

## APPENDIX E.

### No Deployments Scenario

The analysis presented in this report assumes that Fort Carson deployment cycles will continue through at least 2013, as currently projected by Garrison Command. However, deployment schedules could change if military conflicts abroad come to an end, resulting in more Soldiers living in the region than currently anticipated. In the most extreme case, all Fort Carson Soldiers would return to the Post from assignments abroad. This would mean a substantial increase in the Soldier population in region. The number of spouses and children in the region would also increase, albeit to a lesser extent since many spouses and children of deployed soldiers remain in the region during deployments. The changes in demographics that would result from a “No Deployments Scenario” would place additional demands on regional resources, but would also increase regional economic activity related to the Post.

This appendix investigates this “no deployments” scenario by considering an alternative scenario with no deployments during the 2013 fiscal year. Under this scenario, it is also assumed that all units are staffed at full strength.

There are numerous other potential implications that could arise from an end to the conflicts abroad. Overall military budgets and staffing levels could change. Reduction in the soldier and family stresses, as well as the physical injuries, created by deployments to active combat zones could affect the usage of health services, social services and mental health facilities in the region. These types of effects are impossible to quantify at this time and can only be discussed in qualitative terms.

#### Demographics

The FCDM was used to project the Fort Carson demographic characteristics under the No Deployments Scenario. Exhibit E-1 summarizes the projected Soldier population. The exhibit also shows the differences in the projected population characteristics under the No Deployments Scenario compared to under the existing deployment schedule.

**Exhibit E-1.**  
**Soldier Population Summary**  
**Under No Deployments Scenario**

	FY 13 Q1	FY 13 Q2	FY 13 Q3	FY 13 Q4
<b>NO DEPLOYMENTS SCENARIO</b>				
<b>Soldiers (present)</b>	<b>26,041</b>	<b>26,062</b>	<b>26,062</b>	<b>26,062</b>
E1-E6	20,797	20,814	20,814	20,814
E7-E9	2,288	2,290	2,290	2,290
O1-O4	2,232	2,234	2,234	2,234
O5+	258	258	258	258
W1-W5	466	466	466	466
<b>Soldiers (deployed)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Fort Carson Soldiers</b>	<b>26,041</b>	<b>26,062</b>	<b>26,062</b>	<b>26,062</b>
<b>Families in region</b>	<b>15,009</b>	<b>15,021</b>	<b>15,021</b>	<b>15,021</b>
With children	11,319	11,328	11,328	11,328
Spouse only	3,691	3,694	3,694	3,694
<b>DIFFERENCES FROM PROJECTIONS BASED ON EXISTING DEPLOYMENT SCHEDULE</b>				
<b>Soldiers (present)</b>	<b>8,598</b>	<b>8,221</b>	<b>8,091</b>	<b>4,837</b>
E1-E6	6,867	6,566	6,462	3,863
E7-E9	756	722	711	425
O1-O4	737	705	693	415
O5+	85	81	80	48
W1-W5	154	147	145	87
<b>Soldiers (deployed)</b>	<b>-7,656</b>	<b>-7,656</b>	<b>-7,541</b>	<b>-3,769</b>
<b>Total Fort Carson Soldiers*</b>	<b>942</b>	<b>565</b>	<b>550</b>	<b>1,068</b>
<b>Families in region</b>	<b>1,483</b>	<b>1,265</b>	<b>1,242</b>	<b>1,078</b>
With children	1,067	903	886	788
Spouse only	416	362	356	290

Source: BBC Research & Consulting using Garrison Command data, 2010.

Compared to the number of Soldiers projected to be present under the current deployment schedule, over 8,500 more Soldiers could be physically present in the region under the No Deployments Scenario. Also under the No Deployments Scenario, approximately 1,500 more families would be living in the region.

These families could add approximately 1,400 spouses and 1,800 children to the Fort Carson region compared with the projections under the current deployment schedule. Exhibit E-2 shows projections and comparisons for the children population.

