6.01 OVERVIEW

At Fort Carson, the 4th Infantry Division’s mission is “4th Infantry Division and Fort Carson build and maintain combat-ready expeditionary forces necessary to fight and win in complex environments as members of a Joint, Interagency, Intergovernmental, and Multinational team or as a Mission Command Element; provide first-class support to Soldiers, Airmen, Civilians, and Families; and enable unified action with community, state, and interagency partners to accomplish all assigned missions.”

Figure 6.1
FORT CARSON QUICK FACTS

| DATE FOUNDED | 1942 |
| DIVISION | 4TH INFANTRY |
| LAND AREA | 137,404 ACRES |
| MILITARY PERSONNEL | 25,514 |
| CIVILIAN EMPLOYEES | 6,527 |
| ESTIMATED TOTAL ASSOCIATED POPULATION | 98,409 |
| ECONOMIC IMPACT (FY17) | $2.1 BILLION |

Fort Carson soldiers conducting a flying mission over the foothills of Cheyenne Mountain (photo by U.S. Army).
Fort Carson

Land Use Regulations – Ongoing issues created by incompatible development should be addressed in land use regulations.

Noise and Vibration – Noise and vibrations from weaponry (along with smoke and dust) can affect adjacent property owners and communities.

Transportation – Land on the northern portion of the eastern boundary could be developed and affect traffic at Gate 19; additional traffic on Academy Boulevard could also affect gate traffic. More capacity is needed for rail transportation.

Stormwater – Flows across the cantonment area downstream from Cheyenne Mountain Air Force Station (AFS) and adjacent to Pikes Peak Community College (PPCC) can affect the installation.

Airspace – Vertical obstructions and development of residential areas can affect helicopter flight. Fort Carson has experienced issues in the past related to landing zones in Teller and Fremont counties.

Water Supply – Fort Carson receives its drinking water from Colorado Springs Utilities.

Wildfire – Wildfires in and around Fort Carson are an ongoing concern.

### Table 6.1

**FORT CARSON COMPATIBILITY ISSUES**

**KEY ISSUES:**

1. **Land Use Regulations** – Ongoing issues created by incompatible development should be addressed in land use regulations.
2. **Noise and Vibration** – Noise and vibrations from weaponry (along with smoke and dust) can affect adjacent property owners and communities.
3. **Transportation** – Land on the northern portion of the eastern boundary could be developed and affect traffic at Gate 19; additional traffic on Academy Boulevard could also affect gate traffic. More capacity is needed for rail transportation.
4. **Stormwater** – Flows across the cantonment area downstream from Cheyenne Mountain Air Force Station (AFS) and adjacent to Pikes Peak Community College (PPCC) can affect the installation.
5. **Airspace** – Vertical obstructions and development of residential areas can affect helicopter flight. Fort Carson has experienced issues in the past related to landing zones in Teller and Fremont counties.
7. **Wildfire** – Wildfires in and around Fort Carson are an ongoing concern.

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<th>FORT CARSON</th>
<th>PETERSON AFB</th>
<th>CHEYENNE MOUNTAIN AFS</th>
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Note: x indicates issue studied related to this installation.
Figure 6.2
FORT CARSON MAP

Data Source: PPACG
FORT CARSON MISSION AND OPERATIONAL FOOTPRINT
The U.S. Army Garrison Fort Carson mission is to provide “readiness, support, and services for Fort Carson Soldiers, Families, and the Community to fight and win our nation’s wars.” Fort Carson consists of 137,404 acres – including the cantonment (main post) and training areas – that are situated in El Paso, Fremont, and Pueblo Counties. (Note: Piñon Canyon Maneuver Site, a 235,000-acre training area in Las Animas County, is administered by Fort Carson but was not included as part of this Joint Land Use Study.) Fort Carson is home to the 4th Infantry Division, 10th Special Forces Group, 10th Combat Support Hospital, 13th Air Support Operations Squadron, 759th Military Police Battalion, 71st Ordnance Group (Explosive Ordnance Disposal), Colorado Army National Guard, and Evans Army Community Hospital. Fort Carson has 85 training ranges. Weapons training that occurs on these ranges includes small-arms qualification, tank, artillery, and helicopter gunnery.

For more information about Fort Carson, visit www.carson.army.mil.

