



# The Arizona Military Regional Compatibility Project

Debra Z. Sydenham, AICP  
Assistant Deputy Director  
Arizona Department of Commerce



## ARIZONA MILITARY REGIONAL COMPATIBILITY PROJECT

- **Statewide endeavor - 2001 legislation**
  - Western Maricopa County/Luke AFB Compatibility Plan
  - Davis-Monthan AFB/Tucson/Pima County JLUS
  - Luke Auxiliary Airfield #1 JLUS
  - Gila Bend Auxiliary Airfield/BMGR JLUS
  - MCAS Yuma 1996 JLUP Implementation Review
  - Statewide Compatibility Policy Guidelines
  - Fort Huachuca JLUS
  - Closely tied with Governor's Military Facilities Task Force and Military Affairs Commission
- **Future phases**



## Primary Project Objective

*"This Project is an undertaking of statewide impact designed to find resolutions to land use compatibility and encroachment issues through collaborative effort and strong implementation."*



## Positive By-Products

---

- Increased regional cooperation and strengthening of public/private partnerships
- Broaden understanding of critical missions of military installations
- Federal recognition of Arizona's cohesive approach and unified support for implementation



# Guiding Principles

---

- Create feasible and sustainable solutions that are consistent with Title 28, Article 7, Airport Zoning and Regulation and the Growing Smarter and Growing Smarter Plus legislation
- Address areas within the vicinity of military airports in municipal general plans and county comprehensive plans to ensure development is compatible with the high noise or accident potential generated by military airport operations, as defined under ARS §28-8481
- Ensure openness to varying viewpoints throughout the process



# Guiding Principles

---

- Focus on fair and equitable solutions for all affected parties
- Establish, maintain, and enhance consistency and continuity in the decision-making process
- Achieve consent among the stakeholders on the means to control encroachment
- Devise compatible land use solutions that accommodate urban development while preserving the operational capabilities of the installation



# Land Use Compatibility Laws & Regulations

---

- Federal
  - Air Installation Compatible Use Zone (AICUZ)
- State
  - Arizona Revised Statutes (ARS)
- Local
  - General and Comprehensive Plans
  - Zoning



# Western Maricopa County/Luke AFB Regional Compatibility Plan



# 56 FW

## *MISSION STATEMENT*



**56 FW**



***"Train America's Finest Pilots and Maintainers.  
Deploy Mission Ready Warfighters"***

*much better than Mountain Home , Idaho . . .*

## **Phase 1 - This Project was about: Balancing Mutually Exclusive Desires**

- Jurisdictions – meeting demands of fast paced growth and new residents
- Developers/Homebuilders – turn raw land into developable commodity
- Landowners – gain compensation for highest and best land use (fairness/equity)
- Luke AFB – maximum mission capability

# Western Maricopa County/Luke AFB

## -- Who was Involved?

---

- **11 Jurisdictions**
- **Multiple developer, homebuilder, landowner, business and other interests**
- **In essence, a herd of cats ...**



# Headline Evolution

THE ARIZONA REPUBLIC

TUESDAY, AUGUST 13, 2002 B3

## Developer seeks change in Luke law

Wants reduction by half in length of safety zone

By David Madrid  
The Arizona Republic

A landmark law that identifies what can be built around Luke Air Force Base is flawed and needs to be changed, says the head of a local development company.

John Ogden, president and chief executive of SunCor Development Co., says the length of Luke's accident potential zone, 30,000 feet, is twice the length it needs to be, and he plans to work to cut it in half in the next legislative session.

But Luke supporters say that watering down a bill that protects the base sends the wrong message, especially as a new round of base closures could materialize in 2005.

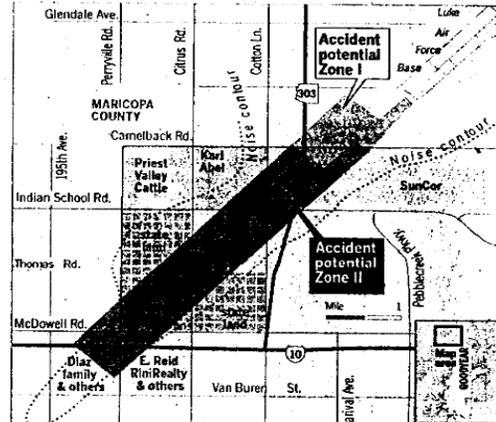
Glendale was the force behind the original statute, which has gained recognition nationally as an example of governmental agencies, stakeholders and the military working together to protect military bases.

The bill, passed in 2001, had wide support from the Home Builders Association of Central Phoenix; the Arizona Association of Realtors; and even Pinnacle West Capital Corporation, SunCor's parent company.

Ogden though, complains

### Land ownership in Luke's southern departure

SunCor Development Co. plans to work to cut the Luke Air Force Base accident potential zone in half, from 30,000 feet to 15,000 feet.



that the 30,000-foot accident potential zone was placed in the bill surreptitiously.

"There's been a movement afoot by good people who are overstepping and overreaching in the political arena to protect the base," he said.

He said SunCor worked with Luke for 15 years to limit development southwest of the base while nothing was done to stop residential development to the northeast, where homes

now prevent Luke from flying armed planes in that direction. So the southern departure corridor, which encompasses the accident potential zone, is the only route left where Luke pilots can fly their F-16s carrying live arms.

Ogden says the additional 15,000 feet isn't even recognized as an accident potential zone by the military. And he says it damages SunCor's ability to develop 600 acres com-

azcentral.com

Read what Arizona lawmakers achieved at this year's regular and special sessions at [legislature.azcentral.com](http://legislature.azcentral.com).

mercially.

But Luke applauds the Legislature for its actions, said Maj. Laurent Fox, Luke chief of public affairs.

He said the Department of Defense's minimum requirement for an accident potential zone is 15,000 feet. In Arizona, that length can vary from base to base.

Fox said there are key factors to consider. For one, the F-16 is a single-engine jet fighter. The loss of an engine on takeoff could lead to devastation on the ground, especially if that jet is flying with live munitions. Also, it takes longer for the jets to climb in the heat of the summer, thus the need for a longer zone.

Jon Paladini, Glendale deputy city attorney, says there are plenty of commercial uses allowed for SunCor's land in the accident potential zone, though SunCor doesn't have carte blanche in what it can develop.

Martin Shultz, a lobbyist for Pinnacle West, says that the company supports the base, and he plans to work with Glendale and Luke to resolve the issue.

Reach the reporter at [david.madrid@arizonarepublic.com](mailto:david.madrid@arizonarepublic.com) or (502) 444-6926.

## Developers, government work together to undermine Luke

How is it possible that real estate developers have masterminded such tremendous wealth and negotiating power during the past 30 years without some sort of complicity from either the state, county, or local municipality's authorizing body?

The developers' stranglehold on land in some areas resembles a tightening



DAVID BREWSTER

Special to The Republic

as taxes.

to — slowly choking to America, as in the Luke Air Force Base.

at Franklin D. Roosevelt military to produce ally, and as a result e was started. Upon 941, the installation like Field after Lt. Phoenix native who

nd the first aviator edal of Honor. as trained in excess enjoys the enviable oducing what are d's finest pilots and

But Luke applauds the Legislature for its actions, said Maj. Laurent Fox, Luke chief of public affairs.

He said the Department of Defense's minimum requirement for an accident potential zone is 15,000 feet. In Arizona, that length can vary from base to base.