**Exhibit E-2.  
Children Population Summary under No Deployments Scenario**

	FY 13 Q1	FY 13 Q3
<b>NO DEPLOYMENTS SCENARIO</b>		
Children present when Soldier present	20,390	20,407
Children present when Soldier deployed	0	0
<b>Total children (present)</b>	<b>20,390</b>	<b>20,407</b>
Newborn/toddler (Less than 3 years old)	3,913	3,916
Pre-School (3-4)	2,933	2,936
Elementary (5-10)	6,565	6,570
Middle School (11-13)	2,525	2,527
High School (14-17)	2,595	2,597
College age (More than 18 years old)	1,859	1,860
<b>Subtotal (K-12)</b>	<b>11,685</b>	<b>11,694</b>
<b>DIFFERENCES FROM PROJECTIONS BASED ON EXISTING DEPLOYMENT SCHEDULE</b>		
Children present when Soldier present	6,732	6,335
Children present when Soldier deployed	-4,916	-4,842
<b>Total children (present)</b>	<b>1,817</b>	<b>1,493</b>
Newborn/toddler (Less than 3 years old)	349	287
Pre-School (3-4)	261	215
Elementary (5-10)	585	481
Middle School (11-13)	225	185
High School (14-17)	231	190
College age (More than 18 years old)	166	136
<b>Subtotal (K-12)</b>	<b>1,041</b>	<b>856</b>

Source: BBC Research & Consulting using Garrison Command data, 2010.

economic impacts through 2013. Under the No Deployments Scenario, the additional soldiers living in the region would increase the economic stimulus that Fort Carson provides to the region, primarily through increases in disposable income and spending from soldier households.

Exhibit E-3 summarizes several key measures of the economic influence of Fort Carson on the region in 2009 and in 2013, under both the baseline scenario (deployments as currently projected) and the No Deployments Scenario. Compared with the baseline scenario, the No Deployments Scenario would increase disposable household income in the region by approximately \$170 million. Total regional output would be about \$190 million greater under the No Deployments Scenario, including an increase of about \$60 million in regional retail sales. The total number of jobs in the region supported by Fort Carson (including soldiers present in the region) would grow by almost 10,000. While the increase of 8,500 soldiers present in the region accounts for most of this increase, secondary jobs related to Fort Carson (jobs supported by the full array of Fort Carson salaries and expenditures) would increase by nearly 1,500 under the No Deployments Scenario.

As shown in the exhibit, the number of K-12 age children could increase by an average of around 900 children under a No Deployments Scenario.

The following sections discuss how these changes to the Fort Carson community could increase the projected economic impact on the region as well as affect the demand for various services.

**Fort Carson  
Economic Impact**

Section II of the Growth Plan described the current economic impact of Fort Carson operations on the region and projected

**Exhibit E-3.  
Regional Economic  
Effect of the No  
Deployments  
Scenario in 2013**

Note:  
\*Dollar figures are reported in 2010 dollar values and exclude inflation.

Source:  
BBC Research & Consulting, 2010.

Economic Measure (dollars in millions*)	FY 2009	FY 2013	
		Baseline	No Deployments Scenario
Adjusted Disposable Income from Soldiers	\$ 704	\$ 902	\$ 1,073
<b>Total Regional Output/Sales from Fort Carson</b>	<b>\$ 2,437</b>	<b>\$ 2,319</b>	<b>\$ 2,508</b>
<i>Retail Trade Sales</i>	<i>\$ 469</i>	<i>\$ 478</i>	<i>\$ 537</i>
Secondary Jobs Supported by Fort Carson	17,423	16,972	18,401
<b>Total Jobs Supported by Fort Carson</b>	<b>31,481</b>	<b>37,047</b>	<b>46,810</b>

The additional regional economic activity under the no deployments scenario would also generate additional revenues for state and local governments. Exhibit E-4 compares projected 2013 Fort Carson-related sales and use tax revenues for the most affected jurisdictions under the baseline and No Deployments Scenarios. The exhibit also shows estimated 2009 sales and use tax revenues due to Fort Carson for purposes of comparison.

The No Deployments Scenario would increase Fort Carson-related sales and use tax revenues by more than a million dollars per year for the City of Colorado Springs and for the State of Colorado. El Paso County and the Pikes Peak RTA would see an increase of about \$500,000 per year in sales and use tax revenues, while Fountain would experience an increase of about \$150,000 per year in sales and use tax revenues.