6.02 COMPATIBILITY ISSUES
This chapter discusses the relationships among compatibility issues, mission operations, community stakeholders, and current actions to provide background for the strategies presented in Chapter 10, Implementation Strategies.

REGIONAL COORDINATION
Please see Chapter 4, Regional Compatibility, for a complete discussion.

BUILT ENVIRONMENT AND MILITARY READINESS
Land Use Regulations
Colorado House Bill 10-1205 created requirements (C.R.S. 29-20-105.6) for local governments to “provide to the installation commanding officer and the flying mission commanding officer, or their designees, information relating to proposed zoning changes, and amendments to the local government’s comprehensive plan, or land development regulations that, if approved, would affect the use of any area within two miles of the military installation.” The 2-mile notification area can be seen in Figure 6.2, Fort Carson Map.

As shown in Figure 6.3, Surrounding Land Uses Near Fort Carson, land use around the installation is a mix of agricultural, ranch, residential, commercial, educational, and state park land. Significant growth and development have occurred in this area over the last few decades, generating construction and improvements to local transportation networks.

Figure 6.4, Urban Growth Near Fort Carson, shows population growth around this installation, represented by structures built since the first military installations were established in the area in the 1940s in preparation for World War II, including Camp Carson in 1942.

Fort Carson’s physical land and operational training area footprint extends through all four counties of the study area and to various parts of the state. Because this study focuses on development that encroaches on the installation mission, it does not cover any of Fort Carson’s operational footprints beyond El Paso, Fremont, Pueblo, and Teller county boundaries. Installation boundaries are primarily within El Paso County but extend into Fremont County and Pueblo County.

The JLUS development review process considers Fort Carson comments, according to feedback from working group stakeholders. Fort Carson officials and local planning and transportation officials must continue to collaborate and communicate when development proposals are under review, particularly when proposed development could be incompatible with military missions. Examples include tall structures such as communications
facilities, wind turbines, and transmission towers; solar farms, which could cause glare and affect open emergency-landing areas; or development around airfields and landing zones. Fort Carson’s proactive communication with communities throughout the region and long-term use of the Army Compatible Use Buffer (ACUB) program in partnership with surrounding communities and landowners have reduced the probability of significant encroachment issues from future development.

Many of the buffering strategies recommended for installations within the study area are adaptations of encroachment mitigation successes of the ACUB program at Fort Carson. Effective coordination and planning among military officials, local jurisdictions, utility service providers, railroads, and transportation officials through the development review process will be essential to sustain current and future missions at Fort Carson.

Land use planning and development compatibility issues that may affect Fort Carson include:

- Training areas on public lands off-base used for helicopter High-Altitude Mountain Environmental Training (HAMET) must be preserved.
- Vertical obstructions and development of residential areas can affect helicopter flight corridors.
- Residential development near boundaries or along flight paths can impact aviation flight routes and military training on Fort Carson.
- Any proposed development on private lands near Gate 19 should be compatible with Fort Carson activities.
Figure 6.3
SURROUNDING LAND USES NEAR FORT CARSON

Data Source: City of Fountain, City of Colorado Springs, El Paso County, PPACG, Fort Carson
Figure 6.4
URBAN GROWTH NEAR FORT CARSON

Data Source: Pikes Peak Regional Building Department, PPACG
noise and vibration
Noise and vibrations from weaponry (occasionally accompanied by smoke and dust) can affect adjacent property owners and communities. Fort Carson has engaged in ongoing efforts to limit these impacts.

Input from residents and public officials indicates that neighboring stakeholders and community members understand the general nature of training impacts as a regular component of Fort Carson’s military operational footprint. The Post’s Public Affairs Office announces upcoming training operations via various media outlets. Helicopter training, particularly as it relates to the HAMET program, has been a major focus of outreach during the last 5 years. Routes, training areas, timing, and other aspects of training have been adjusted in response to public input and in coordination with the Bureau of Land Management (BLM) and the U.S. Forest Service (USFS) for operations on public lands. Along the installation’s eastern and southern boundary, Fort Carson used the ACUB program to obtain conservation easements or to acquire properties from willing landowners within the buffer area.

transportation
Colorado Department of Transportation (CDOT), the City of Colorado Springs, El Paso County, and the City of Fountain have jurisdiction over road networks that serve Fort Carson. Due to training involving convoys, CDOT, Pueblo County, and Fremont County also maintain roadways that are used by Fort Carson operations. As shown on Figure 6.5, Convoy Routes, Fort Carson convoys regularly use civilian highways to train or transport personnel and equipment to Piñon Canyon Maneuver Site in Las Animas County.