Fox said there are key factors to consider. For one, the F-16 is a single-engine jet fighter. The loss of an engine on takeoff could lead to devastation on the ground, especially if that jet is flying with live munitions. Also, it takes longer for the jets to climb in the heat of the summer, thus the need for a longer zone.

Jon Paladini, Glendale deputy city attorney, says there are plenty of commercial uses allowed for SunCor's land in the accident potential zone, though SunCor doesn't have carte blanche in what it can develop.

Martin Shultz, a lobbyist for Pinnacle West, says that the company supports the base, and he plans to work with Glendale and Luke to resolve the issue.

Reach the reporter at [david.madrid@arizonarepublic.com](mailto:david.madrid@arizonarepublic.com) or (502) 444-6926.

Perhaps the answer to preventing people from subsequently suing Luke, the local municipality, county or state for noise pollution or danger, would be to have Arizona enact a law inserting a rider into every sales contract for property sold in an area considered to have a high-noise index and the possibility of danger such as close to an airport.

Example: "Understand that you are buying this property in an area where excess noise and a potential for danger exists. The fact that planes take off and land is not to be deemed the fault of the federal government, Luke Air Force Base, the city, nor the county or state, and none of them shall be responsible for any discomfort or losses you may encounter because of your property's proximity to an airport. Your recourse shall be only with the developer or real estate company who sold you this property for not warning you in advance of the hazards you could face."

Some large developers abetted by real estate agents and brokers have created huge cities out of desert, such as Anthem, without giving thought to all the additional cost to us, the taxpayer, for the extra wear and tear I-17 will suffer.

With so many greedy developers in a rush to grab land mistakes can happen. The city of Phoenix even, in its anxiousness to create a freeway (Highway 51), allowed it to be built with a traffic-lighted intersection that caused of all sorts of problems until a \$30 million overpass was authorized and erected, again at the taxpayer's expense.

With the understanding that human error can occur occasionally, one has to imagine also that the possibility of collusion can occur within municipalities, counties and the state, particularly when you have greedy developers and their ever greedy lawyers pressuring the authorizing agents for land to build on.

David Brewster lives in Phoenix. The views expressed are those of the author.

blems comes directly out of our pockets

# 2nd open house to focus on attempts to save Luke

By David Madrid  
The Arizona Republic

**LUKE AIR FORCE BASE** — Efforts to save Luke Air Force Base from closure continue Saturday with a second open house dealing with the crowding of the base by residential development.

The West Valley and Luke Regional Strategies open house will build on the information gathered at the first open house held in October, said Deb Sydenham, with the Arizona Department of Commerce.

Families, residents, landowners, business owners, developers and other interested parties are urged to attend.

Base closures are a certainty in

elementary S  
N. Clandes

The dis  
open hous  
week will u  
handle such

Six inter  
discuss ma  
group will l  
Hall, 190 N  
main confe  
terested in  
Heather G  
1499.

The meet  
■ Monda  
builders an  
p.m., agric  
■ Tuesda  
cal jurisdic

November 7, 2002

## State recognized for protecting military bases

By CAROLYN DRYER  
Editor

The state of Arizona has been recognized by the National Governor's Association Center for Best Practices as a national leader in its efforts to protect military bases from encroachment.

The City of Glendale, which annexed Luke Air Force Base in 1995, was

of Glendale, Tucson, Yuma, Surprise, Avondale, Litchfield Park, Peoria, Goodyear, Wickenburg, El Mirage and Youngtown, the Homebuilder's Association of Central Arizona, N.A.I.L.E.M., the Professional Fire Fighters of Arizona, Fighter Country Partnership, Yuma County and the County Supervisor's

rate higher than the national average. A significant factor in determining base closures is how communities respond to and manage growth in these critical areas. With the next round of military base closings scheduled for 2005, Scruggs said she was pleased to see a national association acknowledge

# Efforts go on seeking plan to save Luke

By David Madrid  
The Arizona Republic

**LUKE AIR FORCE BASE** — When it comes to the future of Luke Air Force Base, the name of the game is

compatibility. The Arizona Military Regional Strategies Compatibility Project is due to release its final report in the next few weeks. It contains thousands of ideas in an ongoing combination.

An open house in October interested in Luke Air Force Base will gather their ideas. Once those ideas were combined into a 20-page draft that included recommendations.

An open house was called to discuss the options. That was followed by a series of meetings with homebuilders and business owners, and the military, political jurisdictions and landowners.

It is not afraid to voice their concerns in several items beyond the addition of several new jobs.

Now, the state Department of Commerce is working on a moratorium on new development in the vicinity of the base and all references to military areas were eliminated.

of the Air Force met with a delegation from the military to discuss the base's future. The military reported that the base is one of the most important in the state.

not in the draft, such as the closure guidelines for the vicinity of Luke Air Force Base, were added.

Working with mutually exclusive interests, Sydenham said. "The job is to meet the demands of the military and the landowners to meet the needs of the base. The landowners want to develop the base and the military wants to preserve their mission."

Working with something like that is a challenge. All three of those exclusions are going to be inherently conflicting and that's what we're encountering."

Time to offer input. If anyone is interested in the base's future, please contact commerce.com by 5 p.m.

There will be a meeting on the base's future on Saturday. More LUKE on A15

A6 TUESDAY, DEC. 17, 2002

OPINION

DAILY NEWS-SUN

## Project seeks balance in Luke approach

This is an important week for Luke Air Force Base and all of the people and entities with a stake in the military installation. And that's pretty much everyone.

In fact, this busy week had its kickoff on Saturday during an open house at Countryside Elementary School in Surprise, where the public learned more about the first draft of a plan intended to save Luke Air Force

Base and accommodate surrounding landowners and jurisdictions.

The Arizona Military Regional Compatibility Project is seeking to balance landowner equity, address the growth demands of the West Valley and maximize the mission at Luke Air Force Base, say officials with the Arizona Department of Commerce.

Balancing competing interests — such as developers who may be

### Our view

told, "You can't build that here," and farmers who have been tilling land for generations — against the need to keep Luke an active base will be a tough task.

It's one of those cases where strong arguments can be made on both sides. Imagine if you owned a piece of property and were waiting to develop it and

reap the rewards, only to be told you couldn't — and that you would not receive compensation that you felt balanced the books.

Then imagine the effect closing Luke could have on hundreds of businesses and the West Valley's economy in general should encroachment surrounding the base put it on the chopping block during a future round of base closures.

