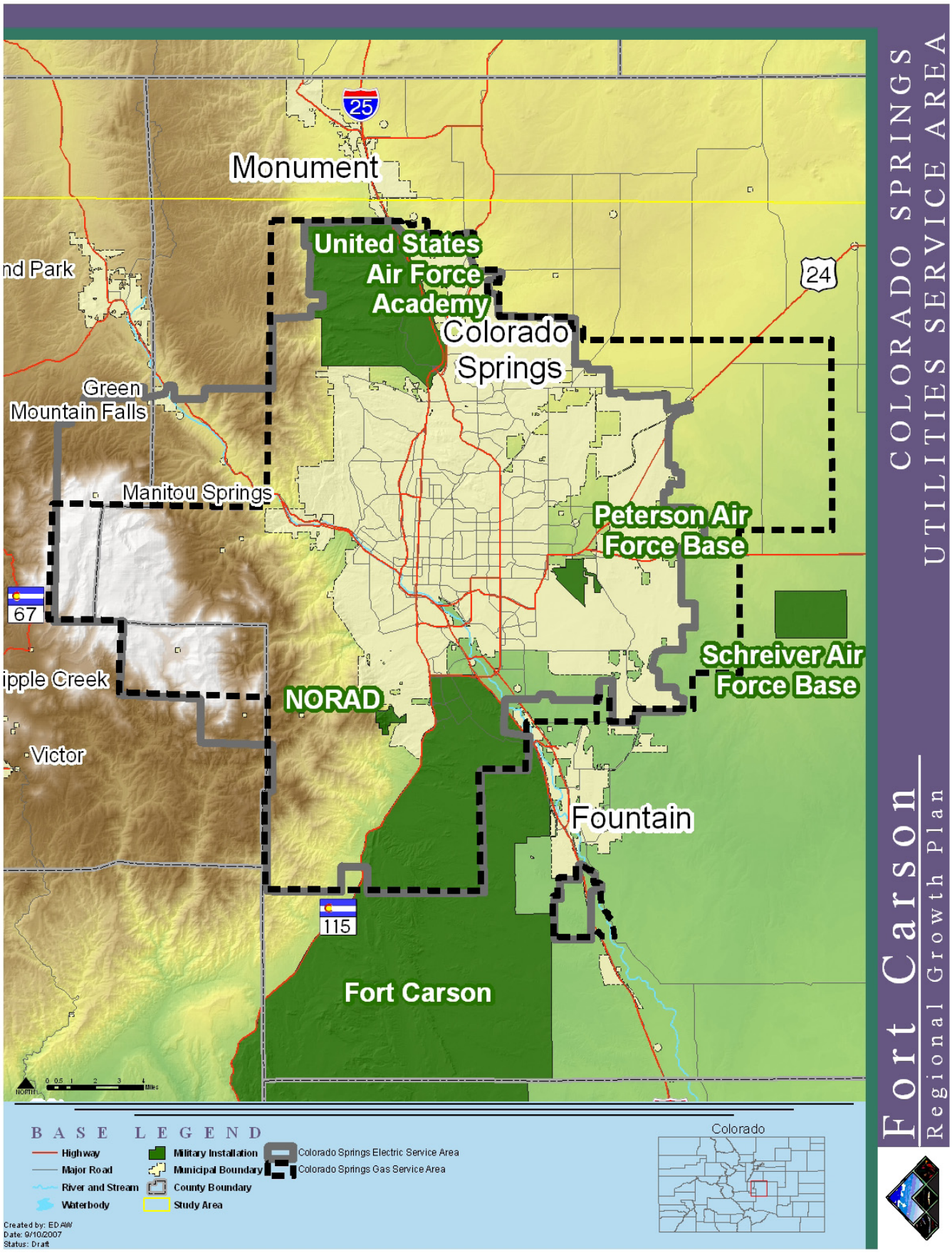


Figure 3.10 - Colorado Springs Utilities Service Area Boundaries

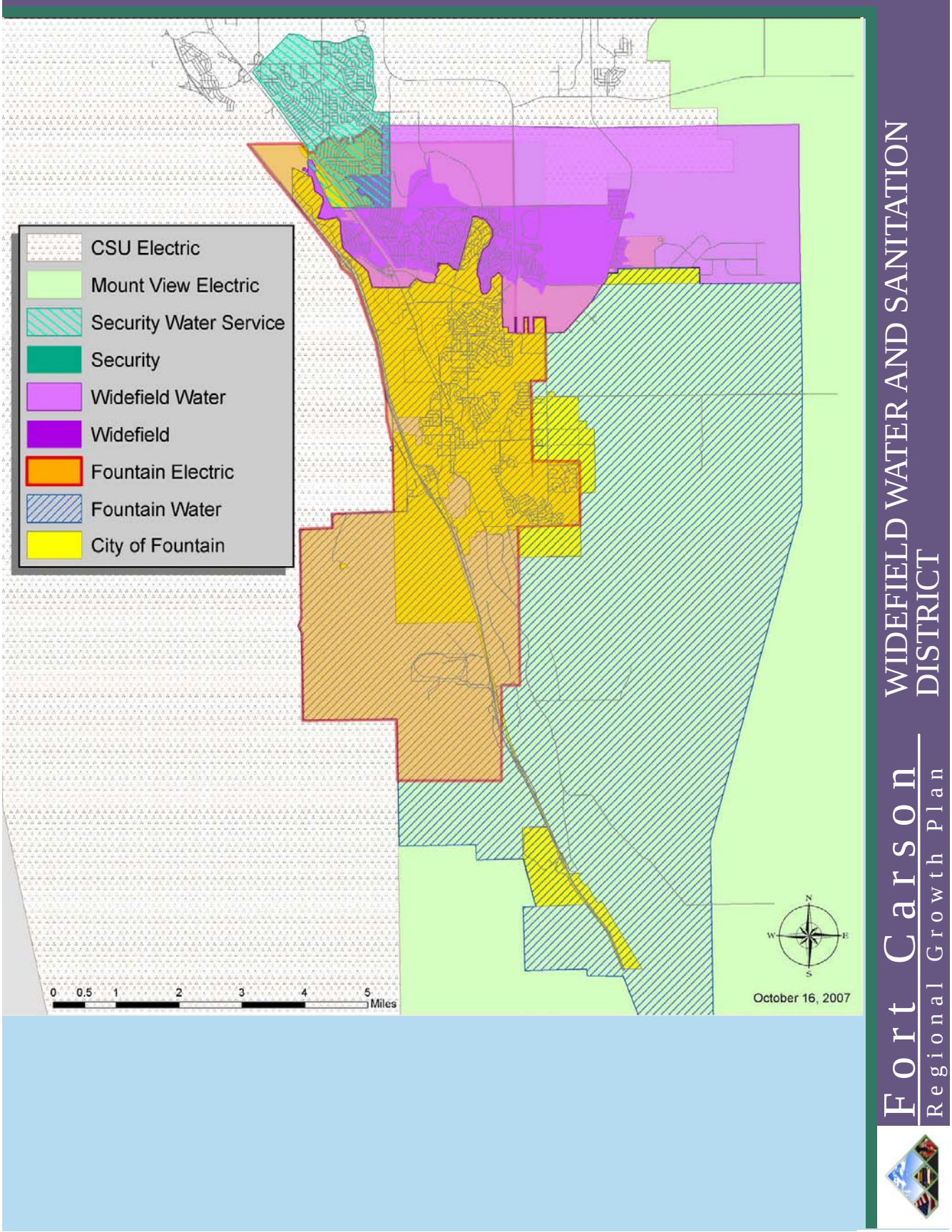


Figure 3.11 - Widefield Water and Sanitation District

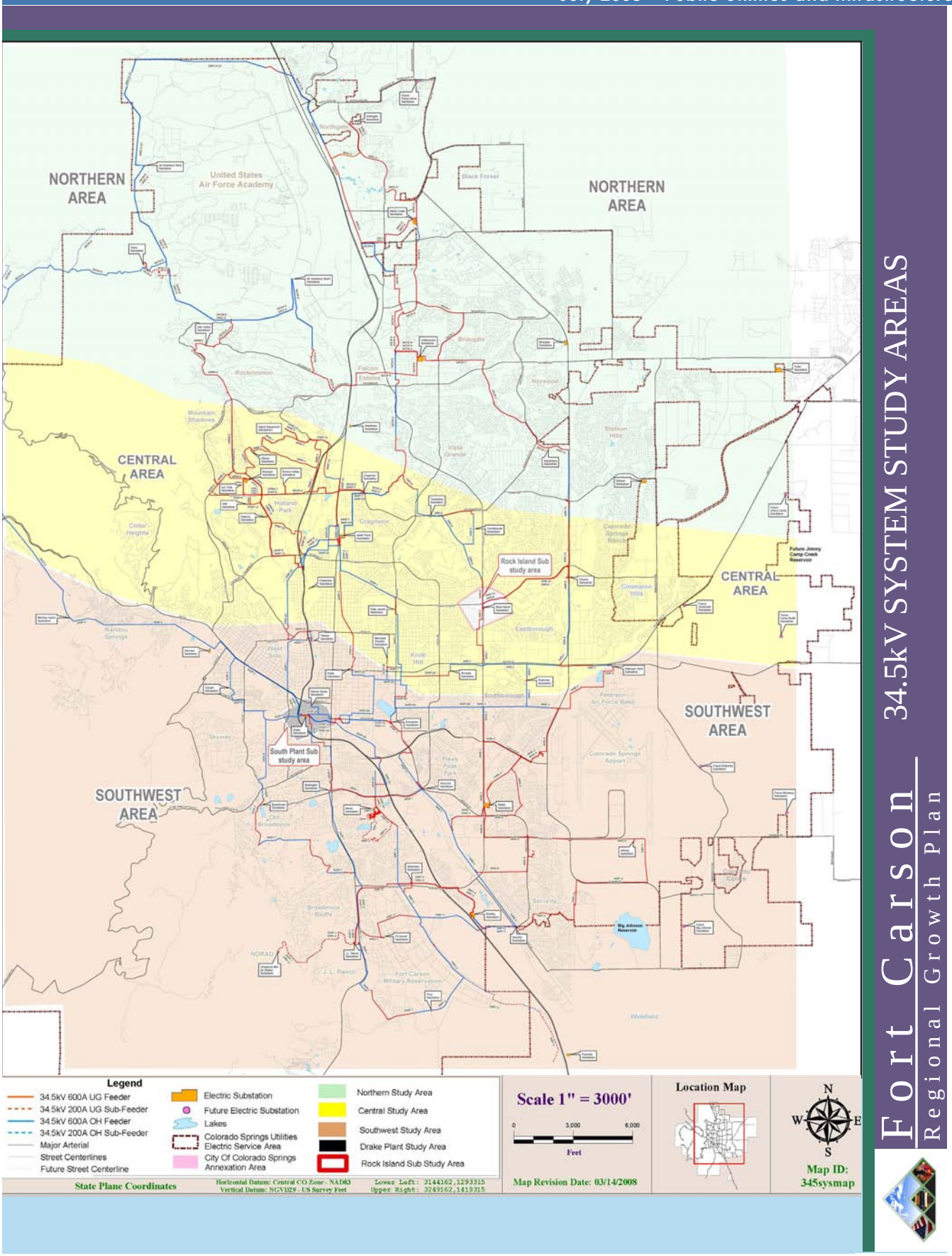


Figure 3.12 - Colorado Springs Utilities 34.5kV System Study Areas

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
PUBLIC UTILITIES							
ISSUE:	**#1. Fort Carson's growth will create significant new demand for utilities both from on-post construction and increased population in the surrounding communities**						
RECOMMENDATION:	**1.1. Maintain the projected increase in demand from projected growth at Fort Carson in all utilities planning.**						
Action 1.1.1:	Continue to include Fort Carson's projected growth in planning for new utilities facilities and infrastructure in the region	FC/Util		X			
Action 1.1.2:	Maintain and enhance information sharing and cooperation in constructing new utilities infrastructure, both on-post and off-post, to meet projected demand.	FC/Util		X			
ISSUE:	**#2 Increases in utility consumption from both Fort Carson and community growth can be slowed through sustainability and conservation programs.**						
RECOMMENDATION:	**2.1 Following the lead of Fort Carson's Sustainability Program, build, support, and coordinate sustainability efforts in the surrounding communities.**						
Action 2.1.1:	Continue to reduce utility usage both on-post and off-post through sustainability initiatives of Fort Carson, utility providers, and the surrounding communities in the region.	FC/Util/M/C		X			
Action 2.1.2:	Develop indicators to measure the effectiveness of community sustainability and conservation efforts.	Util/M/C					

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
M - Municipalities
C - Counties
Util - local utility providers

HEALTH AND BEHAVIORAL HEALTH CARE

This section of the Fort Carson Regional Growth Plan describes the current and planned health care provider resources in the Fort Carson study area and identifies both current and possible future gaps in services. Without additional resources, these gaps will continue or grow due to increased demand brought about by the planned addition of military personnel and dependents at Fort Carson, as well as the expected growth in the area's civilian population. The time horizon of this evaluation is from Fiscal Year (FY) 2007 through FY 2011, that is, from October 2006 to September 2011.

The study area consists of the Colorado counties of El Paso, Pueblo and Fremont, all of which will be affected by the growth at Fort Carson. The study area is expected to grow by over 100,000 persons from 2007 to 2011.

Key Findings

As of 2007, there is an overall adequate supply of health care services – inpatient beds, emergency services, and ambulatory care sites - for the population. In regard to healthcare professionals, while there is an overall adequate supply of physicians, there is a shortfall in the number of primary care physicians, as well as in the ratio of primary care to specialist physicians. The nursing shortage in the Fort Carson study area is also a significant issue. Over the next five years, these deficiencies should be addressed in light of the projected population increase.

The inpatient acute care bed supply in the study area is within the range of acceptable bed occupancy levels and has additional occupancy to accommodate peak demand during winter months. Additionally, major hospitals in the study area have announced or recently completed projects to add capacity; the projected population is not expected to overload the hospital infrastructure through 2011.

Mental health and behavioral health services are strained currently with a deficiency in the supply of psychiatrists and difficulty in hiring and retaining counseling and other support staff. Mental health service delivery is fragmented and uncoordinated among providers. Insurance programs do not provide adequate payment levels or coverage models that address the complex needs of patients and their families. In addition, the

community-based providers do not always have a good knowledge of the military culture.

Recommendations

- Strengthen cooperative health care planning in the Fort Carson study area through an organization comprised of the top executives of the major providers. Specifically,
  - Serve as a health care information and data gathering clearinghouse;
  - Develop plans that anticipate the needs of the military community and identify which services the military will look elsewhere to provide:
  - Aid in physician recruitment to the area;
  - Provide advocacy for improving payment levels; and,
  - Maintain a Web site as a one-stop resource for healthcare information.

- Use the pilot program funded by Colorado Senate Bill 07-146 that is designed "to provide mental health services to families of recently discharged veterans" as a means to identify the extent of the need for these services and explore how best to expand the study area's capacity.
  - Pikes Peak Behavioral Health Group should begin identifying growth opportunities to expand service offerings;
  - Explore ways to add inpatient mental health and behavioral health capacity; and,
  - Foster clinical referral relationships between the various outpatient and community-based programs addressing

behavioral health needs and the inpatient programs.