**Exhibit E-4.  
Effect of the No  
Deployments Scenario  
on Sales and Use Tax  
Revenues in 2013**

Note:  
\*Dollar figures are reported in 2010 dollar values and exclude inflation.

Source:  
BBC Research & Consulting, 2010.

Sales and Use Tax Revenues*	FY 2009	FY 2013	
		Baseline	No Deployments Scenario
El Paso County	\$3,992,550	\$4,069,623	\$4,568,552
Colorado Springs	\$9,467,497	\$9,650,259	\$10,833,364
Fountain	\$1,167,778	\$1,190,321	\$1,336,252
Pikes Peak RTA	\$3,830,888	\$3,904,840	\$4,383,567
<b>State of Colorado</b>	<b>\$11,722,805</b>	<b>\$11,949,104</b>	<b>\$13,414,043</b>

**Child Development Services**

In addition to increases in school enrollment (discussed below), the need for child and afterschool care will rise under a No Deployments Scenario. The number of newborns and toddlers would rise from 3,560 in FY2013 Q1 to 3,913—an increase of 353. The number of preschool-age children would increase from 2,669 to 2,933 (264 additional preschool children); the number of elementary age children would rise from 5,972 to 6,565 (593 additional elementary-age children).

If, as assumed in the Child Development Section of this report, 33 percent of Fort Carson parents use child care, preschool and afterschool care for their children, demand for such care under a No Deployments Scenario will increase by:

- 116 more child care slots for newborns/toddlers;
- 87 more preschool slots; and
- 195 more afterschool care slots.

As discussed in the Child Development Section of this report (Section III), the peak in demand for child and afterschool care related to Fort Carson growth occurred in late 2009 and early 2010. Fort Carson anticipates the development of child development centers to accommodate approximately 464 children during 2011. The CDCs will be able to meet demand for child and afterschool care, even in a No Deployments Scenario, assuming that parents choose on-post care.

Increases in demand for off-post care under a No Deployments Scenario will be most difficult to accommodate for the newborn/toddler age group, since this type of care is most limited in all markets. However, home child care arrangements should be able to accommodate the change in demand—just as they are currently meeting the anticipated peak in demand during late 2009 and early 2010.

### K-12 Education

As noted earlier in this appendix, the No Deployments Scenario is projected to add about 1,800 children to the Fort Carson region in 2013, including almost 900 school age children. Exhibit E-5 depicts the projected 2013 distribution of Fort Carson soldier children by their school district of residence under the No Deployments Scenario and the baseline scenario. For this analysis, the

**Exhibit E-5.**  
**Projected Effects of No Deployments Scenario on Number of Soldier Children Residing in Local School Districts in 2013**

Districts	FY 2013		Difference
	Baseline	No Deployments Scenario	
Academy D-20	414	448	34
Cheyenne Mountain D-12	428	463	35
Colorado Springs D-11	1,221	1,321	100
Ellicott D-22	26	28	2
Falcon D-49	592	640	48
Fountain-Fort Carson D-8	4,392	4,755	363
Harrison D-28	315	341	26
Harrison D-2	1,137	1,231	94
Widefield D-3	1,781	1,928	147
Other Districts*	211	228	17
Pueblo County	281	304	23
<b>Total</b>	<b>10,798</b>	<b>11,687</b>	<b>889</b>

Note: Figures shown for each scenario are an average of projected Q1 and Q3 enrollments.

geographic distribution of Fort Carson children among local school districts was assumed to be the same under both scenarios.

Under the No Deployments Scenario, more than 350 more K-12 school age children could reside in Fountain/Fort Carson D-8. More than 100 additional K-12 children might reside in both Colorado Springs D-11 and Widefield D-3. The other local school districts would likely see smaller increases in the number of resident school age children.

## Adult Education

The adult education model assumes Soldiers both physically present in the region as well as deployed participate in adult education. Therefore, a No Deployments Scenario alone would not have a substantial impact on the demand for adult education from Fort Carson Soldiers. The model projects about 3 percent more Soldiers (approximately 100) would participate under the No Deployments Scenario — or about 280 more courses annually. This increase is driven by the assumption that all units would be at full strength.