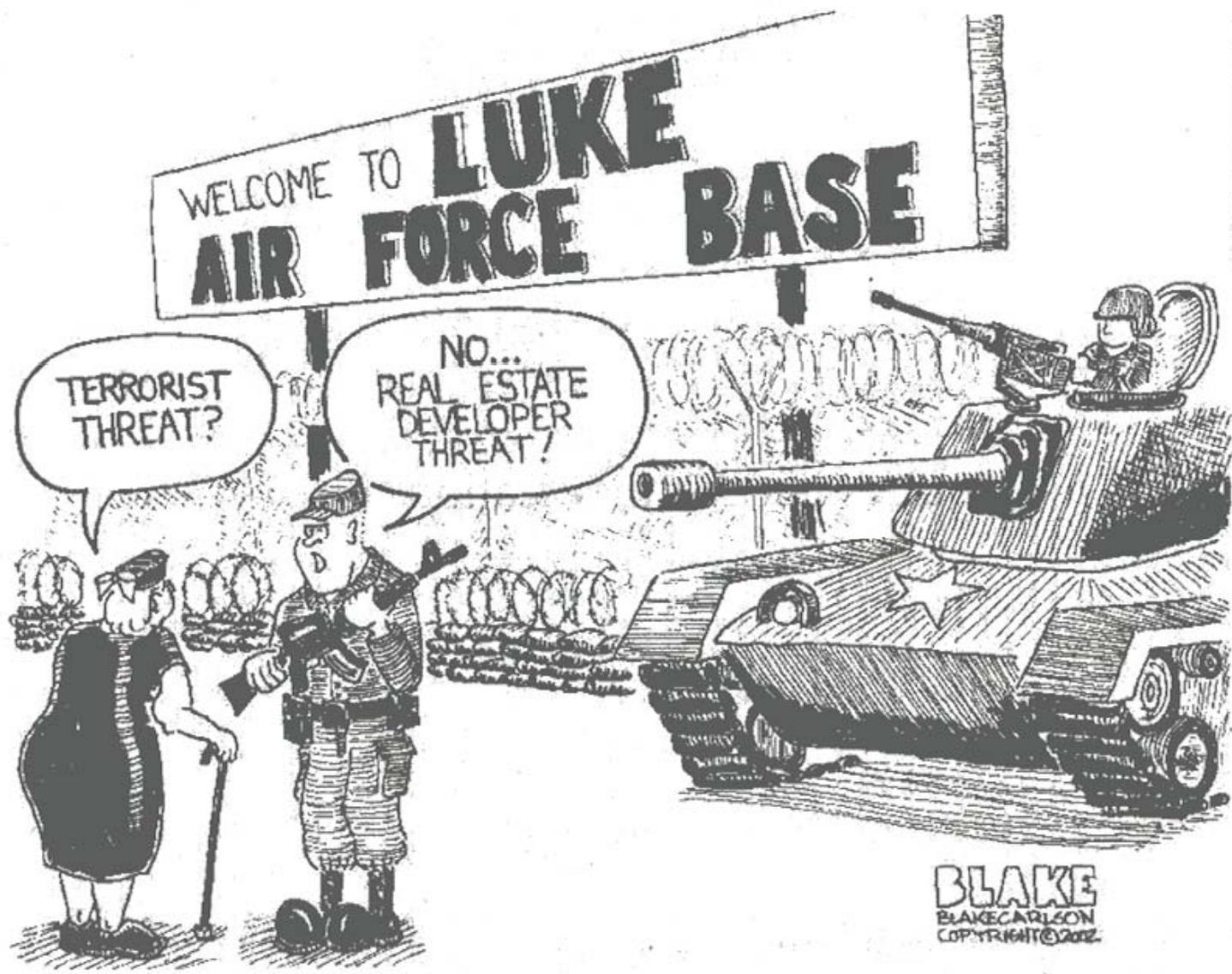
You'll find no answers here just

statewide support, including support from the Arizona League of Cities and Towns, including the cities

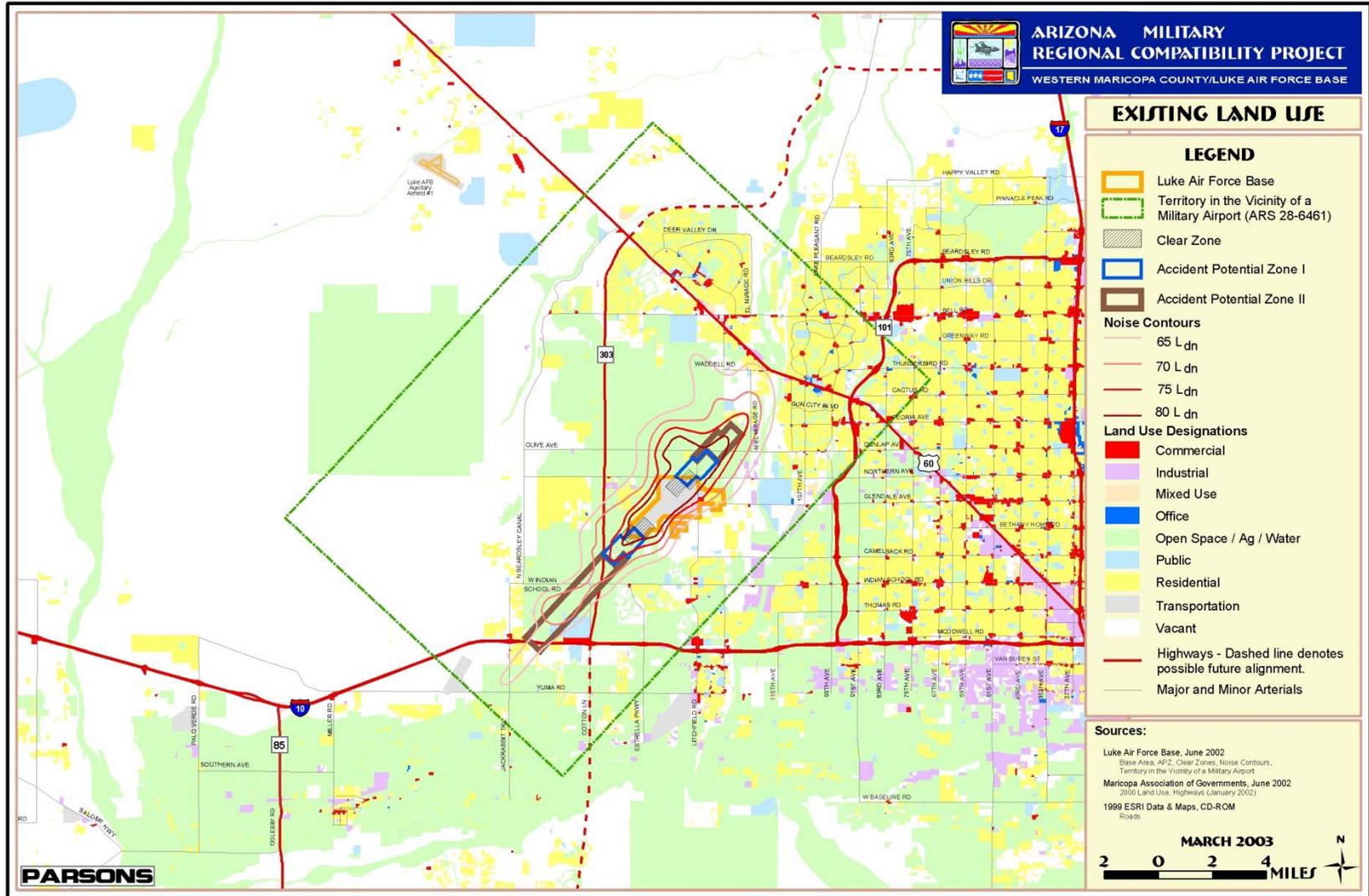
Association reported 80 percent of the nation's military installations are experiencing urban growth at a

the Washington trip represented the first time an Arizona governor had More LUKE on A15