- Explore the feasibility and add capacity where needed for clinical training in medicine and nursing degree programs and in continuing medical and in-service programs with the University of Colorado at Colorado Springs and other institutions.
- Examine the covered services and payment rates by TRICARE to identify how the incentives they create can improve the quality of health care.
- Improve access to care for the community, which has a significant level of migration due to its military installations and educational institutions, by establishing a clearing house of information on clinical and social welfare services based on a web site that links to the providers in the community. Such an effort could also include patient advocacy and clinical and/or non-clinical case management support.
- Establish a regional health information network to link patients to their medical histories and aid in communicating with providers.
- Explore how outpatient drop-in clinics could alleviate the lack of primary care and family practice physicians in rural areas within the study area.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012+		
HEALTH CARE & BEHAVIORAL HEALTH							
ISSUE:	**#1. The supply of primary care physicians and specialist physicians in many areas is deficient to care for the projected growth in population.**						
RECOMMENDATION:	**#1.1 Enhance community-wide health care manpower and program planning**						
Action 1.1.1: **(Priority)**	Foster the activities of already formed groups. Provide resources, such as funding grants, to the Military Community Collaborative, which includes representatives from the Colorado state government, local community health care providers, Fort Carson, the Veterans Administration, and the Community Health Partnership, a group of approximately 25 top executives from the study area's health providers.	PPACG	MCC / H/ MD	X		B	CDHE / CDHS / OEA
Action 1.1.2: **(Priority)**	Create a regional strategy and plan for recruiting physicians to the Fort Carson study area to address the projected physician shortfall. The regional organization should identify if there would be a large enough volume of patients under the projected growth scenario to substantiate the recruiting of highly specialized physicians (e.g. neurosurgeons and other highly-skilled doctors) to treat disorders that currently are migrating out of the area.	PPACG	MCC / H / MD	X		A	CDHE / OEA
Action 1.1.3:	Create and maintain a website as a one-stop source of healthcare information. Examine the feasibility of expanding already-in-place healthcare information resources, such as HealthLink, Ask-A-Nurse, and Pikes Peak United Way's 2-1-1, to provide health and health care information, as appropriate.	PPACG	MCC / H/ MD	X		A	CDHE / OEA
Action 1.14:	Programs in medical and nursing education, as well as the allied health professions, should be explored in regard to offering clinical experiences and conducting continuing medical and in-service education programs with the University of Colorado in Colorado Springs and other institutions.	U	H		X	A	U / H
ISSUE:	**#2. Based upon the high level of demand placed on the current system, mental and behavioral health services, both inpatient and outpatient are inadequate to care for the increase in population. This is especially true given the additional troop levels and soldiers returning from deployments abroad with higher levels of neurological and psychological trauma than in previous periods of overseas conflict**						
RECOMMENDATION:	**#2.1. Expand the already in place resources in behavioral health.**						
Action 2.1.1: **(Priority)**	Providers, such as the Pikes Peak Behavioral Health Group, should begin identifying facility growth opportunities that would allow for expanded service offerings since the current space has limited growth potential.	PPACG	MCC / PPBH	X	X	A	
Action 2.1.2: **(Priority)**	In addition, high occupancy levels in existing inpatient psychiatric units (e.g., Cedar Springs Hospital) may indicate that more hospitalization capacity is required. A close clinical referral relationship should be fostered between the various outpatient and community-based programs addressing behavioral health needs and the inpatient programs.	PPACG	MCC / H / MD	X	X	A	
Action 2.1.3:	Revise TRI-CARE covered services and payment rates to encourage community providers to meet the growing demand.	PPACG	MCC / H / MD	X	X	A	CDHE /OEA

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012+		
HEALTH CARE & BEHAVIORAL HEALTH							
ISSUE:	**#3. The TRI-CARE health plans do not adequately cover preventative care or case management, both of which would significantly improve the quality and the lower the cost of services by treating conditions at early stages and providing a "warm handoff" from one provider or social worker to another.**						
RECOMMENDATION:	**#3.1. As part of the enhanced community-wide planning (see Recommendation #1.1), obtain funding to develop and test the feasibility of innovative mental and behavioral program models. Ideas such as a capitated program of community-based providers to supplement the military's services and a case management function that would ensure a "warm handoff" between providers should be explored.**						
Action 3.1.1: **(Priority)**	Apply for and obtain grant funding to develop and test the feasibility of innovative mental and behavioral program models	FC	MCC / H / MD	X		A	CDHE / CDHS / OEA
Action 3.1.2:	Explore ways that local planning can be part of the Colorado State Health Reform, particularly for funding as a pilot site for preventative care or case management.	PPACG	MCC / H / MD	X		A	
ISSUE:	**#4. Access to care in the rural areas south of the Fort Carson study area is more limited due to driving distances to local providers and the fragmented array of clinical services.**						
RECOMMENDATION:	**#4.1 Over the next 2 to 3 years, Wal-Mart will open 400 in-store clinics and up to 2,000 clinics in five to seven years. These facilities will provide primary care services intended to complement the retailer's 76 existing clinics. For the Fort Carson study area, just a few primary care clinics in the county would benefit the rural population immensely.**						
Action 4.1.1:	Local leaders should explore the opportunity to offer care through any of the five existing Wal-Marts in the area by collaborating with local professionals. Licensed physician assistants and advanced nurse practitioners could staff such clinics with the aid of a primary care physician.	PPACG	MCC / CoC / H	X		A	

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
U - Universities
EACH - Evans Army Community Hospital
VA - Veterans Administration
OEA - Office of Economic Adjustment / DoD
CDHE - Colorado Department of Public Health and Environment
CDHS - Colorado Department of Human Services

PRIVATE SECTOR/NON-PROFIT

CHP - Community Health Partnership
CoC – Chamber of Commerce
H - Hospitals
PPBH - Pikes Peak Behavioral Health
MD - Physicians
MCC - Military Community Collaborative
TC - TRICARE

SOCIAL SERVICES

In the Fort Carson study area, social services are delivered by government agencies, non-profit agencies, religious organizations and for-profit businesses. Social services include a wide range of programs that support families, protect children, promote self-sufficiency and improve the quality of life in a community. The need for social services can be triggered by a variety of issues, including extreme stress on individuals and families and a lack of self-sufficiency in vulnerable populations, such as children, teens, adults with mental health or substance abuse problems and individuals with developmental or physical disabilities.

Because provision of services and funding sources are so varied, the adequacy and quality of social services across the Fort Carson study area are difficult to measure. The increase in population due to Fort Carson's growth will create an increase in demand for social services. However, because many providers do not currently collect data specific to military clients, quantifying the need for services directly related to Fort Carson growth is challenging. Like many social service clients, military families often confront a complex and interrelated series of challenges. Military families also face unique challenges, particularly with respect to deployments, which may result in an increased need for social services. This assessment examines the types of services Fort Carson soldiers and families utilize and the service levels that may be needed to accommodate Fort Carson growth.

The Army offers a variety of support systems on the installation for soldiers, dependents, and veterans, including family assistance centers that are staffed with social workers and other specialists. However, for a variety of reasons, military personnel are eligible for and do seek assistance through programs within the community.

The need for social services correlates with two identifiable indicators: transitional populations and populations in poverty. Behavioral health issues, often exacerbated by stress, can also translate into a need for services. The areas of concern include transitions, poverty and financial stability, health and behavioral health, including substance abuse and suicide, domestic violence, and child welfare and development. "Downstream effects" should also be considered. These issues include impacts related to Fort Carson growth that affect social services but are more likely to affect soldiers and families that remain in the area after they are no longer active duty.

Methodology

Stakeholder interviews were conducted in February, March and September 2007 and March 2008 to discuss the impacts of population growth on service provision over the next five years. Information was gathered via one-on-one interviews, from agency data and publications, and from publicly available records. Issues and avenues for more detailed research were identified. The Fort Carson Regional Growth Plan also convened partnership groups to consider recommendations made in this Technical Report and to develop action steps toward implementing the recommendations.

Key Issues

- Assessing and quantifying specific military impacts on community social services is challenging.
  - The specific service needs of the Fort Carson-related population are changing due to deployments and transitions, with many soldiers experiencing post-traumatic stress disorder (PTSD) and traumatic brain injury (TBI), and increased family stress.
  - Many agencies do not collect data regarding the client's relationship to the military; military-specific data collected by some agencies are not standardized; and military personnel sometimes choose not to identify themselves when seeking services in the community.
  - Fort Carson troop increases contribute to "downstream effects", as soldiers who retire or separate and remain in the area seek access to social services, either because they are not yet receiving or are not eligible for veterans' benefits, or because benefits are not adequate to meet their needs.
- Communication between on- and off-post agencies poses several challenges to community preparedness.
  - For many service needs, communication is not formalized, but relies on individuals to take the initiative to seek out

information, service provider by service provider.
- Because of limited formal information-sharing and fragmentation of social services in the community, Fort Carson may refer soldiers and families to off-post services that are not currently available due to resource and staffing shortages.
- Confidentiality of information regarding use of on- and off-post services and medical reporting constrains information-sharing and service provider preparedness.
- Military families living off-post may seek community support, especially those with children in schools, placing increased pressure on community-based systems that are currently struggling to meet current civilian demand and may have difficulty meeting increased needs.

- The financial stability of soldiers and their families affects the need for social services and should be assessed further to help determine the types of services the community needs to provide.

- There is a chronic shortage of funding for social services in Pikes Peak region, exacerbated by strong state and local tax limitation measures and a lack of understanding within the general population of the benefits of social service provision.

- The perceived stigma associated with seeking behavioral health and social services is often a barrier to service.

- The community's overall quality of life is affected by the adequate provision of social services.

Summary of Recommendations

Conduct a more comprehensive and detailed needs assessment.

- Conduct an inventory of service providers, to include agency capacity assessments, in the Fort Carson study area in order to determine more precisely service gaps and identify the on-going service levels needed to meet Fort Carson growth demand.

- Assist the El Paso County Department of Human Services and school districts in identifying service needs of Fort Carson soldiers and families and resources required to meet those needs.

Coordinate data collection and sharing.

- Develop standardized data collection methods and a centralized mechanism for information sharing and reporting.

Increase military and community partnering.

- Formalize partnerships between Fort Carson and community-based organizations to enhance information-sharing and coordination of service provision between on-and off-post providers.

- Obtain funding to support coordination efforts and professional development for service providers.

Establish the Colorado Military Community Assistance Center to coordinate health, behavioral health, and social services and referrals for soldiers and families.

- Develop a business and organization plan to assist in the establishment of a centralized call center and web site to provide one-stop access to information, referral, and services.

- Obtain funding to set up the call center and Web site, including hardware, software, and staffing requirements, and develop a shared electronic record of health and social services provided to Fort Carson soldiers and families.

Assess the financial well-being of Fort Carson soldiers and families.

- Conduct an assessment to identify the issues affecting financial stability of Fort Carson soldiers and families in order to better identify and assist those in, or at risk of, financial hardship.

Develop and enhance programs to improve the financial stability of Fort Carson soldiers and families.

- Continue and enhance partnerships between the post and community providers to assist Fort Carson soldiers and families with financial planning and consumer affairs.

Seek additional funding for social services to establish a level of support that meets community expectations.

- Inform and educate local, state, and federal officials regarding social service needs of troops and their families within the community.

- Conduct a cost-benefit analysis of treatment and prevention services and educate the public regarding the benefits of treatment and prevention compared with other consequences, such as incarceration.

Develop strategies to encourage Fort Carson soldiers and families to seek services on- and off-post.

- Develop and enhance strategies to minimize the perceived stigma of seeking behavioral health and social services and encourage Fort Carson soldiers and families to seek assistance when needed.

Measure quality of life indicators in the Fort Carson study area.

- Identify, collect, report and update data for a common set of indicators that can help the community at large understand the positive impacts that social service provision has on the economy and quality of life in the region as Fort Carson grows.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
SOCIAL SERVICES							
ISSUE:	**#1. Assessing and quantifying specific military impacts on social services is challenging.**						
RECOMMENDATION:	**#1.1. Conduct a more comprehensive and detailed community needs assessment for social services accessed by Fort Carson soldiers and families.**						
Action 1.1.1: **(Priority)**	Conduct an inventory of service providers in the Fort Carson study area, including a review of on-post levels of service, to determine service gaps and identify specific needs of Fort Carson soldiers and families, service levels needed, including resources, such as staffing, equipment, and space requirements. The inventory should include an agency capacity assessment, identifying funding potential for key areas.	PPACG/FC		X		C	PPACG/OEA
Action 1.1.2: **(Priority)**	Contract with the El Paso County Department of Human Services to determine Fort Carson growth impacts on the department's child, youth and assistance programs.	PPACG/ECDHS		X		C	PPACG/OEA
Action 1.1.3:	Assess resource needs for impacted school districts to ensure adequate space and staffing to meet needs of Fort Carson students and families with social, emotional, or special needs.	PPACG/SD		X			PPACG/SD/OEA
RECOMMENDATION:	**#1.2. Coordinate data collection and sharing.**						
Action 1.2.1: **(Priority)**	Develop a standardized intake survey/questionnaire to identify demographic details of clients served, including military branch and status of service and to identify specific military needs and emerging issues. In addition: **(1)** establish a data collection, analysis, and reporting system to ensure timely dissemination of information regarding specific issues and service levels required to meet Fort Carson soldier and family needs; and **(2)** identify an agency, such as the MCC, to coordinate with Fort Carson and community service providers and collect and report information to raise awareness and address emerging impacts related to Fort Carson growth.	PPACG/FC	MCC	X		C	PPACG/OEA/PPBHG
ISSUE:	**#2. There is an increased need for enhanced communication and coordination between child development providers and social service providers.**						
RECOMMENDATION:	**#2.1. Develop more systematic coordination between child development and social services providers for Fort Carson families.**						
Action 2.1.1:	Conduct an inventory of child/family-related social services provided to Fort Carson children/families as a component of the community-wide assessment action (1.1.1) to determine specific Fort Carson needs and identify resources to provide coordinated services.	PPACG		X			PPACG/OEA
Action 2.1.2:	Coordinate efforts between Fort Carson, the Military Child Education Coalition, community-based providers, schools and the Chamber of Commerce to provide "Living in the New Normal" (LINN) training for child care providers and educators.	PPACG/FC/SD	CoC/CNC/MCEC	X			CoC
ISSUE:	**#3. The fragmentation of service providers hinders provision of social services.**						
RECOMMENDATION:	**#3.1. Increase military and community partnering.**						
Action 3.1.1:	Formalize partnerships between Fort Carson and the community through the MCC to enhance information-sharing between the post and the community and between the many community-based providers serving Fort Carson.	FC	MCC	X		(--)	
Action 3.1.2:	Using other successful models, such as Fort Carson's school liaison program, establish institutionalized points of contact between the post and the community (through the MCC) for all key areas.	FC	MCC	X		(--)	
Action 3.1.3:	Obtain funding to provide administrative support for the MCC.		MCC	X		B	PF