As shown in Figure 6.6, A/DACG, the installation uses the Arrival/Departure Airfield Control Group (A/DACG) facility at the Colorado Springs Airport for force deployment operations, approximately 12 miles from Fort Carson. Adequate transportation capacity on this route continues to be a priority for local transportation planning.

As shown in Figure 6.7, Fort Carson Small-Area Jobs Forecast, and Figure 6.8, Fort Carson Small-Area Residential Unit Forecast, PPACG’s small-area forecast data was used to show where future growth may occur to inform transportation planning processes. The maps reflect the forecasted changes in jobs and residential units, respectively, based on state forecasted population growth for the region. Both maps indicate that growth is likely to continue in this area.

In 2005 the Base Realignment and Closure (BRAC) Commission announced that Fort Carson had been selected as a growth installation with the potential to double the size of the installation’s military population. One result of this event was the creation of the Fort Carson Growth Plan as a PPACG project. Civilian transportation agencies, working through the PPACG, immediately set to work to provide transportation improvements to meet projected traffic demands. Major improvements which were completed between 2005 and 2014 primarily consisted of:

- The reconstruction and widening of Colorado State Highway (SH) 16 and improvements to SH 21 (Powers Boulevard): Colorado Department of Transportation (CDOT) provided this series of improvements totaling $82.3 million. These projects involved the reconstruction of the I-25/SH 16 and SH 85/SH 16 highway interchanges; widening SH16 from two lanes to four lanes: the related construction of 4 bridges; and safety and capacity improvements on SH 21. These improvements not only supported Fort Carson’s growing daily traffic demands but also provided a critical rapid deployment route linking Fort Carson with its Aerial Deployment Facility (A/DACG) at the Colorado Springs Airport.
- The reconstruction and widening of South Academy Boulevard: The El Paso County Department of Transportation provided a
series of improvements between State Highway 115 and Interstate 25 as part of the $77.7 million South Metro Accessibility projects. The projects adjacent to Fort Carson involved widening the roadway from two lanes to four lanes and the related construction of 3 new bridges. The project also provided safety and capacity improvements to highway interchanges serving the two primary gates along Fort Carson’s northern boundary.

Within the last five years, off-post roadway improvements were constructed with civilian transportation partners benefitting the Fort Carson military community through improvements to State Highway 115. CDOT provided three projects totaling $19 million. These projects involved widening the roadway from two lanes to four lanes and providing safety and capacity improvements to intersections serving the four primary gates along the western boundary of Fort Carson. New traffic signals were provided at two of the highway intersections and the existing signal at a third was upgraded. The bridge at the highway interchange serving the fourth gate was reconstructed.

El Paso County is coordinating with Fort Carson on pending improvements to Charter Oak Ranch Road. El Paso County will be reconstructing this county road to provide improved access to a gate on Fort Carson’s eastern boundary. Estimated cost of this project is $12.5 million. This project will upgrade an existing quarry access road to support commuter traffic between Fort Carson’s newest gate and nearby Interstate 25 and off-post communities. The project is awaiting the receipt of pending Defense Access Road Program funding to proceed.
Figure 6.5
CONVOY ROUTES

Data Source: PPACG
Figure 6.6

A/DACG

Data Source: Fort Carson, PPACG
Figure 6.7
FORT CARSON SMALL-AREA JOBS FORECAST

Data Source: PPACG, Fort Carson
Figure 6.8
FORT CARSON SMALL-AREA RESIDENTIAL UNIT FORECAST

Data Source: PPACG, Fort Carson
Rail is used to move equipment during deployment activities. Redundancy is needed in the rail network to improve readiness and capacity. Rail transportation stakeholders, Colorado Springs Utilities, Fort Carson, the City of Fountain, and El Paso County are collaborating on options for addressing this mission need.

Local jurisdictions have a long track record of working with Fort Carson to accommodate transportation needs immediately around the installation boundary. The Pikes Peak Area Council of Governments (PPACG) Transportation Advisory Committee provides continuity in professional relationships and policies between military and civilian transportation planning organizations.