ANOTHER VIEW



# Existing Land Use

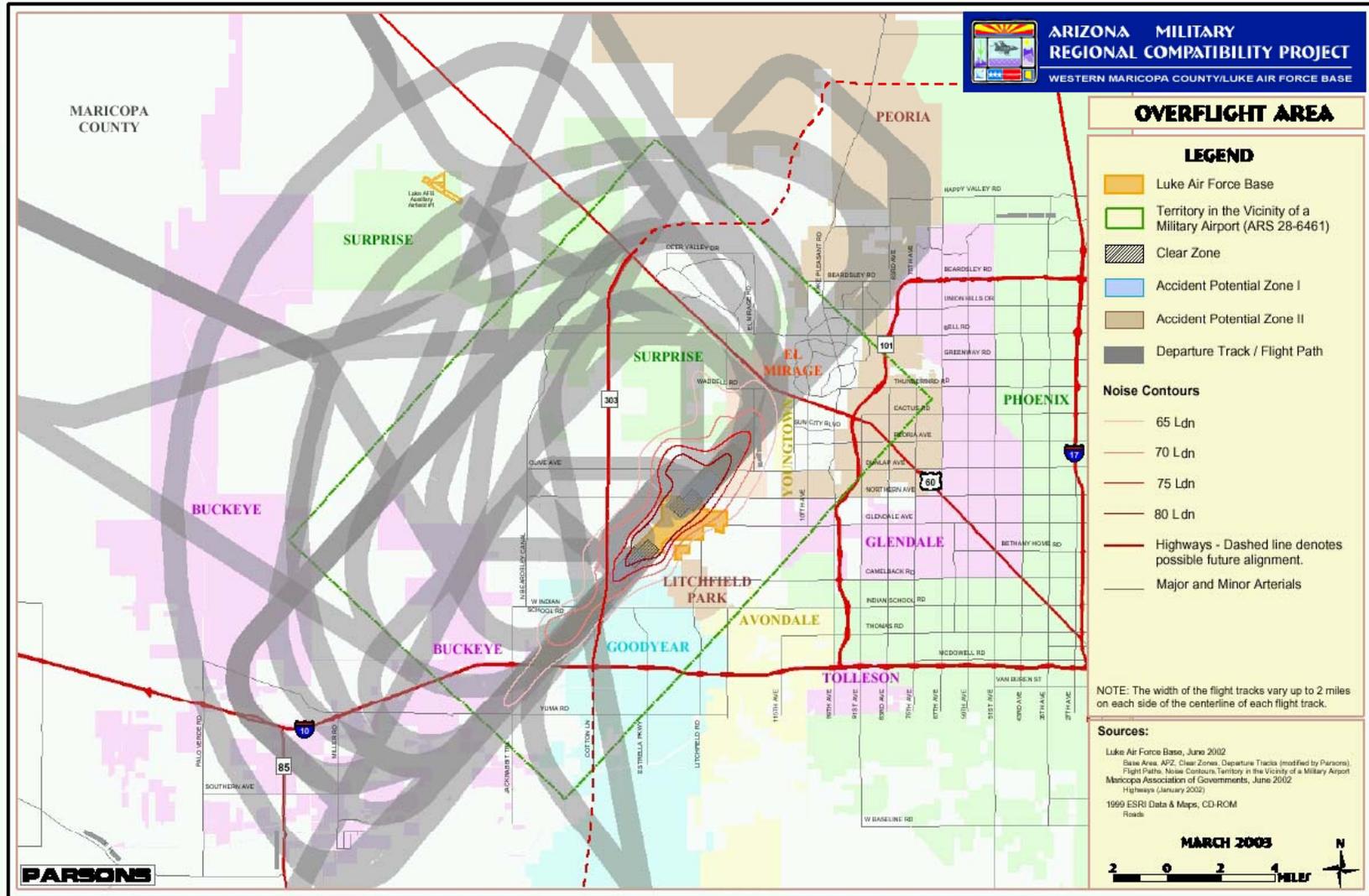




# Projected Population

City	2000 Population	Projected Total Build-Out	% Increase 2000/ Total Build-Out
Avondale	35,883	200,000	457%
Buckeye	6,537	500,000	7,549%
El Mirage	7,609	33,000	334%
Glendale	218,812	309,242	41%
Goodyear	18,911	688,777	3,542%
Litchfield Park	3,810	17,000	346%
Peoria	108,364	486,700	349%
Surprise	30,848	670,000	2,072%
Youngtown	3,010	NA	NA
<b>Total</b>	<b>433,784</b>	<b>2,904,719</b>	<b>570%</b>

# Overflight Notification Area





# Implementation

---

- Equity
- Previous planning
- Vested development
- Competing jurisdictions
- Funding
  - Availability
  - Sources
  - Mechanisms



## Lessons Learned

---

- **Do not utilize existing groups or organizations as the primary conduit.**
- **Establish a strong Policy Advisory Committee (PAC).**
- **Hire a great consultant ~ they are your lifeline and your buffer.**



# Davis-Monthan AFB / Tucson / Pima County Joint Land Use Study





## Study Issues

---

- U of A Science & Technology Park
- State Trust Lands
- Houghton Road Corridor
- Pima County Fairgrounds
- Julia Keen Elementary School
- Infill Development
- TIA proposed new runway

## Vicinity Box



### Legend

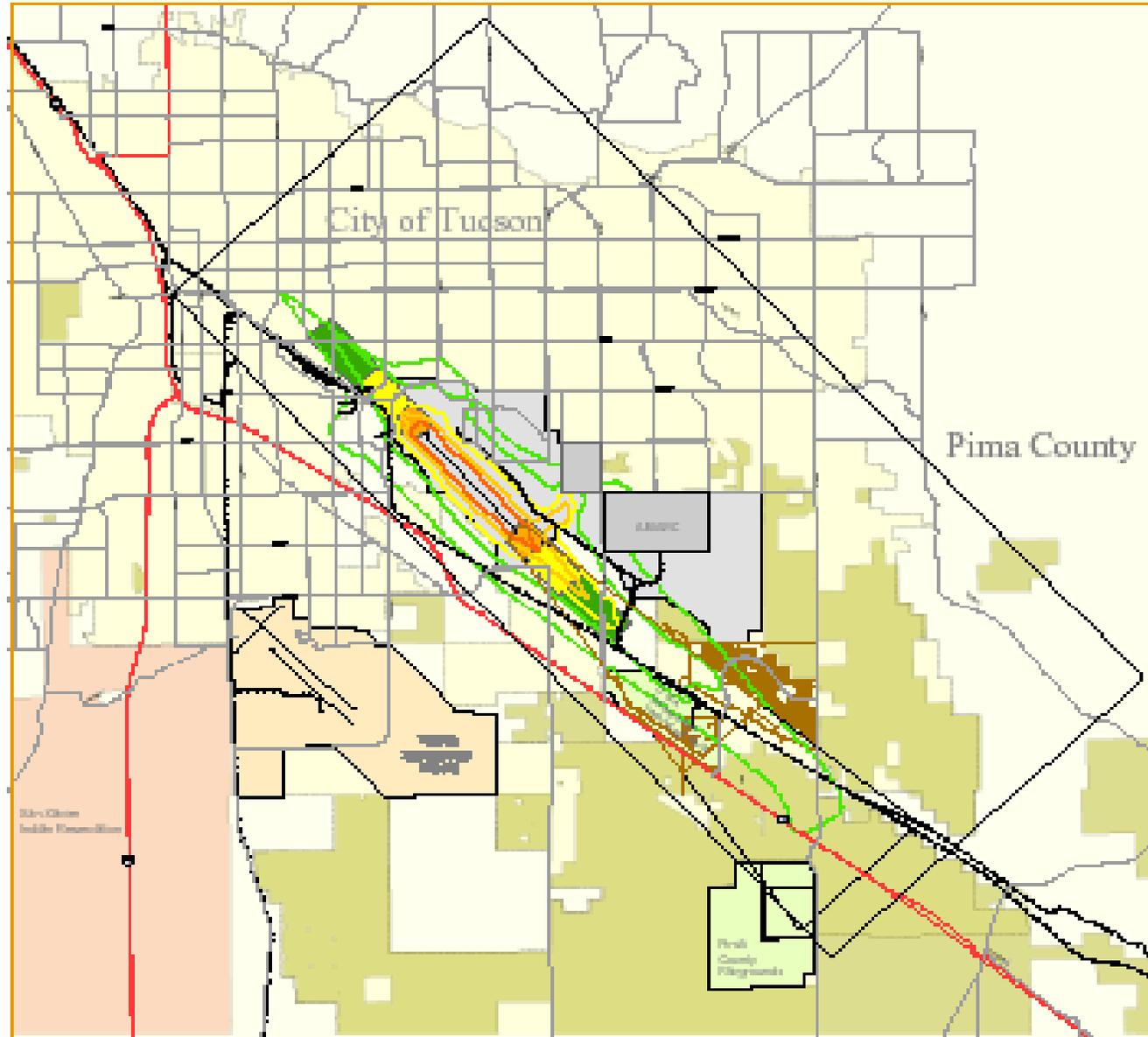
- Highways
- Secondary Roads
- San Bernardino Pacific Railroad
- Major Corridor G- del (Hypothetical)
- Major Corridor G- del
- Major Corridor VI- del
- Major Corridor IV- del
- Major Corridor III- del
- Kila Beach
- Vicinity Box
- Airport/Departure Corridor (2000R)
- Airport/Departure Corridor (4000R)
- Clear Zone
- Accident Potential Zone I
- Accident Potential Zone II
- Davis-Monthan Air Force Base
- Pima County Fairgrounds
- State Trust
- Tribal Lands
- City/County Boundary