RECOMMENDATION:	**#3.2. Establish the Colorado Military Community Assistance Center (CMCAC) to coordinate health, behavioral health, and social services and referrals for soldiers and families.**							
Action 3.2.1: **(Priority)**	Develop a business and organizational plan for the CMCAC that would include establishment of a centralized call center and website for one-stop access to information, referrals, and services, including warm hand-offs and case management services.	PPACG	MCC	X			PPACG/OEA/PPBHG	
Action 3.2.2:	Obtain funding to set up the centralized call center, including hardware, software and staffing needs.		MCC		X	G		
Action 3.2.3: **(Priority)**	Obtain funding to set up the website, including content management, an e-newsletter, tracking and measurement.		MCC	X		D		
Action 3.2.4:	Develop a shared electronic record of health and social services for warm hand-offs. Evaluate HealthTrack, a HIPAA-compliant system, to determine if it can serve as the shared electronic record.	FC	MCC		X	G		
ISSUE:	**#4. The financial stability of soldiers directly impacts the need for social services in the Fort Carson area.**							
RECOMMENDATION:	**#4.1. Asses the financial well-being of Fort Carson soldiers and families.**							
Action 4.1.1: **(Priority)**	Conduct an assessment of Fort Carson soldier and family incomes and debt loads, including salaries and benefits of soldiers and spouses, access to credit, amount and types of debt, in order to identify key issues and soldiers/families in, or at risk of, financial hardship.	PPACG/FC		X			PPACG/OEA	
Action 4.1.2:	Identify additional financial strains of deployments for military families, such as spouse employment issues, house payments or car repair needs, and child care needs in order to link families of deployed soldiers with appropriate assistance.	FC/PPACG/ ECDHS	MCC	X				
RECOMMENDATION:	**#4.2. Develop and enhance programs to improve the financial stability of Fort Carson soldiers and families.**							
Action 4.2.1:	Continue and enhance partnerships between the post and community-based organizations to provide financial planning and planning services and consumer assistance for Fort Carson soldiers and families.	FC	MCC			(--)		
ISSUE:	**#5. There is a chronic shortage of funding for social services in the Pikes Peak region.**							
RECOMMENDATION:	**#5.1. Seek additional funding for social service programs to establish a level of support that meets community expectations.**							
Action 5.1.1:	Disseminate information regarding funding shortages, and educate officials at the local, state, and national levels, including public and private sector funding sources.		MCC		X	A		
Action 5.1.2:	Research strategies for funding social services that respect local support for tax limitation and that include the need to leverage matching funds.		MCC		X	A		
Action 5.1.3: **(Priority)**	Conduct a cost-benefit analysis of treatment and prevention services in the Fort Carson study area, identifying costs of treatment and prevention services versus long-term costs, such as incarceration, foster care, or other consequences of the lack of treatment and prevention programs for Fort Carson families.	PPACG	MCC	X			PPACG/OEA	
Action 5.1.4:	Create public awareness of the costs and benefits of treatment and prevention of social service issues.		MCC		X	(--)		
Action 5.1.5:	Support the creation of a state military council which can help influence policy and legislation in support of military needs in the state and region.		MCC	X		(--)		
Action 5.1.6:	Support efforts to change the types of services covered by TRICARE and TRICARE reimbursement rates.		MCC		X	(--)		

ISSUE:	**#6. The stigma associated with seeking behavioral health and social services can be a barrier to service.**						
RECOMMENDATION:	**#6.1. Develop strategies to encourage soldiers and families to seek services on- and off-post.**						
Action 6.1.1:	Develop strategies to minimize the perceived stigma associated with seeking mental and behavioral health and social services within the military and general populations.	FC	MCC/PPBHG		X	(--)	
Action 6.1.2:	Continue and enhance efforts, including marketing programs, to encourage Fort Carson soldiers and families to utilize on- and off-post resources, such as the Exceptional Family Member Program and other behavioral health and social services.	FC	MCC/PPBHG		X	(--)	
ISSUE:	**#7. The community's quality of life is affected by adequate provision of health, behavioral health, social and other services.**						
RECOMMENDATION:	**#7.1. Continue to measure quality of life indicators in the Fort Carson study area to asses the community's "wellness" and identify emerging issues and needs.**						
Action 7.1.1:	Identify, collect, report and update data for a common set of indicators that can help the community understand the impacts that social service provision has on the economy and quality of life in the region as Fort Carson grows.	PPACG	MCC/ PPUW/ El Pomar				PPACG/OEA/PF

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
U - Universities
C - Counties
SD - School Districts
ECDHS- Department of Human Services
OEA - Office of Economic Adjustment/Department of Defense

PRIVATE SECTOR/NON-PROFIT

MCC - Military Community Collaborative
PF - private foundations
CoC - Chambers of Commerce
MCEC - Military Child Education Coalition
CNC - Child Nursery Centers
PPUW - Pikes Peak United Way
El Pomar - El Pomar Foundation
PPBHG - Pikes Peak Behavioral Health Group

CHILD CARE AND DEVELOPMENT

Child care is a vital need for many families of the study area, but especially for the families affiliated with Fort Carson. During times of deployment, many families in effect become single-parent households that require adequate child care in order for the remaining parent to continue working or running a household effectively. Population and economic growth associated with the troop increase at Fort Carson will in turn increase the demand for child care programs. Broader demographic trends within the community, including the rise of two-worker households and single-parent households, further reinforces the need for quality, affordable child care services in the study area.

Research continues to uncover the link between quality child care, particularly in a child's early years, and educational and social development. As troops are reassigned to Fort Carson and parents continue to be deployed, a quality child care program can assist in smooth transitions and adjustment periods for the children. Well administered and supervised child care also improves the physical health of children, providing numerous cascading advantages. The provision of quality child care benefits not only the children involved, but also the family and the entire community by creating an economically healthy environment, including increasing the size of the skilled workforce. The availability of affordable, high quality child care is an attractor to families and businesses moving to the area, and accessible and adequate child care is a quality of life priority for the region and the Army.

The purpose of this section is to assess 1) child care issues relating to the Fort Carson troop increase and their relative importance to the community, 2) estimates of demand for child care (ages 0 through 9), 3) the available capacity of on-post and off-post providers, and 4) recommendations relating to capacity, affordability, and quality of child care, as well as resources for training service providers. The listed recommendations apply more appropriately to providers and stakeholders, yet the result of their application will directly benefit military families and the community through increased capacity, elevated quality of care, and improved access to specialized resources for children in need.

Data provided by Fort Carson's Child and Youth Services and Child Care Connections were utilized to assess on- and off-post capacity and demand affected by the troop increase.

Child Care Issues Relating to the Fort Carson Troop Increase

Stakeholders identified the following issues and concerns relative to the troop increase. They acknowledged that many issues, such as special needs, public awareness, professional development, are fundamentally systemic constraints which would become exacerbated by the troop increase.

- The need for early identification and intervention for children with special needs, combined with a lack of trained providers and affordable facilities to serve children and families with special needs.
- A deficit of providers and facilities for infant and toddler care, the corresponding affordability, and the proximity of those facilities that are qualified to care for infants.
- The high cost and lack of parental respite child care for parents with children who have special needs makes respite care inaccessible to many parents, especially during spousal deployments.
- The lack of public awareness of the multiple options available for child care, including infant care, after-school care, child care programs for children with special needs, and subsidy programs.
- Competition for, and lack of dispersal of, professional development funding, as

well as few career ladder opportunities encouraging professionals to further their education and training and remain in the child care field. The need for professionals trained to deal with children experiencing the effects of parental deployments.

- A potential strain on after school programs or child care centers overall. Specifically, there is a lack of capacity and distribution of child care providers in the Fountain, Security, and Widefield areas that may receive the majority of new housing from the troop increase.
- Assisting all qualified parents in accessing high quality child care through the Army Child Care in Your Neighborhood subsidy programs for the use of off-post child care providers.

It was found that non-profit support organizations contribute a major role in identifying community needs, coordinating community resources, providing referral services for parents, and supporting providers through training and advocacy. There are many non-profit organizations effectively operating together in El Paso, Fremont, and Pueblo counties, such as the Early Childhood Councils in each county.

Child Care Demand Forecast

As described in the Housing and Demographics Technical Reports, forecasts are calculated for children generated from growth at Fort Carson as well as baseline growth in population that would occur regardless of Fort Carson troop increases. Baseline numbers are based on projections made by the Colorado Department of Local Affairs. As with all forecasts, these forecasts are subject to change based on variable factors such as troop deployment, changes in military assignments, overseas conflicts, rebuilding of brigades, etc.

The number of child care-aged children, ages 0 through 9, from the troop increase and baseline growth is forecasted at 8,528 children through FY 2011. For military families at Fort Carson, anecdotal evidence indicates that child care enrollment can experience dramatic fluctuations annually, from 30 percent to 50 percent depending on the frequency and length of deployments, spousal employment, the duration of the current Global War on Terror, and other compounding factors. Should 30 percent to 50

percent of new families utilize child care, between 2,558 and 4,264 additional children would enter the child care system by 2011.

Child Care Facility Capacity

With six on-post Child Development Centers (CDC), the Fort Carson Child and Youth Services had an operational capacity of 782 in 2006. This number does not include Head Start, State Universal Pre-School Spaces, Family Child Care (FCC) homes, or other agency spaces. Of these operational CDC spaces, 674 (or 86 percent) were actually filled (paid enrollment) 85 percent of the time during FY 2007.

At the time of this analysis, current plans for expansion of the Fort Carson child development center program include proposals for additional capacity on-post:

- three modular units to accommodate 215 infant to five year olds in FY 2009,
- one 195 space school center for 6-10 year olds in FY 2011, and
- one 303 capacity center for 0-5 year olds in FY 2012.[1]

These proposed facilities would create a total 1,495 operational CDC spaces by FY 2012. Please note that the number of child care spaces available on post is subject to change, pending additional requests by Fort Carson and Congressional authorization. According to statistical records maintained by Child Care Connections in Colorado Springs, licensed child care capacity in El Paso, Kiowa, Elbert, and Teller Counties is approximately 24,500 children, and overall, 80 percent of that capacity is filled.

1 Jan McConnell, Fort Carson Child and Youth Services, personal communication.

As the supply of on-post child care is estimated to be surpassed by demand, the ability of off-post providers to accommodate child care aged children will be affected by travel distance, cost, and quality. At current utilization rates, it is likely that off-post providers will be able to accommodate short-term increases for select age classes. Long-term capacity may become a critical issue that should be addressed not only by providers, but by Fort Carson, economic development interests, school districts, and the broader community. The additional child care demand created by the troop increase at Fort Carson may increase strains on a limited on-post system, with child care openings becoming more scarce and competitive. Stakeholders in the child care industry and child advocates are concerned about adverse consequences within the community and the impending need for the balance of the additional demand for child care spaces to be borne by the broader community.

Recommendations

- Continue an open dialogue between the military and off-post providers
- Increase the capacity of on-post and off-post providers.
- Coordinate child care facilities into housing developments and the facilities of major employers
- Increase funding for child care
- Encourage employers to adopt best practices in child care benefits
- School Districts, employers, local churches, and child care providers should pursue strategic partnerships to offset or avoid the capital costs of new facilities.
- Promote awareness of all qualified programs and services to parents
- Promote early intervention and support for children with special needs
- Promote professional excellence and education in the child care field.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
CHILD DEVELOPMENT							
ISSUE:	**#1. A Potential Deficit of Sufficient Child Care Facilities**						
RECOMMENDATION:	**#1.1. Continue an open dialogue between the military and off-post providers, and increase the capacity of off-post providers.**						
Action 1.1.1: **(Priority)**	Establish 11 additional family homes for providing accredited child care in the Fountain, Security, Widefield area surrounding Fort Carson to serve 88 children (including 22 under the age of 2)		CNC	X		D	
Action 1.1.2: **(Priority)**	Conduct an economic impact study of child care in the region to quantify the value of child care to the regional economy.	PPACG		X		B	OEA
Action 1.1.3: **(Priority)**	Municipalities, counties, and school districts should (a) incorporate planning for child care into comprehensive plans and economic development plans for local governments and facilities plans for school districts; and (b) encourage developers to partner with child care providers to build facilities within new housing, commercial, and office developments and near schools.	C/M/SD/PPACG/ ECC/EDC	CPCD/PPRFCCA/C CCA/CAFCC/ HBA	X		A	C/M/SD/HBA
Action 1.1.4:	Fort Carson should have representatives participate on the Fremont, Pueblo, and El Paso County Early Childhood Councils to provide continual updates on expected troop increases and an understanding of the potential demand for off-post child care.	FC or CYS	ECC members	X			
Action 1.1.5:	Apply for additional capacity through the Colorado Pre-School + Kindergarten Program.	SD		X			
ISSUE:	**#2. Concerns About the Quality of Off-Post Providers**						
RECOMMENDATION:	**#2.1. Promote awareness of all qualified programs and services.**						
Action 2.1.1:	Child care referral services and providers should educate Fort Carson parents on the availability of the different types of quality, child care funding, and facility choices available to them, as well as additional services that are available.	CYS/CECC/SD	CF/CCC/CPCD/FEC C/PECC/AK	X			
Action 2.1.2:	Assist all qualified parents in locating high-quality off-post child care that is accessible and that can receive military subsidized funding.	CYS	CF/ CCC	X			

ISSUE:	**#3. Support for Children and Families with Special Needs, and Demand for Specialized Providers**						
RECOMMENDATION:	**#3.1. Promote early intervention and support for children with special needs.**						
Action 3.1.1: (Priority)	Promote early identification assessments for children with special needs. Educate parents of all children enrolling in child care services. Coordinate with/develop training program for Assuring Better Child Health and Development Initiative in Colorado (ABCD) program.	CYS/SD/CECC	TRE	X		C	CDHS/OEA
Action 3.1.2: (Priority)	Recruit and train specialized providers and strengthen special needs working relationships with early childhood education facilities.	SD/CDE/CDHS/ PECC/FECC	CC/CPCD	X		G	
Action 3.1.3:	Promote parental respite care child care funding resources for parents and encourage them to register for applicable programs.	CYS	TRE	X		D	
Action 3.1.4:	Highlight the community need for high-quality, affordable special needs child care.	PPACG/CECC	FECC/PECC/AK		X		
ISSUE:	**#4. Need for Additional Staff, Career Ladder Opportunities for Child Care Professionals and Professional Development Training**						
RECOMMENDATION:	**#4.1. Promote professional excellence and education in the child care field.**						
Action 4.1.1:	Pursue opportunities to fund professional child care training.	U/C/CYS/CDHS/PP WWFC	CCCA/CCC/MCEC/ ACGN	X			

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
U - Universities
C - Counties, M - Municipalities
SD - School Districts
CYS - Fort Carson Child & Youth Services/ U.S. Army Child & Youth Services
EDC - Economic Development Corporations
CDE - Colorado Department of Education

PRIVATE SECTOR/NON-PROFIT

NMFA - National Military Family Association
MCEC - Military Child Education Coalition
CAFCC/ACGN - Colorado Association of Family Child Care/A CareGiver Network
CC - Colorado Children's Campaign
Qual - Qualistar Early Learning
HBA - Housing and Building Association
CNC - Child Nursery Centers
ACGN - A CareGiver Network for Child Care Professionals

NACCRRA - National Association of Child Care Resource and Referral Agencies
CECC - Colorado Early Childhood Connections (an inter-agency program)
Qual - Qualistar Early Learning
CDHS - Colorado Department of Human Services, Division of Child Care (includes services such as Colorado Child Care Assistance Program and Project Bloom)
OEA - Office of Economic Adjustment/Department of Defense
PPWFC - Pikes Peak Workforce Center

FECC - Fremont Early Childhood Council
PECC - Pueblo Early Childhood Council
AK - Alliance for Kids (El Paso Early Childhood Council)
CPKP - Colorado Pre-School + Kindergarten Program
CCCA - Colorado Child Care Association
CPCD - Community Partnership for Child Development
PPRFCCA - Pikes Peak Region Family Child Care Association
TRE - The Resource Exchange
CF/CCC - Children First Child Care Resource & Referral/Child Care Connections
CCC - Child Care Connections

PUBLIC SAFETY AND EMERGENCY SERVICES

The Fort Carson study area, encompassing El Paso, Fremont, and Pueblo counties, includes seventeen municipalities, including those with municipal police departments and those served by the three county Sheriff's departments. The area is also served by over thirty fire departments or fire protection districts, as well as five military installations with on-post emergency services departments. These entities provide law enforcement, fire, and emergency services to communities that are expected to see growth both in the general population and related to Fort Carson.