The model projects a larger proportional increase in spouse participation in adult education of about 10 percent (approximately 270 spouses). This increase would translate to about 800 more courses during FY13.

It is possible that these projections understate the increase in participation in adult education under a No Deployments Scenario. As discussed in Section V, the level of adult education participation is generally lower when the U.S is engaged in conflicts abroad. This occurs because deployments are more common and Soldiers (as well as spouses) are more focused on military-related responsibilities. Further, the No Deployments Scenario might also coincide with a general reduction in force, with the Army shrinking over time to an appropriate “no deployments” level and Soldiers preparing to leave the armed services. In this instance, demand for further technical training, perhaps for skills required in the civilian labor force, could rise dramatically.

## Housing Supply and Demand

The Housing Model developed for the Growth Plan (described in Section VII) estimates housing demand for:

- Soldiers living on-post, both in the barracks and in military family housing;
- Soldiers living off-post who are renting, both unaccompanied and accompanied; and
- Soldiers living off-post who become owners. The section also includes an affordability calculator to estimate the maximum home price what would-be-owners at various pay grades can afford.

The model was run for the No Deployments Scenario to examine the effects on the housing market if this were to occur. In the event of a No Deployments Scenario:

- **Barracks occupancy.** The maximum number of Soldiers living on-post on the barracks would be 8,730 (up from 5,838 under a non-No Deployments Scenario for FY2013 Q1). The projected number of beds available at Fort Carson will be 9,500. Occupancy would be about 92 percent, not high enough for these Soldiers to request to live off-post.<sup>1</sup>

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<sup>1</sup> When barracks occupancy reaches 95 percent, Soldiers who are required to live in the barracks can request to live off-post.

- **Married family housing occupancy.** The number of accompanied Soldiers living in married family housing would remain the same, as the supply of married family housing is expected to remain limited and less than demanded. More accompanied Soldiers would seek housing off-post.
- **Unaccompanied Soldiers housing demand.** Unaccompanied Soldiers living off-post would reach 3,175 in FY2013 Q1—1,050 more Soldiers than in the non-No Deployments Scenario. Eighty-percent would rent; 20 percent would buy. Accounting for Soldiers living together, an estimated 725 more rental units would be needed to meet demand for unaccompanied Soldiers renting in a No Deployments Scenario. In addition, unaccompanied Soldiers who want to become owners would need 210 units for purchase to meet their housing demands.
- **Accompanied Soldiers housing demand.** Soldiers who have spouses and families and are not living in married family housing on-post would increase to 11,532 in a No Deployments Scenario as of FY2013 Q1 (from 9,864 deployments)—or 1,669 additional accompanied Soldier households. Overall, 55 percent would rent; 45 percent would own. To meet the housing needs of these households, 838 additional rental units and 630 additional for sale units would be needed.

In sum, off-post housing demand would increase by 1,563 rental units and 840 for sale units. These increased demands are summarized in the exhibit below. Without development of new rental units, the rental market will have difficulty accommodating such demand. There are enough units for sale in the market to meet the increased demand today; however, as the market improves, supply will be more limited and new construction will be necessary to accommodate demand for homes to buy under a No Deployments Scenario.

**Exhibit E-6.  
Increased Demand for Housing in FY2013 Q1, No Deployments Scenario**

	FY2013 Q1 No Deployments Scenario	FY2013 Q1 Deployment Scenario	Additional Housing Units Needed
Unaccompanied Soldiers living in Barracks (on-post)	8,737	6,025	2,712 – able to accommodate through existing development plans
Accompanied Soldiers living in Married Family Housing (on-post)	3,370	3,370	0 (construction not funded/planned)
Unaccompanied Soldiers living off-post—Renters	2,194	1,469	725
Unaccompanied Soldiers living off-post—Owners	635	425	210
Accompanied Soldiers living off-post—Renters	6,321	5,483	838
Accompanied Soldiers living off-post—Owners	5,211	4,581	630

Note: The first quarter of 2013 was chosen because it is the quarter in which the maximum number of Soldiers present occurs; hence, housing demand will be at its highest during this quarter.