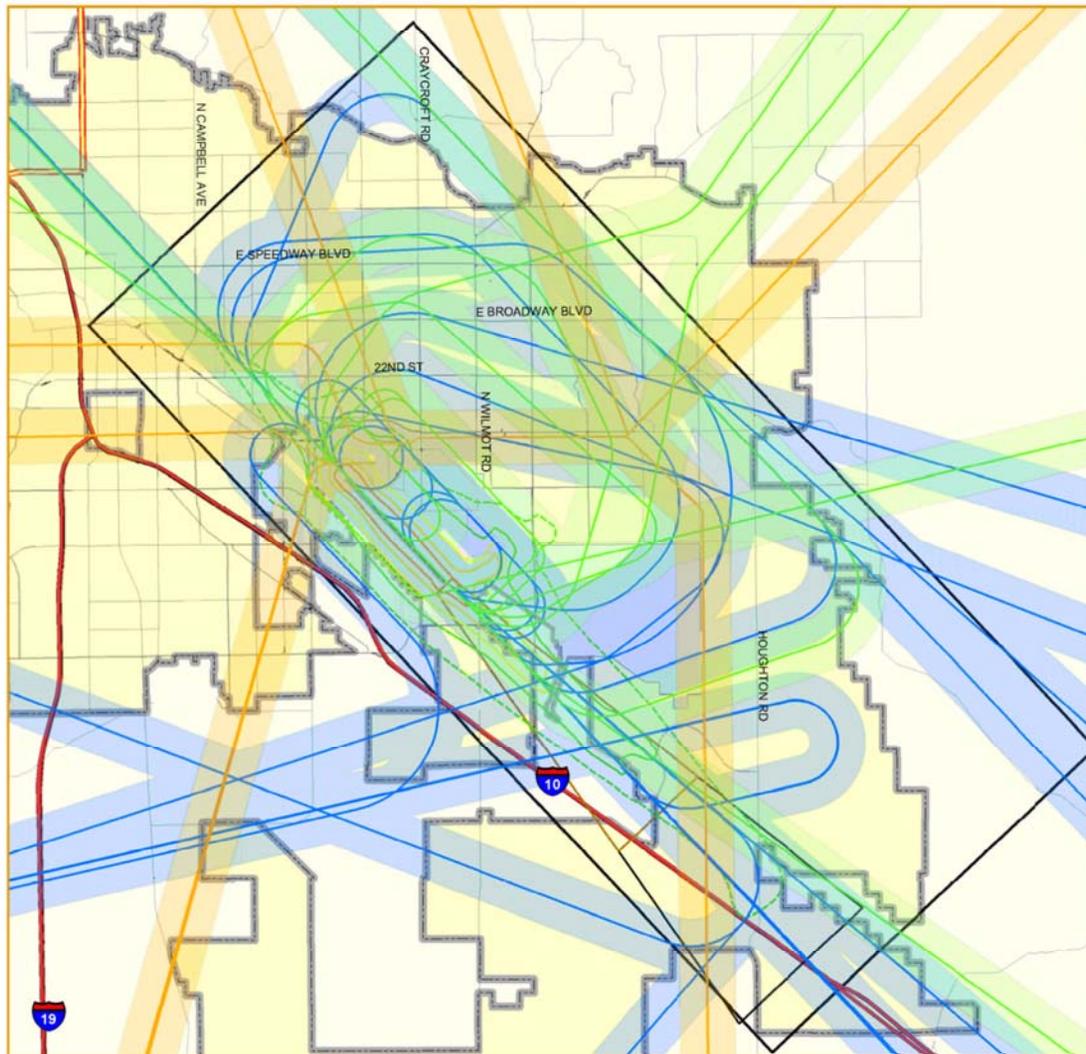
**Sources:**  
Davis-Monthan AFB, Pima County,  
City of Tucson, ES&S  
Map is based on the USGS 1:50,000 488,  
and elevation (DEM) coverage.

0 1 2 3 Miles



DRAFT July 2003





## Major Flight Paths



### Legend

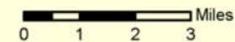
- Interstate
- Highways
- Secondary Roads
- - - Other
- Runway Centerline
- Noise Contour 65 dnl (Hypothetical)
- Noise Contour 65 dnl
- Noise Contour 70 dnl
- Noise Contour 75 dnl
- Noise Contour 80 dnl
- 2003 Helicopter Flight Tracks
- 2003 C-130 Flight Tracks
- 2003 A-10 Flight Tracks
- One Mile Wide Buffer of 2003 Helicopter Tracks\*
- One Mile Wide Buffer of 2003 C-130 Tracks\*
- One Mile Wide Buffer of 2003 A-10 Tracks\*
- Arrival/Departure Corridor (30,000 ft)
- Arrival/Departure Corridor (50,000 ft)
- Vicinity Box
- Davis-Monthan Air Force Base
- City of Tucson Limits

\* One mile wide buffer reflects a half mile wide buffer on either side of the solid flight track center line.