Each public safety entity faces challenges in meeting the needs of the existing population and will be further challenged to meet the growth needs of the region by FY 2011. Because the majority of Fort Carson's growth is expected to occur in the communities nearest the post's cantonment area, including southern Colorado Springs, El Paso County, and Fountain, this assessment focuses on those jurisdictions anticipated to be most impacted by Fort Carson growth. These include the City of Colorado Springs, the City of Fountain, El Paso County, the Stratmoor Hills Fire Protection District and the Security Fire Protection District (see Figure 3.13, Public Safety Service Areas Around Fort Carson). Court-related impacts in El Paso County are also considered.

Key Issues

General Growth Issues

Public safety agency budgets have been strained in recent years because of tax limitation measures and an economic downturn. As the region grows in population and service area, funding for public services (from property and sales taxes) lags behind the population growth. Tax limitation mandates and spending restrictions imposed on the region exacerbate funding problems for public safety agencies, and certain jurisdictions, most notably El Paso County, are reaching critically under-funded levels of service. Therefore, as budgets shrink or fail to rise at the same rate as population increases and the cost of providing services continues to rise, public safety and emergency service providers are concerned about their abilities to maintain current levels of service in response to growth in the region as a whole and from Fort Carson growth in particular.

A sampling of law enforcement and fire agencies in the study area indicates that a minimum of $8.5 million in per capita spending will be needed to accommodate Fort Carson growth. However, current funding sources are insufficient to meet these increased needs, and additional funding sources have not been identified.

The Fort Carson study area is served by multiple agencies and districts, making it challenging for Fort Carson personnel to communicate with each jurisdiction about key issues. The existence of multiple agencies requires a high level of coordination to ensure efficient and effective service delivery. In general, the agencies in the region work well with each other and the post, but emerging trends, particularly law enforcement issues regarding Fort Carson soldiers and families, as well as the large number of public safety agencies in the region, make coordination challenging if not well-managed.

Issues Unique to the Military Population

Quantifying issues specific to the area's military population is a difficult task because most public safety agencies do not collect or report military-specific statistics. However, local agencies indicate that there is a need for increased awareness among law enforcement and emergency personnel regarding interaction with soldiers. Many Fort Carson soldiers are young (the Growth Plan Demographics Technical Report states that 76 percent of current troops are E-6 and below), and younger populations tend to interact more with law enforcement agencies than older populations. Also, soldiers returning from deployments may have specific issues, such as post-traumatic stress disorder (PTSD) and traumatic brain injury (TBI), which may require

additional training for first responders in order to properly handle behavioral problems of soldiers.

Additional military-related issues include concerns about increased stress caused by deployments, which may result in increased domestic violence or substance abuse and possible elevated levels of unruly behavior at downtown bars. Workforce issues have also been raised, particularly for volunteer fire departments that are unable to attract and retain military members for volunteer service. Coordination between the post and surrounding communities is helping local jurisdictions understand and address these military-specific issues.

Summary of Recommendations

- Identify and obtain funding needed to maintain and enhance existing levels of service for public safety.
- Develop innovative strategies to meet staffing, training, and other agency needs to maintain existing service levels.
- Continue and enhance communication and coordination through better data collection, tracking, and reporting and information sharing regarding law enforcement and court-related impacts.
- Develop and enhance training programs for first responders regarding military-specific issues, such as soldiers with post-traumatic stress disorder (PTSD) and traumatic brain injury (TBI).
- Continue to utilize task forces and other installation/community coordination efforts to address Fort Carson-specific issues, such as potential gang concerns, bar scene issues, etc.
- Coordinate with on-post and community-based social services/behavioral health agencies to address military needs related to increased stress of deployments (substance abuse, domestic violence, etc.) before soldiers come in contact with law enforcement agencies.
- Continue and enhance communication and coordination between public safety and emergency service providers on- and off-post.

- Work with local, regional, state and federal agencies to address roadway conditions, congestion, and maintenance issues that affect response times and public safety.

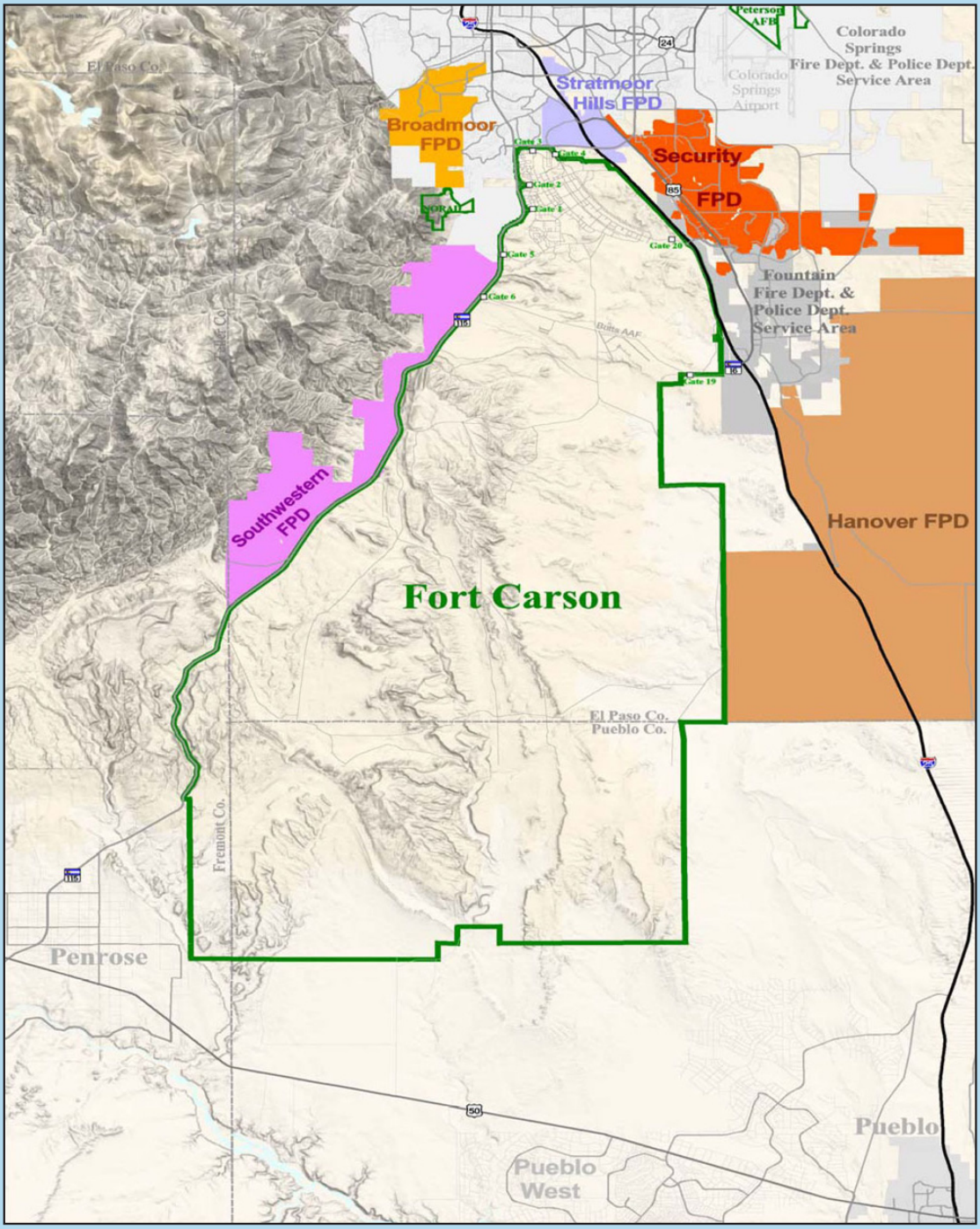


Figure 3.13 - Public Safety Service Areas Around Fort Carson

Fort Carson Regional Growth Plan

PUBLIC SAFETY SERVICE AREAS AROUND FORT CARSON

Fort Carson Regional Growth Plan Implementation Actions Matrix (TEMPLATE)		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
PUBLIC SAFETY AND EMERGENCY SERVICES							
ISSUE:	**#1. Growth related to increased troops and families will exacerbate the challenges faced by local jurisdictions to provide already-strained public safety and emergency services in the Fort Carson region.**						
RECOMMENDATION:	**#1.1. Identify and obtain funding needed to maintain and enhance existing levels of service for public safety.**						
Action 1.1.1:	Identify specific capital facilities, equipment, manpower, and operational needs for each jurisdiction to meet growth-related needs.	PPACG/FC/LE/FD		X		A	PPACG/OEA/LE/FD
Action 1.1.2: **(Priority)**	Seek additional funding for public safety services in El Paso County, such as through additional sales or property tax revenues, grants, or other funding sources, to address current gaps in service, as well as meet identified growth-related funding needs. Funding levels should support public safety efforts that focus on prevention.	LE/FD		X		(--)	
Action 1.1.3:	Construct additional facilities (police/fire stations) to meet the needs of increased population.	LE/FD		X		G	
Action 1.1.4: **(Priority)**	Identify and obtain funding to hire additional personnel to handle increased service calls for law enforcement, traffic incidents, and other emergency services.	LE/FD		X		G	
Action 1.1.5: **(Priority)**	Identify and obtain funding to purchase equipment/apparatus to handle increased service calls.	LE/FD		X		G	
RECOMMENDATION:	**#1.2. Develop innovative strategies to meet staffing, training, and other agency needs to maintain existing service levels.**						
Action 1.2.1:	Develop recruitment and training programs to assist smaller jurisdictions in meeting workforce needs (i.e., volunteer firefighters)	FD		X		C	
Action 1.2.2:	Implement best practices and use of technology to gain efficiencies in providing services (such as use of technology to provide more training in-house).	LE/FD		X		(--)	
Action 1.2.3:	Develop strategies to assist smaller jurisdictions in funding equipment needs (such as fire apparatus) that can not be covered by annual budgets.	FD			X	(--)	
Action 1.2.4: **(Priority)**	Continue partnerships with Fort Carson, including opportunities for joint law enforcement and fire training, as well as local jurisdictions' use of the posts fire training facilities.	FC/LE/FD		X		(--)	

ISSUE:	**#2. Military-specific law enforcement and public safety issues are emerging as a concern and will increase as more troops are stationed at Fort Carson and return from deployments.**						
RECOMMENDATION:	**#2.1. Enhance communication and coordination through better data collection, tracking, and reporting and information sharing.**						
Action 2.1.1:	Develop an information tracking system to collect and report statistics and identify military-related impacts on law enforcement and public safety services.	PPACG/FC/LE/FD		X		C	PPACG/OEA/LE
Action 2.1.2: **(Priority)**	Implement a data collection/reporting system modeled on the El Paso County court's tracking of gambling-related crime. Such a system will help the community and the post identify and quantify key military-specific issues and emerging trends in order to develop appropriate methods to respond to the trends.	PPACG/Courts		X		D	PPACG/OEA/Courts
Action 2.1.3: **(Priority)**	Develop a database system that allows linkages between Fort Carson and local law enforcement jurisdictions to enable the local jurisdictions and the post to track and respond appropriately to any Fort Carson soldiers in contact with local law enforcement.	FC/LE		X		D	PPACG/OEA
RECOMMENDATION:	**#2.2. Develop and enhance training programs for first responders regarding military-specific issues, such as soldiers with PTSD and TBI.**						
Action 2.2.1:	Continue current training of law enforcement and fire and emergency first responders to address health and behavioral health issues of returning troops, particularly related to PTSD and TBI. Include in these trainings other community-based service providers who assist soldiers and families.	FD/LE/FC	CBO	X		(--)	
RECOMMENDATION:	**#2.3. Continue to utilize task forces and other coordination efforts to address Fort Carson-specific issues, such as potential gang concerns, bar scene issues, etc.**						
RECOMMENDATION:	**#2.4. Coordinate with on-post and community-based social services/behavioral health agencies to address military needs related to increased stress of deployments (substance abuse, domestic violence, etc.) before soldiers come in contact with law enforcement agencies.**						
ISSUE:	**#3. The large number of emergency service providers in the region requires substantial efforts to ensure efficient delivery of services and coordination between service providers.**						
RECOMMENDATION:	**#3.1. Continue and enhance communication and coordination between public safety and emergency service providers on- and off-post.**						
Action 3.1.1:	Continue use of mutual aid agreements and other, ad-hoc, efforts to ensure adequate communication between the post and local public safety agencies.	FC/LE/FD		X		(--)	
Action 3.1.2: **(Priority)**	Continue joint meetings between the installation and other agencies, such as those convened by PPACG, the Colorado Springs Chamber of Commerce and Fort Carson.	PPACG/FC/LE/FD	CoC	X		A	PPACG/OEA/CoC/FC
RECOMMENDATION:	**#3.2. Work with local, regional, state and federal agencies to address roadway conditions, congestion, and maintenance issues that affect response times and public safety.**						
Action 3.2.1:	Maximize information-sharing between public safety, transportation, and other service providers through coordination efforts of PPACG and the Colorado Defense Mission Coalition CDMC).	PPACG	CDMC	X		A	PPACG/OEA

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

PUBLIC SECTOR
PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
LE - local law enforcement agencies
FD - local fire departments/districts
Courts - El Paso County court system
OEA - Office of Economic Adjustment/Department of Defense

PRIVATE SECTOR/NON-PROFIT
CoC - Chambers of Commerce
CBO - community-based social service providers
CDMC - Colorado Defense Mission Coalition

PLANNING AND ZONING

Introduction

All the major local government jurisdictions within the Fort Carson study area, including the City of Colorado Springs, unincorporated El Paso County, the City of Fountain, Pueblo County, the City of Pueblo, Fremont County, and Cañon City, have a full complement of local government planning tools. These tools include comprehensive plans, master plans, annexation plans, and sub-area plans for future development, as well as zoning and subdivision regulations and procedures. These documents often incorporate, or are supplemented by, functional "systems" plans for transportation, open space, parks and trails, and capital improvements (see Table 3.8).