Source: BBC Research & Consulting.

## **Social, Behavioral & Medical Health Services**

The effect of a No Deployments Scenario on the demand for social, behavioral and medical health care services is perhaps the most complicated to predict because of the many intangible factors that affect demand for these services.

The growth in the Soldier and family population under a No Deployments Scenario would certainly increase the potential client base for social, behavioral and medical health services. However, the needs of the Soldiers and their families may be different in a No Deployments Scenario. They may experience less stress from not being in a combat situation, but family reunification and decisions about future employment and location of residence may cause new pressures.

Section VIII of the Growth Plan used an “impact assignment” to the social and behavioral social services reviewed as part of the Growth Plan analysis. The impacts included:

- **Manageable impacts.** Indicates concerns that the social or behavioral health service provider will be unable to meet future demand are minimal relative to other social service providers. *Assigned to food and other emergency aid; financial counseling; and eldercare and accessibility services.*
- **Moderate impacts.** Indicates specific concerns exist related to the provider’s ability to meet future demand. *Assigned to legal services.*
- **Critical impacts.** Indicates multiple concerns exist related to the provision of fundamental social or behavioral health services. *Assigned to domestic violence, child advocacy, sexual assault and behavioral health services.*

In a No Deployments Scenario, demand for services that have a “critical impact”—domestic violence, child advocacy, sexual assault and behavioral health—are likely to increase and then could taper off as Soldiers and their families adjust to their new situation. Some of these adjustments may result in more demand for legal services due to divorces/child custody arrangements, DUIs and some criminal behavior.

In particular, increased demand for Veteran Trauma Court services would likely rise following a large return of Soldiers to the Fort Carson region. Child advocacy and domestic violence service providers could find their caseloads substantially increasing temporarily. Behavioral health services are also likely to experience a surge in demand immediately following the return from combat—and then a tempering of cases as Soldiers’ and families’ needs are being met. Medical health service demands would depend on how well Fort Carson’s medical partners are able to recruit new providers to the region and, ultimately how many Soldiers and their families choose to make their home in the Fort Carson area long term.

## **Transportation**

The presence of some 8,000 new soldiers would significantly affect traffic levels in and around the installation. As noted in the housing subsection, 2,700 Soldiers could likely be accommodated on-post. The remaining 5,300 would require off site housing although the majority would be returning to accommodations that their families or other individuals have maintained in their absence. The addition of one adult member of a family has lesser traffic effects than the introduction of an entirely new soldier or family to the community. As noted in prior sections of this report, the Study Team modeled a High Travel Demand Scenario, which represents a maximum transportation demand condition in which there are no troop deployments. If all Soldiers assigned at Fort Carson were not deployed then traffic volumes to/from Fort Carson could increase by another 30 percent to almost 96,000 vehicles per day.

- Ongoing improvements to Academy Boulevard and programmed improvements to State Highway 115 will adequately address capacity and safety issues on Academy Boulevard and State Highway 115.
- Recent capacity improvements to the adjacent roadway system will accommodate existing traffic volumes and high travel demand projected volumes. A few locations around the Post may experience Level of Service (LOS) “E” conditions but congestion will be localized to those areas.
- The sum of future Post-wide gate capacity is sufficient to accommodate the projected high travel demand peak hour volume, if arriving vehicles were to distribute more evenly among the gates.

In sum congestion on-post and at arriving gates would be severe and some voluntary time shifting is expected. Gate and access highway capacities are adequate to accommodate this high demand scenario.

## **Economic Sustainability**

Generally, the community’s and Fort Carson’s economic, environmental and social sustainability goals will remain in fore regardless of troop strength or deployment schedules. It is possible that a No Deployments Scenario would entail a reduction in force with many Soldiers returning to civilian life. The nature of the U.S. economy at the time would likely dictate whether Soldiers returned to their home state, or perhaps stayed in Colorado Springs. In difficult economic circumstances, a sudden influx of retiring Soldiers entering the local civilian labor force could strain the region’s ability to provide employment opportunities. Balancing employment growth with labor force growth is one measure of the community’s economic sustainability success.