### Sources:

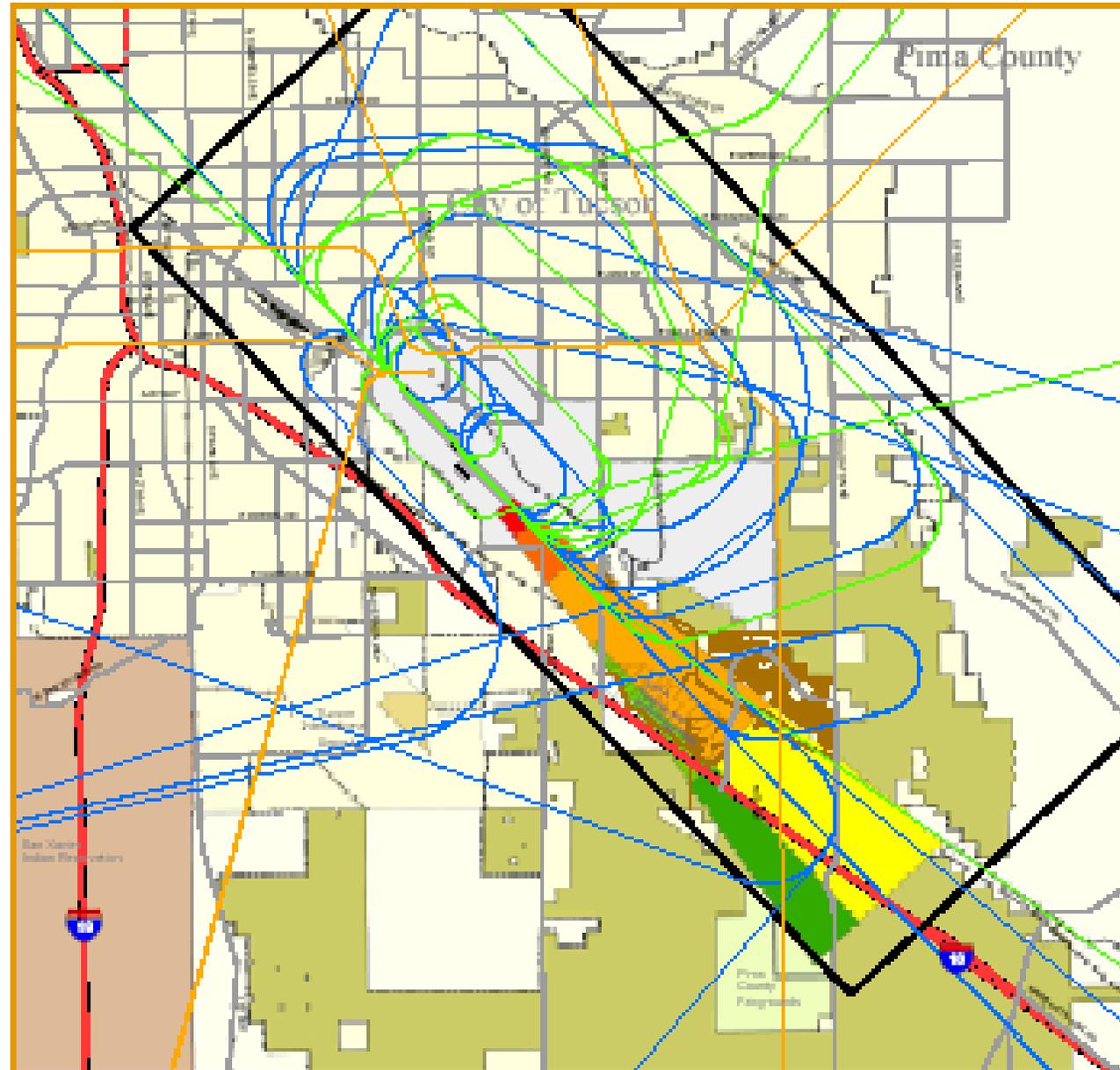
Davis Monthan A.F.B.; Pima County; City of Tucson; ESRI

\*\*Map is based on best available data, not based on parcel surveys.



DRAFT  
September 2003

**PARSONS**



## Compatible Use Zones

North / South Split Paddle Alternative



- Legend**
- 2002 Helicopter Tracks
  - 2002 C-130 Tracks
  - 2002 A-107 Tracks
  - Highways
  - Secondary Roads
  - Road/Roads
  - 2002 Runways Lines
  - County Line
  - County/State
  - County/Military Air Force Base
  - Pima County/Flagstaff
  - Southern Pacific Railroad
- Activity/Operable Candidate Zones**
- Clear Zone
  - APC II & Paddle 1 to 7,000 ft
  - APC II & Paddle (Center) Paddle 7,000 - 10,000 ft
  - North (State) Paddle 10,000 - 20,000 ft
  - South (State) Paddle 10,000 - 20,000 ft
  - South (State) Paddle 20,000 - 30,000 ft
  - State Trust
  - Tidal Lands
  - City/County Boundary

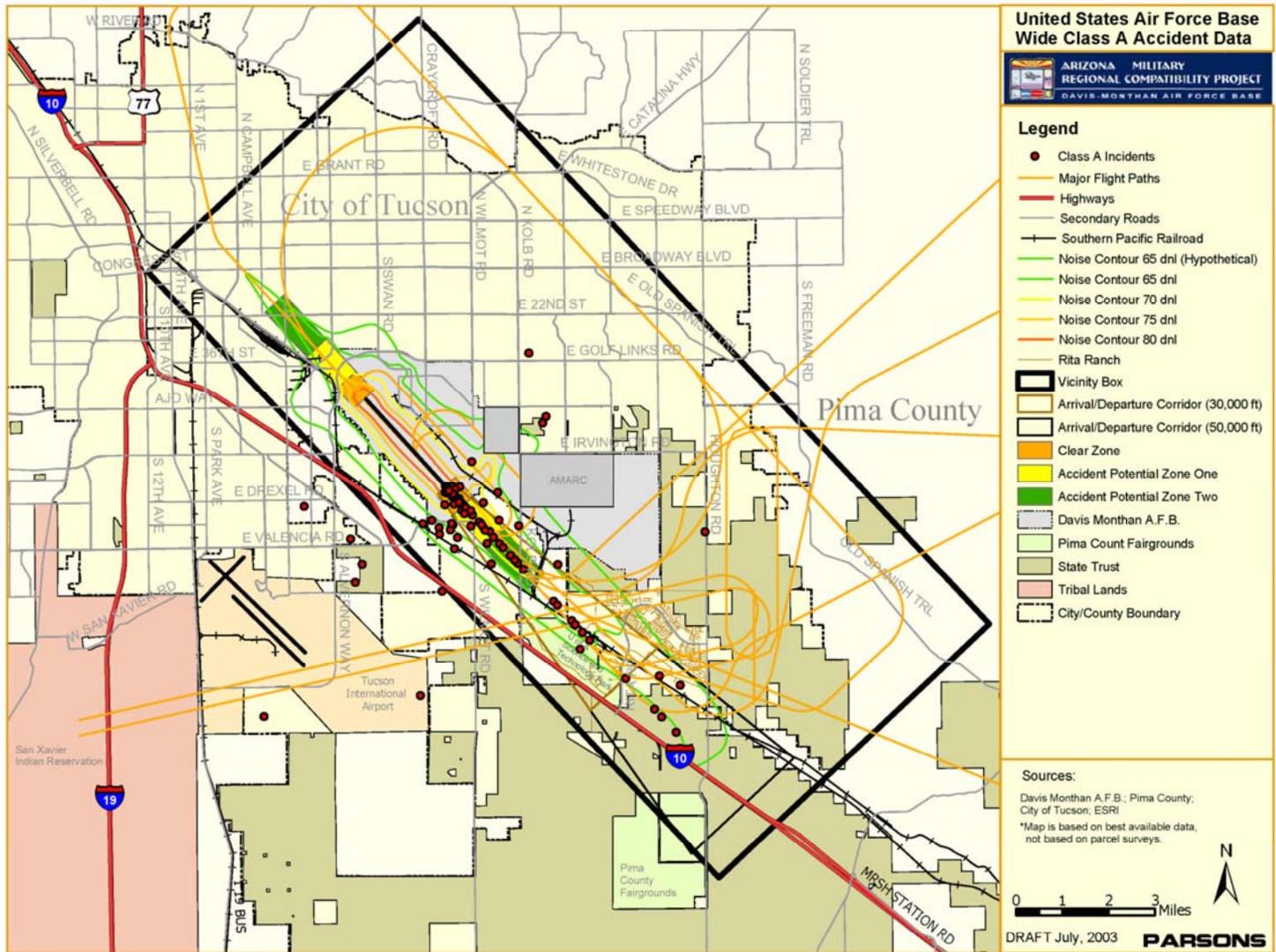
**Sources:**  
 Donald and/or A.F.B., Pima County  
 City of Tucson, ARNG

Map shown on best available data,  
 not based on recent surveys.