In addition, Fort Carson maintains an installation master plan for the development of housing and facilities to support its growth through 2013, as well as installation design guidelines that provide design standards for site planning, buildings, vehicular and pedestrian circulation, landscaping, site elements (i.e. signage, utilities), force protection, and sustainable design.

This section identifies gaps in local government planning documents and procedures that should be filled in order to respond effectively to the land use impacts of Fort Carson's projected growth. It also identifies opportunities for improved regional coordination and cooperation in land use planning. Finally, it presents specific recommendations for future action.

Methodology

The assessment was based on an inventory and review of local government land use plans, policy documents, and regulations. In addition, planning directors, managers, and/or staff from the various jurisdictions were interviewed regarding plans, specific areas, and policies related to the projected growth at Fort Carson. Recent development trends and the status of approved developments were also reviewed.

Key Findings

- While the three jurisdictions that border the cantonment area of Fort Carson, i.e., the City of Colorado Springs, El Paso County, and the City of Fountain, all have comprehensive plans, sub-area plans, and systems plans that address future development in the areas adjacent to the installation, none of them explicitly addresses the land use interface and functional interaction with the projected growth on Fort Carson.

- Some areas along the eastern border of the training areas of Fort Carson with El Paso County have potentially incompatible uses for noise impacts and light encroachment.
- The South Academy Boulevard corridor, which runs through both the City of Colorado Springs and unincorporated El Paso County, presents an opportunity for coordinated redevelopment as a mix of commercial and affordable residential uses that would support increased transit use.
- The State Highway 16/Mesa Ridge Parkway corridor also presents opportunities for commercial and affordable residential mixed use development to capture the Fort Carson market.
- Planned residential capacity is more than sufficient to absorb the demand from Fort Carson's growth. In May, 2007, a review of proposed and approved development plans for vacant land in the City of Colorado Springs, unincorporated El Paso County, and the City of Fountain, that looked only at that portion of the study area lying south of Platte Avenue/U.S. Highway 24 and surrounding Fort Carson, found a planned residential capacity of over 44,000 residential units distributed as follows (see Figures 3.14 - 3.18).

El Paso County – Approved Plans: 26,173 dwelling units - 8,758 acres

City of Colorado Springs – Approved Development Plans: 1,881 dwelling units

City of Fountain – Proposed and Approved Developments: 16,654 dwelling units/lots
Total: 44,711 Dwelling Units/Lots

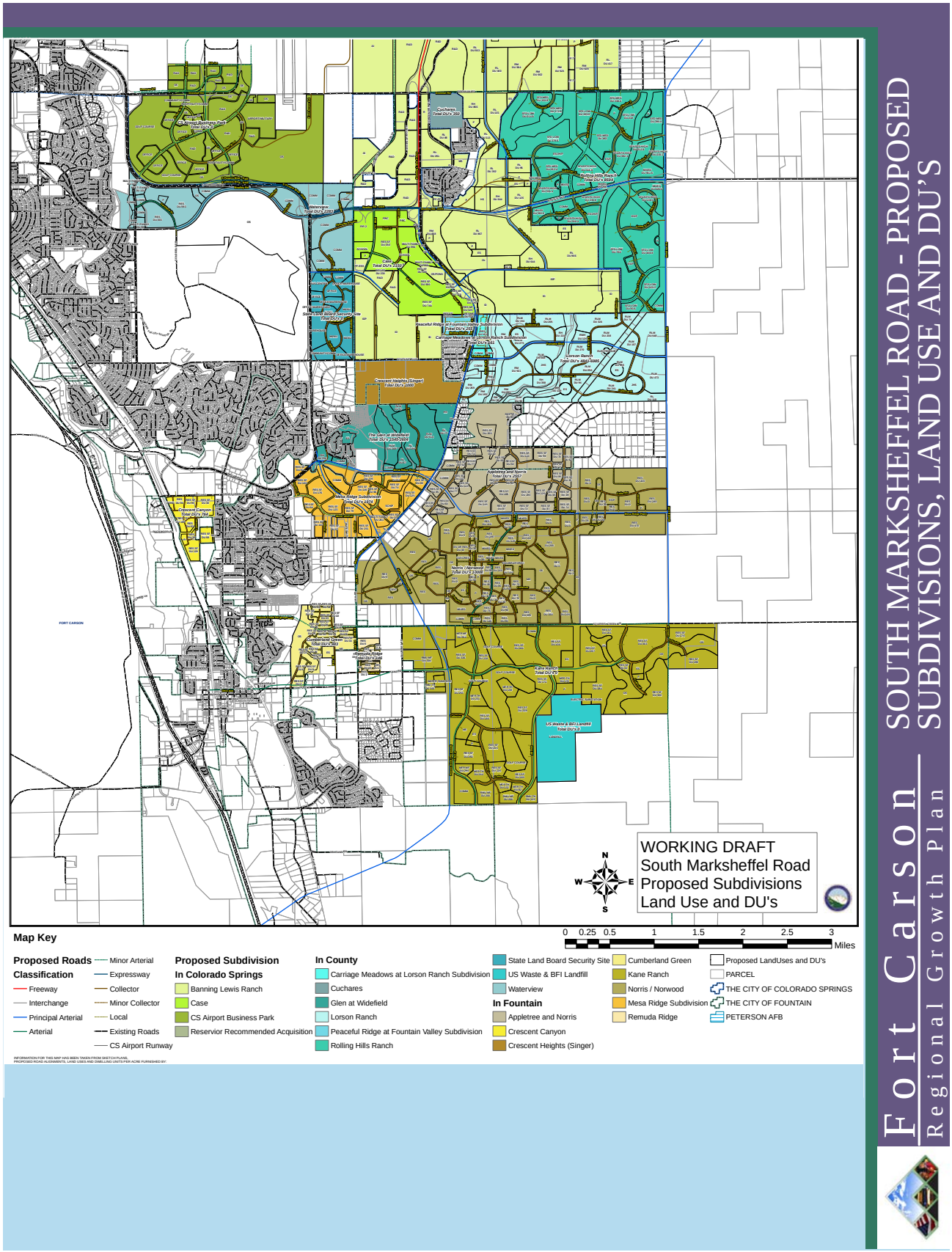
- However, new multifamily units make up a small percentage of the total approved residential development in southern El Paso County and Fountain. At the same time, there is a shortage of attractive, quality affordable multifamily residential units in the Security /Widefield area and Fountain with close access to the installation.
- The southern part of Colorado Springs (south of Platte Avenue) has limited development capacity for new residential development. Most residentially zoned parcels are smaller, infill sites, many of them approved for townhouses.
- Planned residential development in the eastern part of Cañon City in Fremont County, known as the Four-Mile Ranch, is within 20 minutes commuting time via State Highway 115 from Gate 6 at Fort Carson. Other areas in eastern Fremont County that are planned for single family residential development and have direct access to Fort Carson via SH 115 are Beaver Park/Penrose and the town of Florence. Activation of Gate 6 is planned by 2011, which will likely impact housing development in Fremont County.
- Regional communication and coordination for land use planning between jurisdictions within El Paso County, communities in Pueblo and Fremont counties, and Fort Carson is on an ad hoc and sporadic basis. No formal process is currently in place to foster regular sharing of land use and planning information.

Summary of Recommendations

- Include consideration of Fort Carson's existing and planned land uses, transportation improvements, and projected growth in future updates to local government comprehensive and sub-area plans.
- Continue the working relationship between Fort Carson and El Paso County to mitigate and avoid incompatible land uses along the installation's eastern boundary.
- Plan mixed use redevelopment of South Academy and new development of Mesa Ridge Parkway to meet demand from Fort Carson for affordable housing and convenient, transit oriented centers for retail and services.
- Initiate cooperative Corridor Planning between the City of Colorado Springs and El Paso County for South Academy.
- Establish a process for information sharing and updates for planning data between Fort Carson, local governments, and PPACG.
- Provide funding to support a housing study for the Fountain Valley to identify opportunities for multi-family development and redevelopment and supporting commercial development, taking into account both the existing housing stock and areas for new development.

Table 3.8 - Local Government Planning Documents

	Comprehen-sive Master Plans	Zoning Code	Parks/ Trails/ Open Space	Area Plans	Specific Subject/ System Plans
El Paso County	●	●	●	●	●
Colorado Springs	●	●	●	●	●
Fountain	●	●	●	●	●
Pueblo County	●	●		●	●
City of Pueblo	●	●	●	●	●
Fremont County	●	●		●	●
Cañon City	●	●	●	●	●



Fort Carson
Regional Growth Plan

SOUTH MARKSHEFFEL ROAD - PROPOSED SUBDIVISIONS, LAND USE AND DU'S

Figure 3.14 - South Marksheffel Road - Proposed Subdivisions, Land Use and DU's

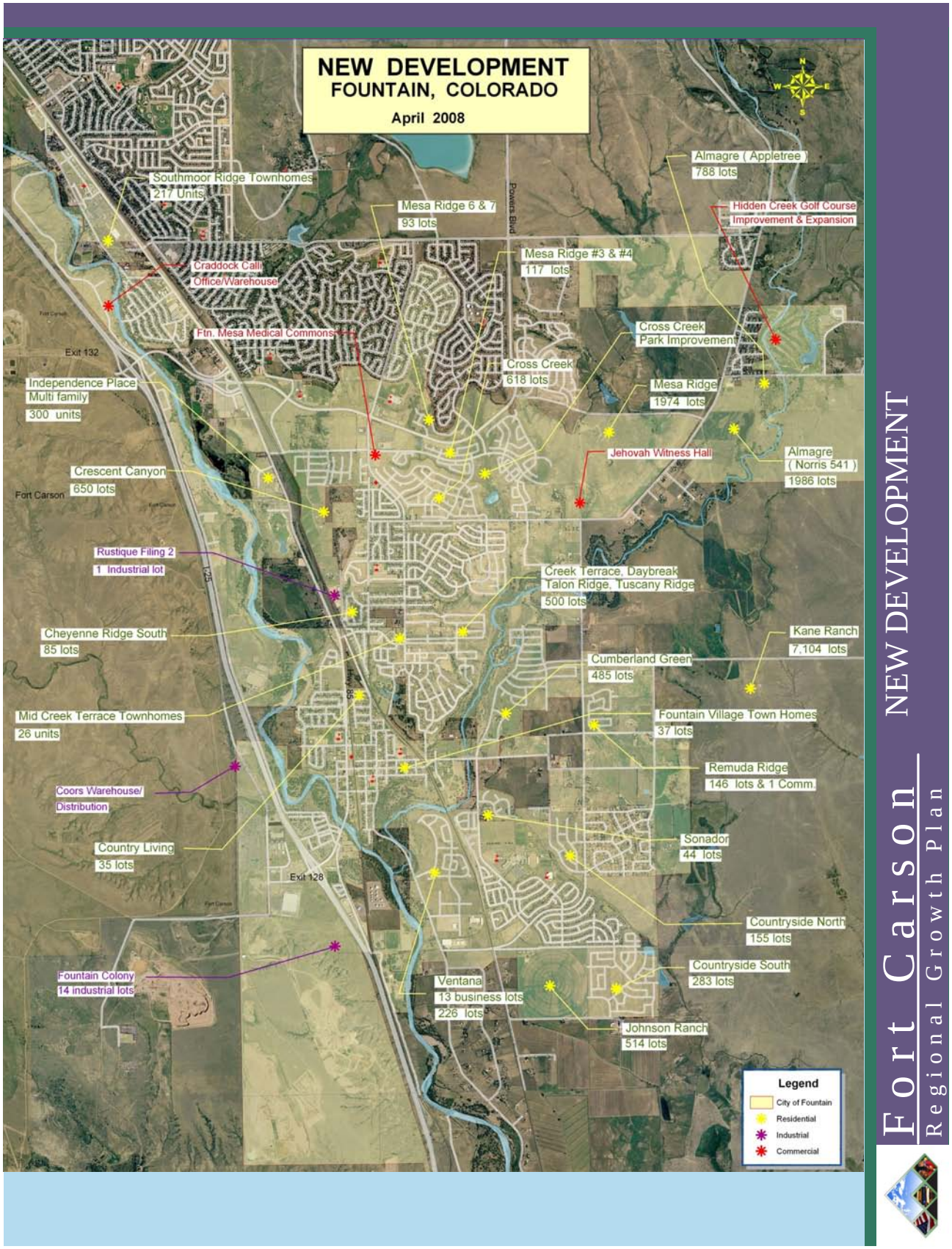
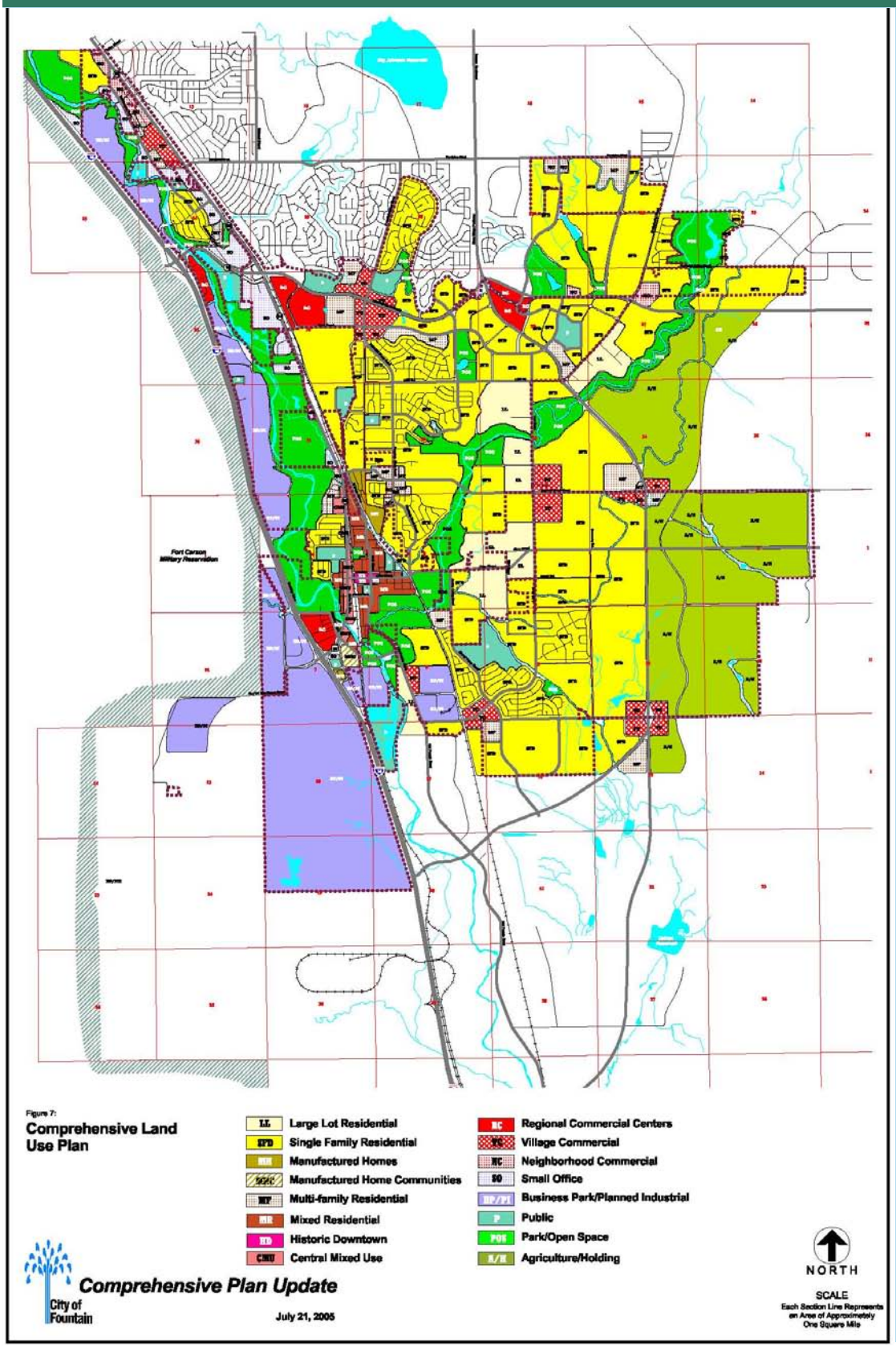