### Stormwater

Fort Carson’s stormwater permit requires the installation develop a comprehensive Stormwater Management Plan (SWMP). The SWMP outlines measures to reduce the discharge of pollutants to the maximum extent practicable and to protect water quality. Stormwater management is a major focus for both Fort Carson and adjoining property owners. Current stormwater issues identified by Fort Carson personnel include:

1. **Gate 4 and the Railyard with PPCC:** Localized runoff issues affect the railyard and B Ditch. The existing slope from PPCC goes right up to the installation boundary, creating storm runoff that impacts Gate 4 and the railyard.

2. **Teller Dam:** Built in 1908, Teller Dam is a large, high-hazard dam located on the southern boundary of Fort Carson. It was constructed to support agricultural uses and was not intended for flood control. The dam has insufficient hydraulic capacity to pass the required inflow design flood. Water is also seeping through the abutments in multiple locations. Fort Carson plans to make repairs to the dam to fix both problems within the next few years.

3. **Central Unnamed Ditch – Infantry Creek:** Stormwater comes off NORAD Road and State Highway 115 onto Fort Carson via this waterway, and flooding in September 2013 caused major impacts. Fort Carson continues to repair damage from those floods in the cantonment ditches, parks, housing, and stormwater infrastructure.

4. **State Highway 115 and Rock Creek:** There are occasional stormwater issues within existing developed areas around the Broadmoor Bluffs development and State Highway 115 corridor. CDOT and local jurisdictions can continue to sustain the Fort Carson mission by mitigating stormwater concerns during reviews of any new development and by identifying specific improvements.
Airspace
As shown in Figure 6.9, Fort Carson Airspace, training operations at Fort Carson primarily use the restricted airspace over Fort Carson; however, low-altitude flight training occurs throughout the area. The figure also shows adjacent special-use and other military airspace corridors.

Fort Carson has experienced issues when using landing zones near residential properties in mountainous areas in Teller County and near detention facilities in Fremont County. New vertical obstructions (such as cell towers, communication towers, and water towers) and development of residential areas can affect helicopter flight.

Wildfire
Fort Carson Fire and Emergency Services is responsible for wildland fire protection and fire suppression on the installation’s 137,404 acres (and on the Piñon Canyon Maneuver Site, which is outside of the study area). The installation has agreements with local, state, and federal agencies to assist in combating wildfires. The prescribed burn program reduces the amount of accumulated vegetation, lessening the threat of unwanted wildfires in the small- and large-arms range areas. This ensures that military training can continue uninterrupted, and also reduces the possibility of a large wildfire escaping the boundary of the installation.

However, both civilian and military fire officials are always looking for ways to improve their methods. Fort Carson firefighters actively monitor training activities that could result in an unexpected fire. As incidents occur, Fort Carson personnel evaluate fire responses and examine ways to improve firefighting methods and training practices to minimize fire risk on and off-post. Civilian and military fire officials exchange information as new methods are developed to mitigate and fight wildfire. Fort Carson continues to assist in regional firefighting activities and did so during this study as fires occurred in all four counties, including major wildland fires in Fremont and Teller Counties. Ongoing collaboration and dialogue between civilian fire officials, Fort Carson representatives, and citizens is essential to continue work on wildfire management.

NATURAL RESOURCE FACTORS
Water Supply
The Directorate of Public Works (DPW) Environmental Division manages the water quality program for the installation. Fort Carson receives its drinking water from Colorado Springs Utilities. Colorado Springs Utilities maintains an extensive testing program that assures full compliance with the requirements of the Safe Drinking Water Act. In addition, the DPW operations and maintenance contractor performs routine supplementary testing on the drinking water distribution system for chlorine levels, coliform contamination, and chlorination byproducts. On an annual schedule, testing for lead and copper is conducted on water samples collected from schools, child development centers, and family housing.

Sources:
Figure 6.9

FORT CARSON AIRSPACE

Data Source: FAA, Fort Carson, PPACG
6.03 ADDITIONAL FIGURES

Figure 6.10
WATER BASINS NEAR FORT CARSON
Data Source: PPACG, State of Colorado

Figure 6.11
MAJOR GATES AT FORT CARSON

Legend
- Fort Carson Major Gates
- Fort Carson
- 2 Mile Plan Notification Area
- Railroads
- Highways
- Local Roads
- Cities and Towns

Data Source: Fort Carson

2018 Colorado Springs Regional Joint Land Use Study