0 1 2 3 Miles

**DRAFT**  
 September 2003

**PARSONS**



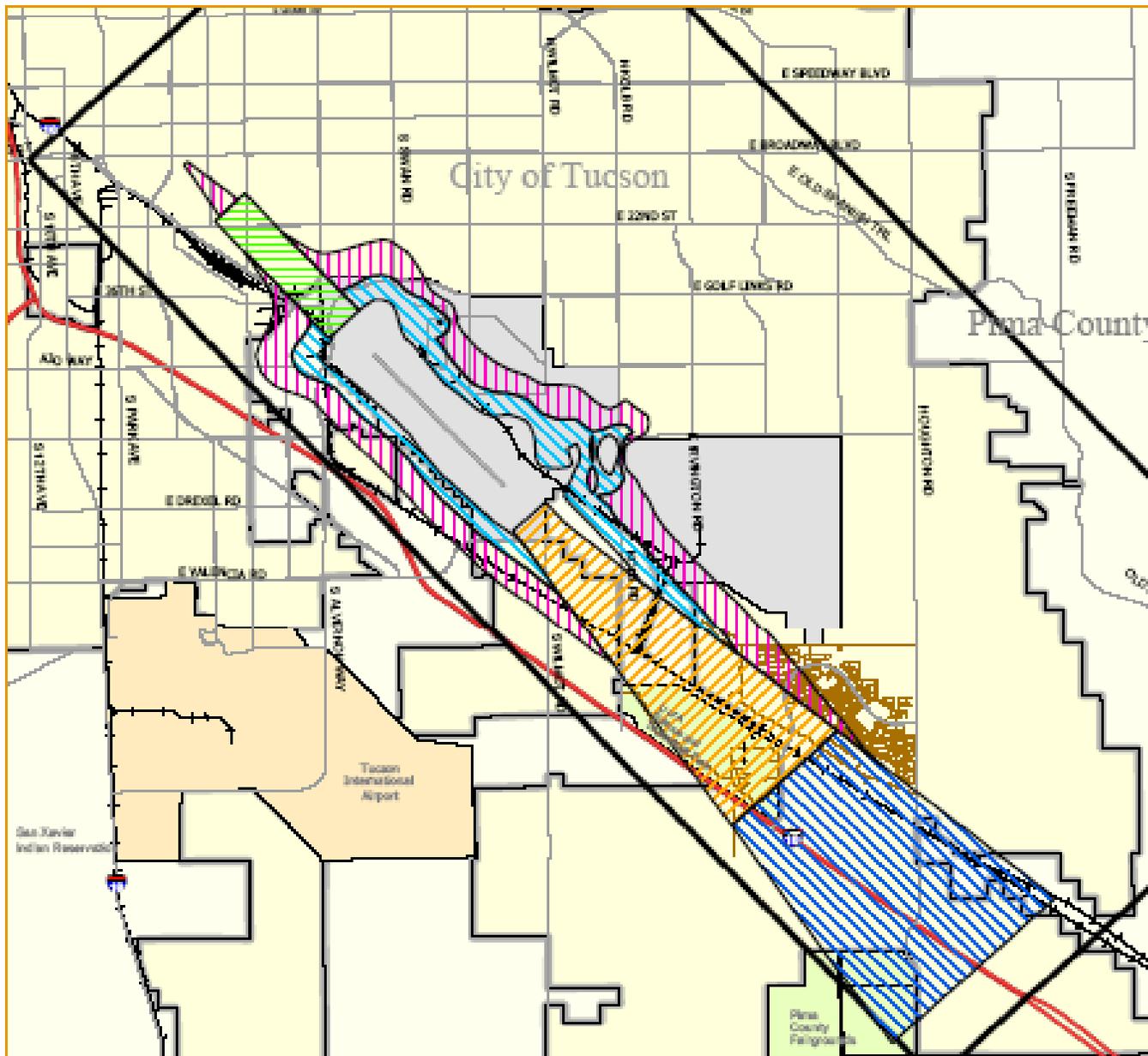






## Compatibility Criteria

- Avoid concentrations of people exposed to noise and safety hazards
- Noise Criteria:
  - Limit exposure of people and noise-sensitive activities to high noise levels
- Safety Criteria:
  - Limit concentrations of people and safety-sensitive activities in areas of highest probable accident impact



**Compatible Land Use Plan Zones**

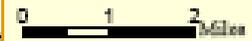


**Legend**

- Highways
- Secondary Roads
- Southern Pacific Railroad
- Rite Ranch
- 2000 Runways Lines
- Zone I - Northwest APC I and II
- Zone II - Southeast APC I, II and 20,000 Foot ADC
- Zone III - ADC Between 20,000 and 50,000 Feet
- Zone IV - Noise Zones Between 75 and 100 Ldn outside the APCs and ADC
- Zone V - Noise Zones Between 65 and 89 Ldn outside the APCs and ADC
- Vicinity Box
- Davis-Monthan Air Force Base
- Pima County Fairgrounds
- City/County Boundary

Sources:  
 Davis-Monthan Air Force Base  
 Pima County, City of Tucson, EGRI

\*Map is based on best available data, not based on parcel surveys.



January 2004

PARSONS



# Implementation Strategies

- Local, official JLUS recognition
- Revision of Airport Environs Zone Plans & Ordinances
- Consider formation of on-going JLUS coordinating committee – MC3
- DM should consider forming a Community Initiatives Team



# Implementation Strategies

---

- Consider using Military Installation Fund for land or development rights acquisition
- Consider land acquisition through bonds
- Consider pursuing Land and Water Conservation Fund monies to purchase land for use as conservation /open space.
- Consider Purchase of Development Rights
- Utilize Transfer of Development Rights



## Lessons Learned

---

- **Be more aggressive in ensuring a follow-on entity is created to work through local implementation.**
- **Do not rely solely on the local jurisdiction to identify potential neighborhood stakeholders ~ ask questions!**