Figure 3.15 - New Development in the City of Fountain



COMPREHENSIVE LAND USE PLAN

Fort Carson Regional Growth Plan

Figure 3.16 - City of Fountain Comprehensive Land Use Plan

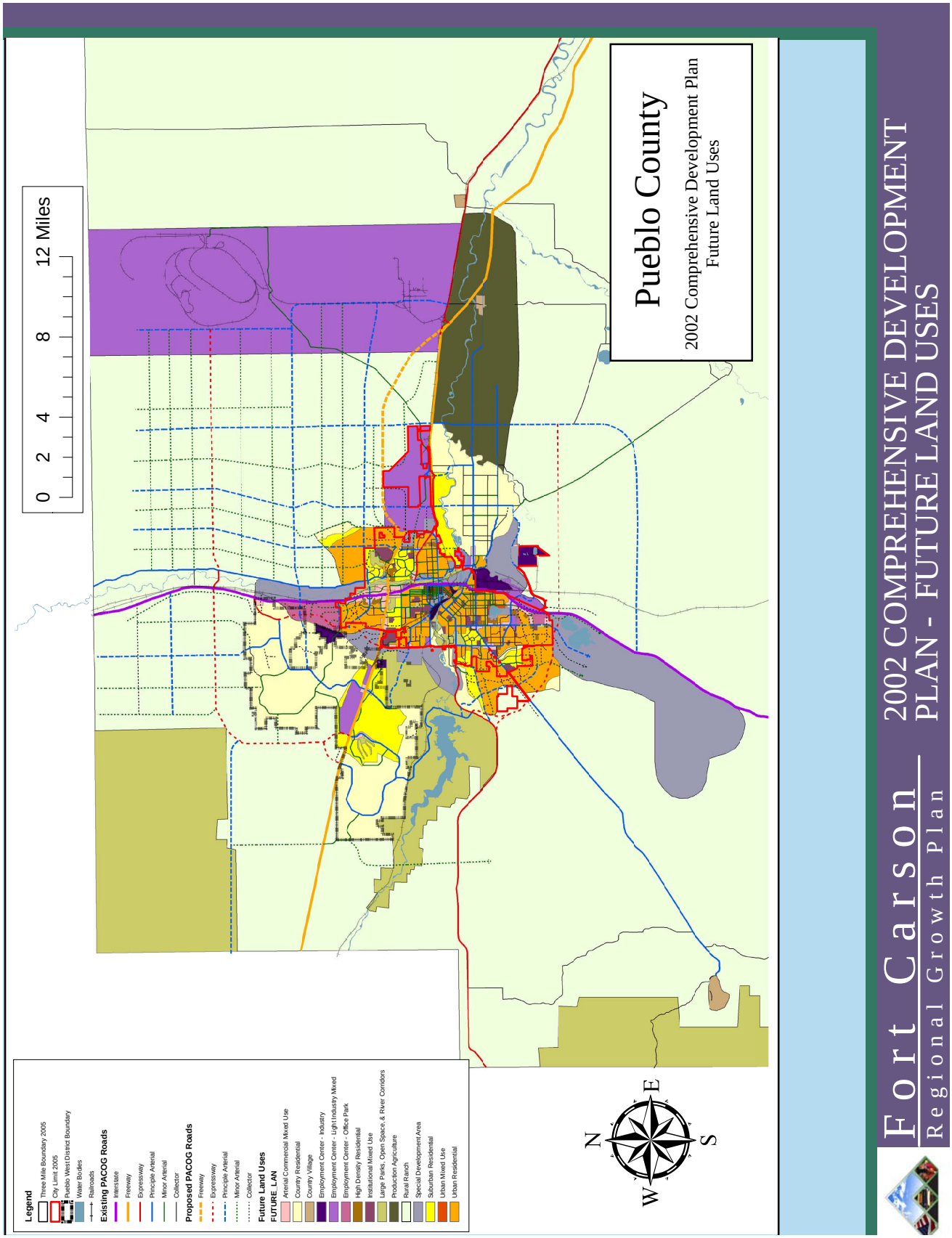


Figure 3.17 - Pueblo County 2002 Comprehensive Plan Future Land Uses

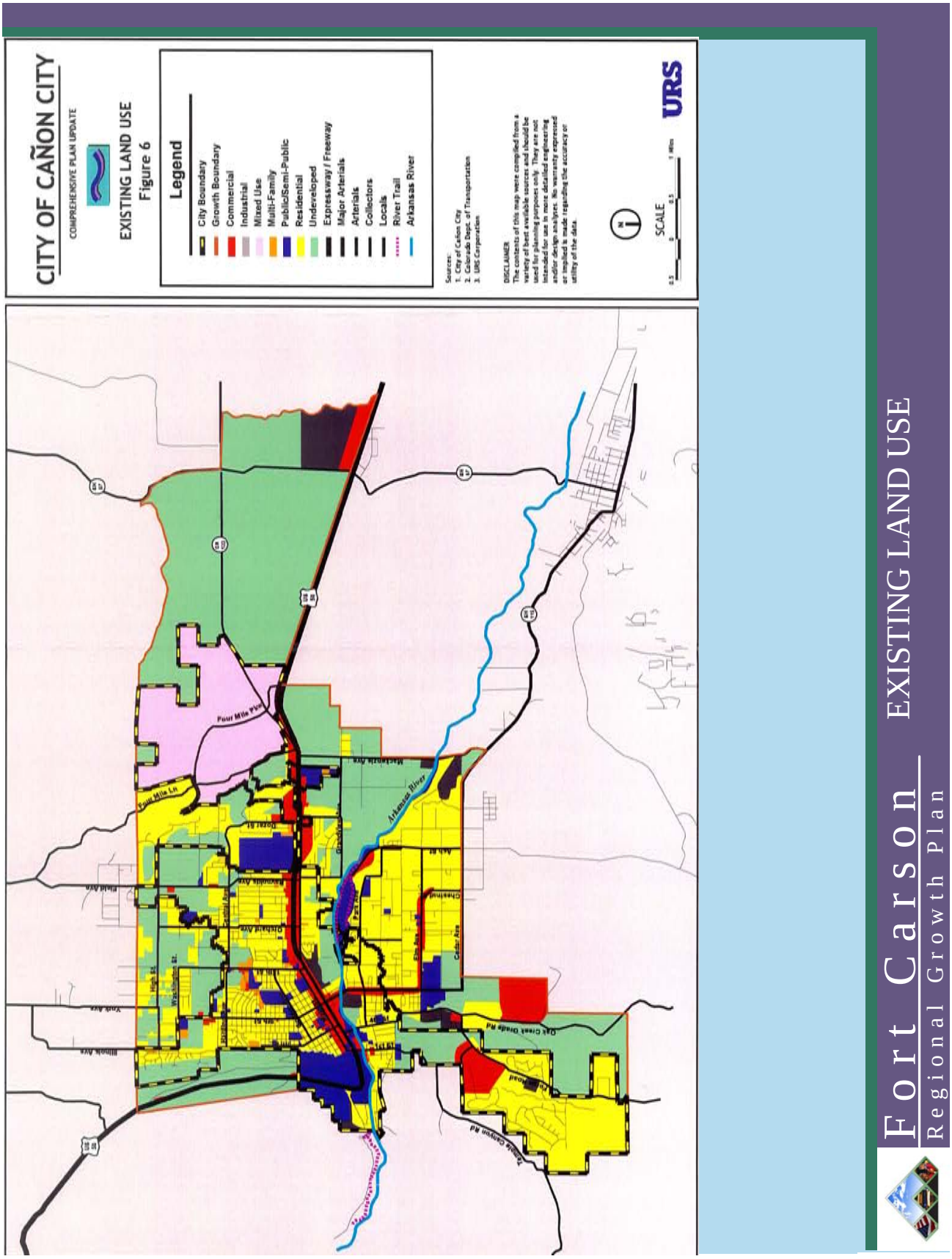


Figure 3.18 - City of Cañon City Existing Land Uses

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
PLANNING AND ZONING							
ISSUE:	**#1 No formal process is currently in place to foster regional communication and coordination for land use planning between jurisdictions within El Paso County and with communities in Pueblo and Fremont counties and with Fort Carson regular sharing of land use and planning information**						
RECOMMENDATION:	**1.1. Establish a process for information sharing and updates for planning data between Fort Carson, local governments, and PPACG.**						
Action 1.1.1:	Include Fort Carson in comprehensive plans and sub-area plans to ensure compatibility and connectivity in land uses and transportation as the post and the surrounding communities continue to grow.	LG		X			
Action 1.1.2:	Build and maintain a regional land use map showing the existing and planned generalized land uses in the jurisdictions surrounding and on Fort Carson.	PPACG/LG		X			
Action 1.1.3:	Continue the working relationship between Fort Carson and El Paso County to mitigate and avoid incompatible land uses along the installation's eastern boundary.	FC/EPC					
Action 1.1.4:	Sponsor an annual regional land use and planning forum to present, update, and exchange information between local governments in the region.	PPACG/FC/LG		X		A	LG
ISSUE:	**#2 Lack of quality, affordable, new multifamily residential development in close proximity to Fort Carson.**						
RECOMMENDATION:	**2.1. Plan for additional multi-family development and redevelopment that enhances the quality, affordability, and availability of multi-family units in the Fountain Valley and City of Fountain to meet Fort Carson demand.**						
Action 2.1.1:	Provide funding to support a housing study for the Fountain Valley to identify opportunities for multi-family development and redevelopment and supporting commercial development, taking into account both the existing housing stock and areas for new development.	EPC/FTN		X		B	
Action 2.1.2:	Update comprehensive plans to include new oportunities for new multi-family development with close access to Fort Carson.	LG			X		
ISSUE:	**#3 Opportunities for mixed use commercial and residential redevelopment and new development along major transportation corridors.**						
RECOMMENDATION:	**3.1. Plan mixed use redevelopment of S. Academy and new development along Mesa Ridge Parkway to meet demand from Fort Carson for affordable housing and convenient, transit oriented centers for retail and services.**						
Action 3.1.1:	Initiate cooperative Corridor Planning between the City of Colorado Springs and El Paso County for S. Academy.	EPC/CS				C	DOLA

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
LG - Local Governments
OEA - Office of Economic Adjustment
EPC - El Paso County
FTN - City of Fountain
CS - City of Colorado Springs
DOLA - Colorado Department of Local Affairs

COMPATIBILITY AND INSTALLATION OPERATIONS

Introduction

Compatibility of land uses on- and off-post has emerged in the last decade as a major concern for all branches of the military. As adjacent areas become more urbanized, once-isolated military installations face encroachment from incompatible land uses.

Fort Carson is a 24-mile long triangular wedge fanning from Colorado Springs into northern Pueblo County and bordering the eastern edge of Fremont County. The main cantonment area or "town" comprises 7,000 acres in the northern one-third of the installation and is surrounded by urban landscape to the north and east. The southern two-thirds of the installation consist primarily of training lands, bordered by undeveloped areas and a checkerboard mix of land uses.

The mission of Fort Carson is to train combat troops, and the installation's goal is to preserve its ability to train troops effectively. However, the land needed to accommodate the mission of the post and the development of the growing region, particularly along the southern and eastern boundaries of the installation, raises concerns about compatible uses near Fort Carson. This encroachment affects Fort Carson's ability to train troops and affects the region's air quality, water quality, noise levels and wildlife habitat.

Fort Carson has had significant success with programs mitigating compatibility issues, including the post's Installation Sustainability Initiative and partnership efforts. The Army Compatible Use Buffer (ACUB) program has acquired over 16,000 acres through purchase and lease agreements and permanent conservation easements, and the Peak to Prairie Conservation Project has preserved over 56,000 acres of the surrounding area, including 12,000 acres along the southern boundary of Fort Carson (see Figure 3.19, Fort Carson's Compatible Land Use Buffer Area). An additional $25 to $40 million is needed to complete Fort Carson's buffer zone.

Key Issues

- Fort Carson must preserve its ability to train soldiers to Army standards.
- Encroachment of incompatible uses can inhibit the installation's mission by affecting light pollution, frequency interference, and air space needs.
- Noise, dust, and vibrations caused by training missions impact the quality of life of residents living in close proximity to the post.

Recommendations

- Continue to implement regional partnerships to establish a buffer zone surrounding Fort Carson through the ACUB program, Peak to Prairie Conservation Project, and other public-private partnerships. These efforts should include leveraging funding from federal, state, and local sources.
- Pursue land use planning and development to support compatible uses.
- Continue and enhance use of Fort Carson's Installation/Community Sustainability Initiative to increase community involvement in key sustainability issues.
- Utilize Fort Carson's Installation Environmental Noise Management Plan and include the overlay of noise contours into regional planning efforts.
- Pursue regional cooperation to increase understanding of the Army's training needs to minimize light pollution.
- Address future concerns regarding air space and frequency/bandwidth issues.