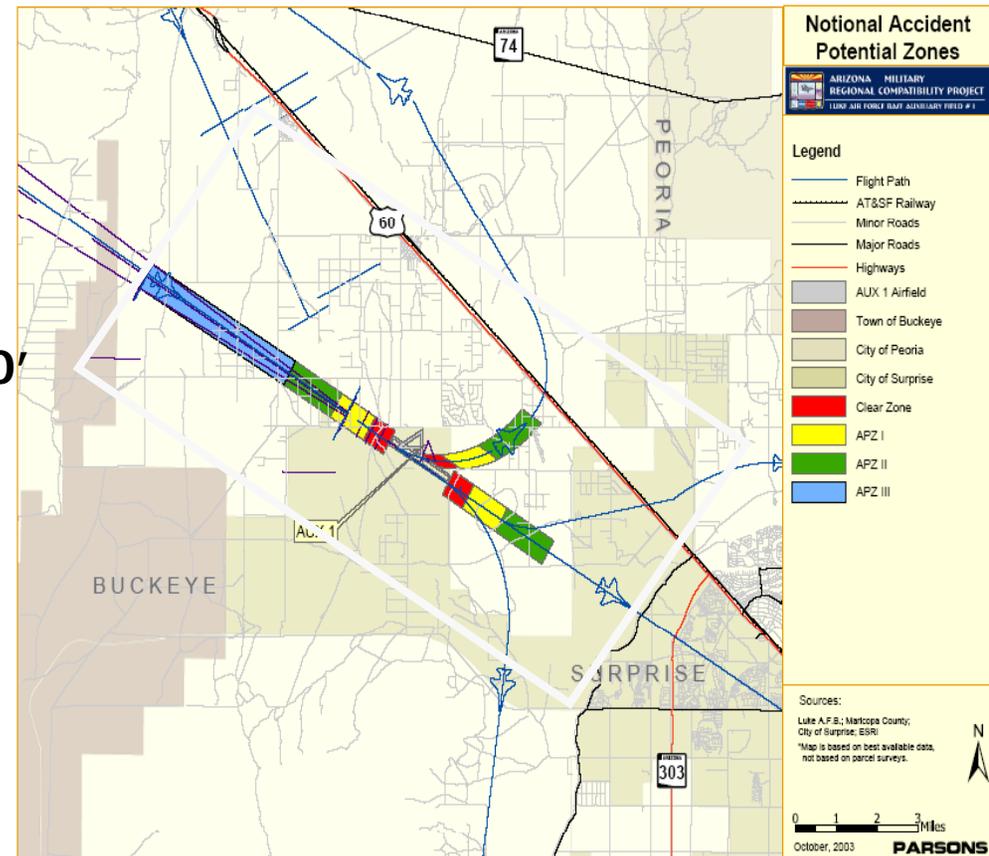
# Luke Auxiliary Field 1 Joint Land Use Study



# DESIRED PROTECTIONS



- Vicinity Box
- Standard CZs / APZs
  - 15000' X 3000'
- Extended APZ Northwest
  - Additional 20800' X 3000'
- Consider Noise Contours
- Graduated Density
  - 0-2 du/ac to 1/2 mi
  - 0-4 du/ac 1/2 to 1 mi
  - 0-6 du/ac 1-3 mi
  - Graduated outside 3 mi



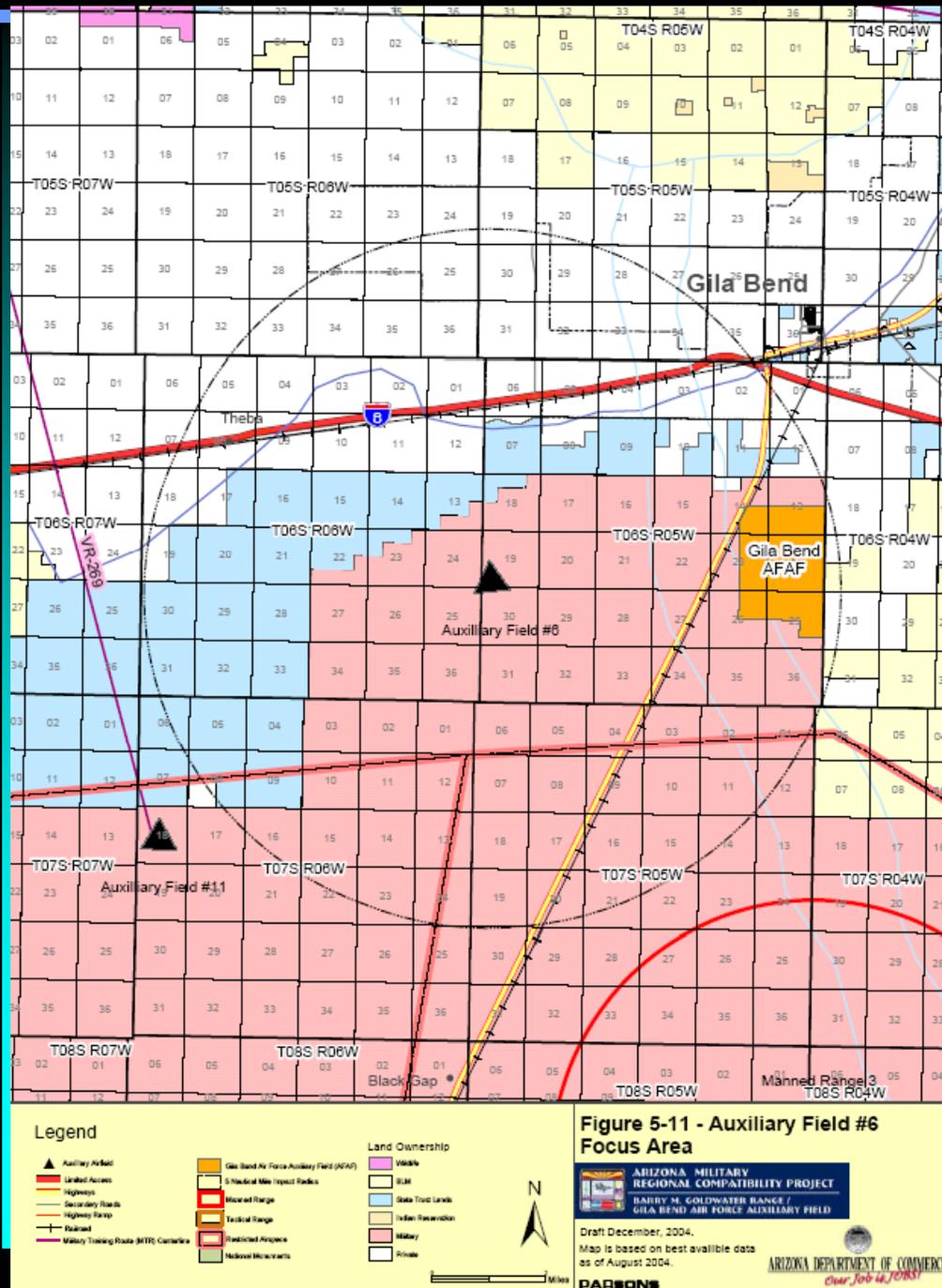


**Gila Bend Auxiliary Airfield /  
Barry M. Goldwater Range  
Joint Land Use Study**





# Auxiliary Field #6 Focus Area





# Notification

---

- **Define Notification Area around Range boundary** (excluding Yuma JLUP Area and Gila Bend & Aux Field #2 Vicinity Boxes).
  - Extend 3 miles from Range boundary (and include Restricted Airspace)
  - Require Range Avigation Disclosure (with mechanism to ensure that it is passed to subsequent buyers)
  - Require review by Luke AFB or MCAS Yuma for all proposed development in Notification Area



## Zone of Influence

---

- Define “Zone of Influence” around Range (excluding Yuma JLUP Area and Gila Bend / Aux Field #2 Noise / Hazard Zones).
  - Extend 3 miles from Range boundary
  - Additional distance in focus areas to encompass effects of operations (5 nautical miles)
  - Maintain maximum density / intensity of development as per existing zoning in first mile from Range boundary
  - Implement Graduated Density Concept outside first mile



## Graduated Density

---

- The Graduated Density concept would allow increased density of development as distance from range boundary increases.
- Allow only existing residential density or non-residential uses within 1 mile of range boundary.
- Graduated density for residential uses between 1 and 3 miles; or between 1 and 5 miles.



# Fort Huachuca Joint Land Use Study



## Key Components

---

- Electronic Range – Unique Environment
- Black Tower Complex - Restricted Airspace for UAS
- Multiple jurisdictions – federal, state, county, municipal, private
- Hubbard Assault Strip – C130 training



# Arizona Military Regional Compatibility Project

Deb Sydenham, AICP  
Assistant Deputy Director  
Arizona Department of Commerce  
(602) 771-1127  
[debs@azcommerce.com](mailto:debs@azcommerce.com)