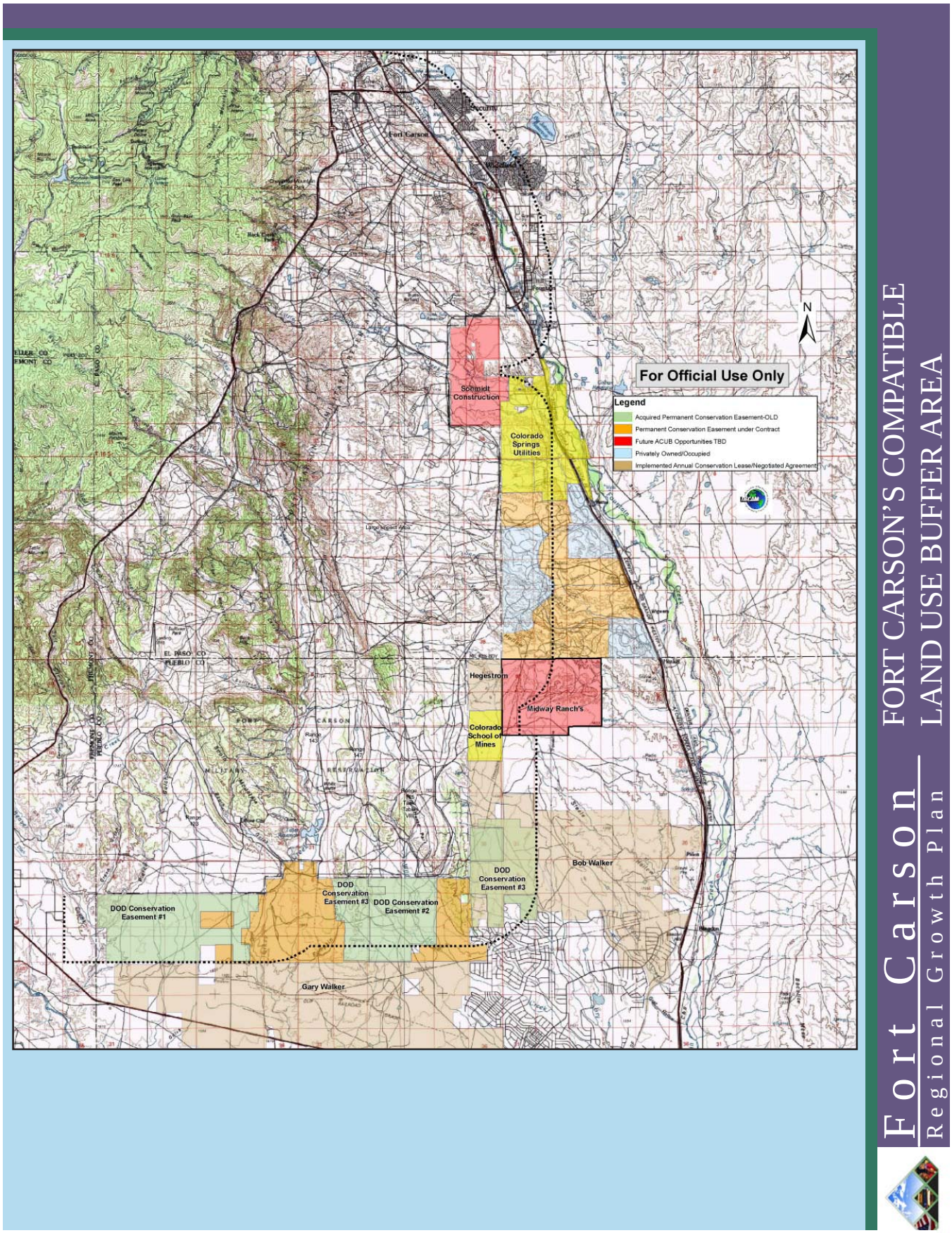


Figure 3.19 - Fort Carson's Compatible Land Use Buffer Area

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
COMPATIBILITY AND INSTALLATION OPERATIONS							
ISSUE:	**#1. Land uses adjacent to Fort Carson's training facilities are incompatible.**						
RECOMMENDATION:	**#1.1. Continue to implement Fort Carson's buffer zone program.**						
Action 1.1.1: **(Priority)**	Continue to identify funding for acquisitions and easements from federal, state, and local sources.	FC/M/C/State/Fed	CoC/EDC/NP	X		G	DoD/C/NP/EDC
Action 1.1.2: **(Priority)**	Maintain and expand partnerships that assist in converting adjacent lands to compatible uses.	FC/M/C/State/Fed	CoC/EDC/NP	X		(--)	
Action 1.1.3:	Pursue opportunities to leverage funding through a coordinated buffering approach, including other military installations in the region.	FC/M/C/State/Fed/OMB	CoC/EDC/NP		X	(--)	
RECOMMENDATION:	**#1.2. Pursue land use plans that support compatible uses.**						
Action 1.2.1:	Coordinate with surrounding local governments and private entities to ensure planning and development efforts do not result in further incompatible uses.	PPACG/FC/M/C			X	(--)	PPACG/OEA
Action 1.2.2:	Monitor adjacent properties regarding future ownership; work with local governments and private owners to ensure compatible uses are retained.	PPACG/FC/M/C			X	(--)	PPACG/OEA
RECOMMENDATION:	**#1.3. Continue and enhance deployment of the Installation/Community Sustainability Initiative as the mechanism to increase community involvement and citizenship, environmental stewardship, and regional sustainable development.**						
Action 1.3.1: **(Priority)**	Participate in educational forums to educate the community regarding sustainability efforts to support Fort Carson growth, such as the Southern Colorado Collaborative Effort.	PPACG/FC/M/C	NP	X		B	FC/C/M/NP
Action 1.3.2: **(Priority)**	Support Fort Carson's Annual Sustainability Conference and include efforts to reach out to the surrounding community as Fort Carson grows.	PPACG/FC/M/C	NP	X		B	FC/C/M/State/NP
Action 1.3.3: **(Priority)**	Continue to utilize Garrison Commander's Sustainability Breakfasts to inform the community, including neighboring land owners, regarding Fort Carson's training mission/needs and sustainability initiatives.	FC		X		(--)	FC
ISSUE:	**#2. Noise impacts outside Fort Carson's boundaries will increase as training increases.**						
RECOMMENDATION:	**#2.1 Continue using Fort Carson's Installation Environmental Noise Management Plan.**						
Action 2.1.1:	Maximize information sharing to the public regarding mission requirements via various media outlets.	FC	LM	X		(--)	
RECOMMENDATION:	**#2.2. Coordinate with local and regional governments to overlay noise contours into regional land use planning efforts.**						
Action 2.2.1:	Continue information-sharing mechanisms, including PPACG/Fort Carson Growth Coordination Plan Partnership Group, to maintain and enhance communication and include noise contour overlays in local government planning documents.	PPACG/M/C/FC	EDC/CoC/NP		X	A	PPACG/OEA

ISSUE:	**#3. Light pollution from surrounding communities and private industry inhibits Fort Carson's night training capabilities.**						
RECOMMENDATION:	**#3.1. Work with entities to enhance understanding of night training needs.**						
Action 3.1.1:	Maximize information sharing to the public regarding mission requirements via various media outlets.	FC	LM	X		A	
RECOMMENDATION:	**#3.2. Determine ways to reduce current light pollution in key areas.**						
Action 3.2.1: **(Priority)**	Identify key property owners affecting Fort Carson's mission to educate those owners regarding the post's training mission and develop joint strategies to mitigate light pollution.	FC	EDC/CoC		X	(--)	
ISSUE:	**#4. As training increases, air space needs will increase/be taxed.**						
RECOMMENDATION:	**#4.1. Maintain Fort Carson's restricted air space.**						
RECOMMENDATION:	**#4.2. Work with FAA/surrounding communities to ensure adequate flight corridors and air space to support Fort Carson's training mission.**						
Action 4.2.1:	Continue communication efforts to ensure FAA and surrounding communities understand Fort Carson's air space needs.	FC/FAA			X	(--)	
ISSUE:	**#5. Fort Carson and regional growth will impact bandwidth and affect the installation's training capabilities.**						
RECOMMENDATION:	**#5.1. Continue to monitor the installation's communications needs for operations and training.**						
Action 5.5.1:	Maintain and enhance partnerships through PPACG's partnership groups to clarify Fort Carson's communications needs as operations and training increase.	FC/PPACG	EDC/CoC		X	(--)	

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
C- Counties
M - Municipalities
State - state agencies
DoD - Department of Defense
OMB - Other military bases, including Peterson AFB, Air Force Academy, Schriever AFB
OEA - Office of Economic Adjustment
FAA - Federal Aviation Administration

PRIVATE SECTOR/NON-PROFIT

EDC - Economic Development Corporation
CoC - Chambers of Commerce
NP - non-profits (TNC, Colorado Open Lands, etc.)
LM - Local Media

QUALITY OF LIFE

Fort Carson currently affects the quality of life of the surrounding region, and the post's impacts will increase based on rapid military growth over the next several years. The installation is the largest employer in the area and will contribute to over one quarter of the region's growth by FY 2011. By assessing impacts to the identified resource areas and making recommendations to mitigate growth impacts, PPACG and the consultant team essentially conducted a review of quality of life issues throughout the Fort Carson study area. Each resource area affects quality of life for incoming troops and families, as well as the people in communities surrounding the post, and this Plan attempts to address these issues through the recommendations and actions for each issue area. Below is a brief overview of how Fort Carson growth impacts quality of life across each resource area.

Quality of Life Impacts

Economic Impacts

Fort Carson is the largest employer in the region, and the addition of over 33,800 troops, civilians, and dependents will provide significant economic opportunities for the study area. Construction on- and off-post to accommodate the new soldiers and their families will contribute billions of dollars to the local economy and provide numerous ancillary jobs. The growth will also affect workforce issues, particularly for military spouses seeking employment locally; quality of life for military families will be affected if spouses can not find employment that meets their needs. The Plan's recommendations regarding economic impacts will help the region understand these impacts and better prepare for economic changes and workforce needs to help maintain and enhance quality of life in the region. The economic impact recommendations in the Plan affecting quality of life include:

- Defining and evaluating the economic impact of Fort Carson in more detail
- Increasing workforce training for military spouses

Housing

The availability of quality, affordable housing is a key indicator of quality of life, and it is important that communities surrounding the post are able to provide housing that meets the expectations and needs of Fort Carson soldiers and families. The Housing Technical Report identified quality issues, particularly related to multi-family housing in the region, as well as affordability issues that require further study. The housing recommendations will provide more information and enable the region to provide quality, affordable housing for incoming troops and families. Plan recommendations related to housing quality and affordability include:

- Collecting and reporting data addressing affordability trends for Fort Carson soldiers and families
- Identifying financial issues affecting housing affordability for Fort Carson soldiers and families

Education

The ability to obtain quality education near home is a key quality of life issue, and many families choose housing based on proximity to good schools. The ability of the region to respond to Fort Carson growth and provide quality educational facilities and an environment conducive to learning will affect incoming soldiers and their families. The region must also respond to meet the educational needs of soldiers and spouses. The Plan has identified capacity shortfalls in K-12 education facilities in school districts near the post, as well as space limitations for on-post adult education. Addressing these impacts is critical to ensuring that Fort Carson families are able to achieve their educational goals. Education recommendations in the Plan will benefit Fort Carson families' quality of life and include:

- Constructing additional capacity for impacted school districts
- Identifying and obtaining funding to hire staff to serve students with special needs
- Enhancing coordination between schools and the post to provide information to new parents
- Identifying adult education needs of Fort Carson soldiers and families

Transportation

The increase in troops will affect transportation routes near Fort Carson, and the increase in Fort Carson related population will also affect transportation systems region-wide. Traffic

congestion is currently a concern at Fort Carson gates, particularly during peak travel times. The availability of transit routes to serve Fort Carson and pedestrian and bike access are also issues that require further study. Increased congestion and travel times to work or other locations impact people's lives, as well as air quality. The ability of the region to plan cooperatively across jurisdictions and with the post will help mitigate these issues. The Plan makes several recommendations to address these quality of life issues, including:

- Planning and construction of roadway improvements to support the activation of additional gates at Fort Carson
- Completing a non-motorized transportation plan that addresses bicycle and pedestrian access within the post and between surrounding communities
- Developing strategies to increase transit ridership serving Fort Carson
- Developing a travel demand management (TDM) program for the post
- Including TDM in on- and off-post planning efforts
- Improving parking management and utilization on-post

Public Utilities and Infrastructure

Troops and families arriving in the Fort Carson region will also need public utility services that are affordable and reliable. Communities in the region must be able to provide infrastructure and resources to serve new residents. Utility providers in the Fort Carson study area have generally planned well to meet the growth demands of the installation and population. In order to maintain and enhance service levels to meet Fort Carson needs, the Plan includes the following quality of life-related recommendations:

- Maintaining and enhancing communication and coordination to meet utility demands as the post grows
- Reducing utility usage through Fort Carson's sustainability initiatives

Health & Behavioral Health Care

The provision of adequate, affordable health and behavioral health care is a significant quality of life factor for the region and for Fort Carson soldiers and families in particular. The Plan has identified shortfalls in some types of physicians, as well as significant gaps in resources for mental health care in the region. The ability of Fort Carson soldiers and families to obtain adequate mental health care is especially important based on the added stresses on soldiers and families related to deployments and the numbers of soldiers returning with mental and physical health needs. Without adequate health and behavioral health care, soldiers and families may end up with greater needs and impact other resource areas, such as public safety and social services. Therefore, meeting the health and behavioral health needs of the Fort Carson-related population is critical to maintaining and enhancing quality of life, not only for soldiers and families, but also for the region as a whole. In addition to the need for certain types of physicians, the community lacks an integrated approach to mental health care. While community-based organizations have begun to collaborate with each other and Fort Carson, the Plan makes several recommendations, including:

- Fostering community collaborative efforts to provide coordinated health and behavioral health care services to Fort Carson soldiers and families
- Developing a strategy to recruit additional providers to the region
- Developing innovative mental and behavioral health models to treat soldiers and families

Social Services

Fort Carson soldiers and families currently access a variety of social services, and the increase of the Fort Carson-related population will place additional strains on already-taxed and underfunded services. There are many quality of life factors related to social service provision. These factors include the financial well-being of soldiers and their families that affects the need for financial, food, and other assistance programs; stresses on families because of deployments, which may lead to substance abuse, family violence, or contacts with law enforcement; and military transitions that may leave families without traditional family and social supports and may contribute to an increased need for social services. The Plan addresses these varied issues, noting that community-based social services are currently strained. These issues can affect the quality of life of Fort Carson soldiers and families, and the Plan makes several recommendations to address these impacts, including:

- Conducting a more comprehensive assessment of Fort Carson soldier and family social service needs
- Working with the El Paso County Department of Human Services to better identify impacts on the department's child, youth, and assistance programs
- Coordinating data collection and reporting of social services needs to better prepare for and meet soldier and family needs
- Increasing coordination and collaboration between the post and community-based providers
- Developing a one-stop information and referral call center and web site to serve Fort Carson soldiers and families
- Assessing the financial well-being of Fort Carson soldiers and families
- Seeking additional funding to support the social service needs of Fort Carson and the community
- Continuing to measure quality of life indicators to assess the community's well-being in response to Fort Carson growth

Child Care and Development

Access to quality, affordable child care near one's home or work is another quality of life factor that will be affected by the increase in Fort Carson troops. Having adequate child care (both quality and capacity) allows spouses to seek employment and can affect financial well-being of families. Respite care to assist spouses of deployed soldiers is also important. Additionally, the rapidly increasing numbers of Fort Carson dependents with special needs and children exhibiting behavioral problems related to the stress of deployments are impacting the need for greater levels and types of services to meet Fort Carson family needs. Waiting lists for certain services for special needs children are already long, and the ability of families to receive adequate care for their children affects the entire family's quality of life. In order to address these issues, the Plan includes the following child care and development-related recommendations:

- Establishing additional family child care homes to serve Fort Carson families
- Conducting an economic impact study of child care in the region to assess the value of child care
- Incorporating child care facilities in planning efforts of municipalities, counties, and school districts
- Promoting early intervention efforts for Fort Carson children with special needs
- Recruiting and training specialized providers to serve children with special needs

Public Safety and Emergency Services

Community safety is a significant quality of life factor. Safe neighborhoods and roads, and the ability to obtain police or fire services in a timely manner when needed are important for the region. The increase in Fort Carson-related population will impact the need for public safety and emergency services, including increased traffic-related calls and a general increase in need for public safety services. Overall crime levels in the Pikes Peak region are relatively low, a good indicator for the region. However, local public safety agencies are currently facing budget constraints, raising concerns about the ability to maintain current levels of service. Additionally, some crime trends related to Fort Carson soldiers and families are raising concerns about public safety agencies' abilities to meet Fort Carson needs as the post grows. Therefore, the Plan makes several recommendations to meet the safety needs of soldiers and families and the entire region as Fort Carson grows. These recommendations include:

- Identifying and seeking funding to maintain and enhance existing service levels
- Continuing partnerships between the post and local agencies to meet public safety and emergency service needs
- Enhancing communication and data sharing between the post and local agencies
- Developing and enhancing training programs for first responders to better handle key issues, such as PTSD and TBI, that may affect soldiers' behavior

Planning & Zoning

Planning and zoning affect quality of life in numerous ways. Providing adequate housing that is in proximity of needed services (including work, shopping, and other resources) and ensuring appropriate land for residential, commercial, and industrial uses are a critical function of local government. Coordination of land use planning across communities in the region and with the post will help maintain and enhance quality of life for Fort Carson soldiers and families and the region. In order to accomplish planning and zoning objectives to enhance quality of life in the regions, the Plan recommends:

- Planning for mixed-use redevelopment on South Academy, particularly addressing needs for affordable housing and conveniently-located retail and service centers
- Initiating cooperative corridor planning for South Academy
- Including Fort Carson in comprehensive plans and sub-area plans to ensure compatibility and connectivity in land uses and transportation
- Planning for additional quality, affordable multi-family housing in the Fountain area
- Funding a housing study for the Fountain Valley

Compatibility and Installation Operations

Compatibility of land uses surrounding Fort Carson is another critical quality of life issue for the region. In addition to impacting training operations, incompatible uses negatively impact residents in surrounding communities that must deal with noise, dust, and vibration impacts of the post's training exercises. Coordination and partnership efforts to limit incompatible uses impact quality of life for surrounding communities and the region as a whole, by providing wildlife habitat and other environmental and recreational benefits. Fort Carson has taken a proactive and progressive approach to addressing compatibility issues, including developing the post's sustainability initiatives, aggressively pursuing federal funds to create a buffer zone to limit residential development adjacent to the installation, and working collaboratively through partnerships to expand the buffer zone around the post and promote environmental stewardship and

sustainability on the post and in the region. The installation's sustainability goals, incorporated into the Garrison's five-year strategic plan, include numerous efforts to enhance quality of life on-post that will also affect the surrounding region. These goals include significantly reducing automobile dependency and water and energy consumption, enhancing partnerships to implement regional sustainability objectives, and supporting sustainable training ranges.

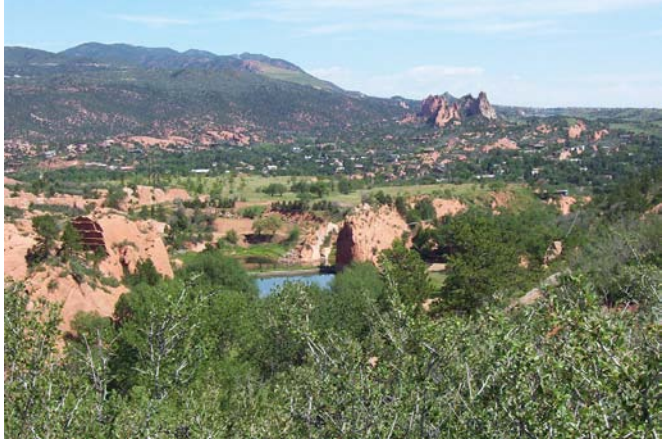
In order to further the post's sustainability and compatibility goals and enhance the quality of life for Fort Carson soldiers, families, and neighboring communities, the Plan recommends the following:

- Continuing implementation of the post's buffer zone program
- Continuing and enhancing the post's Installation/Community Sustainability Initiative
- Continuing to mitigate noise impacts from training

Quality of Life Indicators for the Pikes Peak Region

In addition to the above assessments, PPACG also partnered with Pikes Peak United Way, the El Pomar Foundation, and Leadership Pikes Peak to produce the report, *Quality of Life Indicators for the Pikes Peak Region*. This report identified key statistics to measure quality of life in El Paso County. The intent of the project is that these measures will be updated and reported annually to provide a barometer for the region across a wide range of issues. The nine key vision areas identified are as follows:

- Growing a Vibrant Economy
- Promoting Social Wellbeing
- Preserving the Natural Environment
- Sustaining a Healthy Community
- Achieving Educational Excellence
- Enjoying Arts, Culture, and Recreation
- Moving Around Efficiently
- Keeping the Community Safe
- Fostering Community Engagement



As Fort Carson grows, these areas can be measured over time, and future reports can include military-specific issues, as well as expand to include Pueblo and Fremont counties as these areas experience more impacts from the installation's growth. These indicators will help the region identify trends in order to better address quality of life issues in conjunction with installation changes.

Conclusion

As noted above, the ultimate purpose of the Fort Carson Regional Growth Plan is to ensure that quality of life in the study area is maintained and enhanced as the post grows. The Plan has identified numerous resource areas, each of which affects quality of life in the region and for Fort Carson soldiers and families. By identifying these issues, assessing growth impacts, and making recommendations to mitigate Fort Carson growth issues, PPACG, along with all the stakeholders and service providers in the region who participated in the development of this Plan, aims to ensure that the Fort Carson region will remain an area that welcomes and provides for the military community through effective planning in order to meet the needs of soldiers and family members. By adequately planning for Fort Carson growth, not only will the military community benefit, but the entire region will also benefit from the expansion of the installation.

Fort Carson Regional Growth Plan Implementation Actions Matrix		Implementation Partners		Implementation Timing		Est. Public Cost	Funding Sources
		Public	Private	Near Term 2008-2009	Long Term 2010-2012		
QUALITY OF LIFE							
ISSUE:	**#1 Military-specific quality of life issues are not currently measured in the region.**						
RECOMMENDATION:	**1.1. Identify and measure military-specific quality of life indicators to assess the community's response to Fort Carson growth.**						
Action 1.1.1:	Participate in the 2009 Pikes Peak Quality of Life Indicators Report by including a section on military-specific quality of life indicators.	PPACG/FC	PPUW/El Pomar	X		A	PPACG/PPUW/El Pomar
Action 1.1.2:	Monitor Quality of Life Indicators that may be affected as Fort Carson grows to help assess regional responses to Fort Carson growth.	PPACG/FC	PPUW/El Pomar	X		A	PPACG/PPUW/El Pomar/OEA
ISSUE:	**#2 Sustainability is a key factor in preparing for and responding to Fort Carson growth and impacts Fort Carson and regional quality of life.**						
RECOMMENDATION:	**2.1. Continue to encourage and support Fort Carson and community sustainability efforts.**						
Action 2.1.1:	Identify opportunities to integrate Fort Carson's sustainability goals and the Pikes Peak Sustainable Indicators project into other community efforts, including the Pikes Peak Quality of Life Indicators Report.	PPACG/FC/C/M		X		(--)	
Action 2.1.2:	Encourage community participation in Fort Carson sustainability programs, such as the post's Annual Sustainability Conference and other public forums, to educate the community and promote sustainability on- and off-post.	FC/PPACG		X		(--)	
ISSUE:	**#3 The other resource areas addressed in the Plan overlap with regional quality of life issues, and Fort Carson family and community quality of life will be affected by the region's response to Fort Carson growth.**						
RECOMMENDATION:	**3.1. Continue to implement the recommendations identified in the Fort Carson Regional Growth Plan that impact quality of life.**						
Action 3.1.1:	Monitor, evaluate, and report on recommended implementation actions in the Plan that affect the quality of life of Fort Carson soldiers and families.	PPACG		X		(--)	PPACG

COST KEY

(A) $0-$25,000
(B) $25,000-$50,000
(C) $50,000-$100,000
(D) $100,000-$250,000
(E) $250,000-$500,000
(F) $500,000-$750,000
(G) $1 million +
(--) – Unknown or no cost

IMPLEMENTATION CODES

PUBLIC SECTOR

PPACG - Pikes Peak Area Council of Governments
FC - Fort Carson
M - Municipalities
C - Counties
PPUW - Pikes Peak United Way
El Pomar - El Pomar Foundation
OEA - Office of Economic Adjustment

List of Tables and Figures

Figure EX.1 - Regional Growth Plan Study Area EX-2

Table EX.1 - Fort Carson's One-Time Economic Impacts through 2011 ..... EX-3

Figure EX.2 - Fort Carson's Total On-Going Economic Impacts EX-3

Table EX.2 - End-State Capacity Analysis for Impacted School Districts, FY 2011-12 ..... EX-5

Table EX.3 - FY 2011 End-State Summary of Forecasted Child Care Age Dependents from Baseline Growth and Fort Carson Troop Increase. EX-8

Figure 1.1 - Regional Growth Plan Study Area 1-2

Table 2.1 - Military Personnel Authorized for Fort Carson 2-1

Table 2.2 - Projection of New Personnel to Fort Carson – Expected Growth Scenario 2-2

Figure 2.1. Existing Military Personnel by Rank 2-2

Table 2.3 - Forecast New Military Personnel by Rank 2-3

Table 2.4 - Multipliers by Group 2-3

Figure 2.2 - Military Dependents by Rank from Sample Data 2-3

Table 2.5 - Allocation of New Military Personnel and Dependents by Rank 2-4

Table 2.6 - Forecast New Personnel and Dependents by Year – Expected Growth Scenario 2-4

Table 3.1 - Summary of One-Time Impacts ($2007) 3-3

Table 3.2 - Summary of Ongoing Impacts ($2007) 3-3

Table 3.3 - Summary of Current and Future Ongoing Impacts ($2007) 3-4

Figure 3.1 - Primary Housing Impact Area 3-8

Figure 3.2 - School District Boundaries in the Fort Carson study area. 3-14

Table 3.4 - FY 2011 End-State Summary of Forecasted School Age Children by District 3-15

Table 3.5 - End-State Capacity Analysis for Impacted School Districts, FY 2011-12 3-16

Figure 3.3 - Major Corridors in the Fort Carson Study Area 3-21

Figure 3.4 - Modeled Daily Road Volumes and Fort Carson Share for 2005 3-22

Figure 3.5 - Modeled Daily Road Volumes and Fort Carson Share for 2015 3-23

Table 3.6 - Existing and Forecast On-Post 24-hour Traffic Volumes 3-24

Figure 3.6 - Existing 2007 and Forecast 2011 Peak Hour Gate Traffic 3-25

Figure 3.7 - Off-Post Bicycle and Pedestrian Facilities 3-26
Figure 3.8 - On and Off-Post Transit Services 3-27
Table 3.7 - Utility Providers 3-31
Figure 3.9 - Water System Interconnections for South El Paso County Water Providers 3-32
Figure 3.10 - Colorado Springs Utilities Service Area Boundaries 3-33
Figure 3.11 - Widefield Water and Sanitation District 3-34
Figure 3.12 - Colorado Springs Utilities 34.5kV System Study Areas 3-35
Figure 3.13 - Public Safety Service Areas Around Fort Carson 3-55
Table 3.8 - Local Government Planning Documents 3-60
Figure 3.14 - South Marksheffel Road - Proposed Subdivisions, Land Use and DU's 3-61
Figure 3.15 - New Development in the City of Fountain 3-62
Figure 3.16 - City of Fountain Comprehensive Land Use Plan 3-63
Figure 3.17 - Pueblo County 2002 Comprehensive Plan Future Land Uses 3-64
Figure 3.18 - City of Cañon City Existing Land Uses 3-65
Figure 3.19 - Fort Carson's Compatible Land Use Buffer Area 3-68

Photo Credits

Fort Carson ..... EX-1, 4, 6, 7, 9, 10 & 11

Pikes Peak Community Action Agency, Walt Fortman Community Center, Fountain, Colorado EX-8

Fort Carson 1-1

Pikes Peak Area Council of Governments 1-3

Fort Carson 2-1

John Kelley 2-5

Fort Carson 3-1, 3-2

Pikes Peak Area Council of Governments 3-7

City of Fountain, CO 3-9

Griffis-Blessing ..... 3-10 & 3-11

City of Fountain, CO 3-13

Fort Carson ..... 3-15, 17, 24, 31 & 37

Pikes Peak Community Action Agency, Walt Fortman Community Center, Fountain, Colorado ..... 3-42 & 43

Child Nursery Centers, Inc. 3-47

Andrea Booher - Zero to Three and Community Partnership for Child Development ..... 3-48 & 49

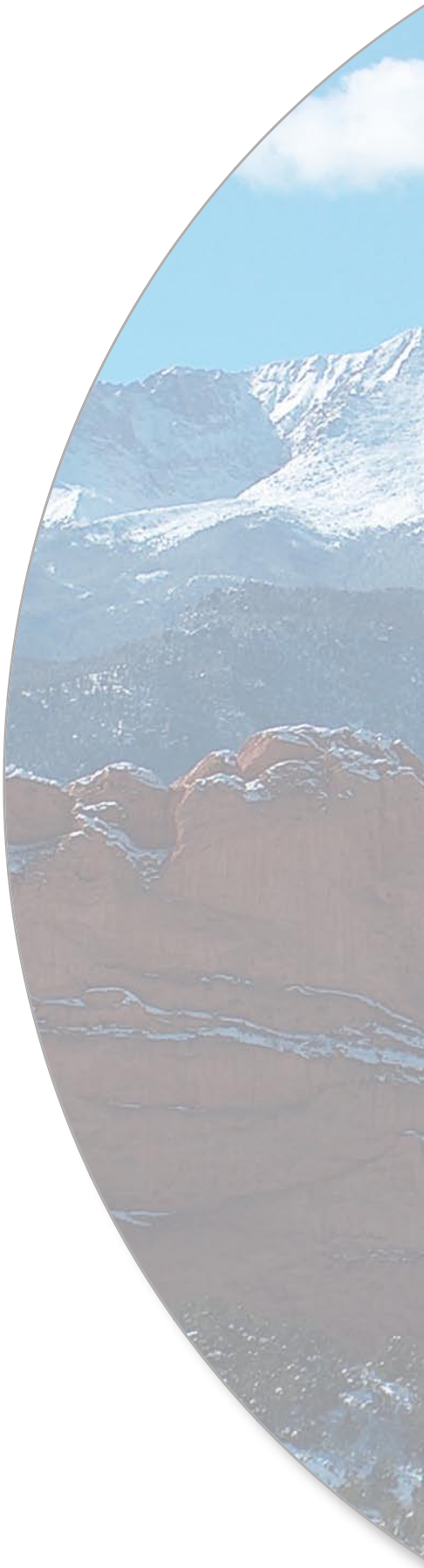
Fort Carson 3-53

Stratmoor Hills Fire Department 3-54

City of Fountain, CO 3-59

Fort Carson ..... 3-67 & 73

City of Colorado Springs, CO 3-75



Pikes Peak Area
Council of Governments
Communities Working Together

Fort Carson Regional Growth Plan