



**FINAL REPORT**  
JANUARY 15, 2021

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## Common Acronyms and Abbreviations

AALZ	All-American Landing Zone
A.C.A.	Arkansas Code of 1987 Annotated
ACC	Air Combat Command
ADEQ	Arkansas Department of Environmental Quality
AEDC	Arkansas Economic Development Commission
AF	Air Force
AFB	Air Force Base
AFCP	Air Force Community Partnership
AFH	Air Force Handbook
AFI	Air Force Instruction
AICUZ	Air Installation Compatible Use Zone
AMC	Air Mobility Command
APZ	Accident Potential Zone
ARDOT	Arkansas Department of Transportation
AW	Airlift Wing
BASH	Bird/Wildlife Aircraft Strike Hazard
CFR	Code of Federal Regulations
CUS	Compatible Use Study
CZ	Clear Zone
dB	Decibel
dBA	A-Weighted Decibel
DCIP	Defense Community Infrastructure Program
DNL	Day-Night Average Noise Level
DoD	Department of Defense
DZ	Drop Zone
ETJ	Extraterritorial Jurisdiction



FAA	Federal Aviation Administration
FTU	Formal Training Unit
GIS	Geographic Information Systems
ICRMP	Integrated Cultural Resources Management Plan
INRMP	Integrated Natural Resources Management Plan
JEDCA	Jacksonville Economic Development and Cultural Alliance
JLUS	Joint Land Use Study
JNPSD	Jacksonville–North Pulaski School District
LIT	Bill and Hillary Clinton National Airport
LRAFB	Little Rock Air Force Base
LZ	Landing Zone
MAGP	Military Affairs Grant Program (AEDC)
MOA	Military Operations Area
MOU	Memorandum of Understanding
MPCC	Military Planning and Coordination Committee
MSL	Mean Sea Level
NLR	Noise Level Reduction
NM	Nautical Mile
NZ	Noise Zone
OLDCC	DoD Office of Defense Community Cooperation
OE/AAA	Obstruction Evaluation/Airport Airspace Analysis (FAA)
REPI	Readiness and Environmental Protection Integration (DoD)
SAC	Strategic Air Command
TAC	Tactical Air Command
UAS	Unmanned Aircraft Systems
USAF	United States Air Force
USDA	United States Department of Agriculture

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# Executive Summary



## I. Executive Summary

The purpose of the Compatible Use Study (CUS) is to encourage local governments, together with the state, to work closely with Little Rock Air Force Base (AFB) to implement measures that promote compatible development in the areas surrounding the installation, and to preserve and enhance the public health, safety, and welfare of those living and working near Little Rock AFB. Compatible land use planning finds a balance between the needs and interests of the community and the needs and interests of a military installation. The CUS also evaluates ways to enhance communication and coordination among local, regional, and state stakeholders.

## II. What Is a Compatible Use Study?

A Compatible Use Study is a cooperative planning process used in military communities around the country to promote compatibility between installations, civilian communities, local governments, and other stakeholders.

A CUS is not regulatory in nature; in other words, its recommendations are only effective if they are implemented afterwards, through adoption of local regulations, agreements, land use plan policies, and other tools. The CUS is but a guide for future decision-making, but, most important, is a critical tool that results from a collaborative, expansive, and transparent planning process among all stakeholders.

The Jacksonville Economic Development and Cultural Alliance (JEDCA) sponsored the Little Rock AFB Compatible Use Study, with primary funding provided by the Department of Defense Office of Local Defense Community Cooperation (OLDCC) and a local financial match provided by the Arkansas Economic Development Commission's Military Affairs Grant Program. White & Smith Planning and Law Group worked with partners Benchmark Planning and Marstel-Day to complete the CUS between October 2019 and December 2020.

A Policy Committee and a Technical Committee provided guidance and input throughout the CUS process, and the CUS benefited from the additional involvement of local stakeholders; the general public; and local, regional, and state representatives. The steering committees included representatives from Little Rock Air Force Base, three counties, and eight municipalities, as well as other affected stakeholders.

CUS Policy Committee  
Recommendations are set forth  
in detail in [Chapter 7](#) and are  
summarized in a matrix in Appendix C  
(under separate cover).



### III. Goals & Objectives of the Little Rock AFB Compatible Use Study

A Compatible Use Study is a mutually beneficial planning process, identifying strategies to address potential land use incompatibilities; for the military to mitigate operational impacts, such as noise, on the civilian population; and for the local community to reduce its impacts on the military in support of the military mission.

While each CUS is tailored to the local environment, there are three primary objectives for compatible use, or “joint land use,” studies:

- **Increase Awareness.** Increasing community awareness of military operations and increasing military understanding of local land use planning and development trends facilitates more effective long-term planning on both sides.
- **Encourage Collaboration.** Maintaining long-term compatibility between military installations and the surrounding community requires ongoing, deliberate, and transparent coordination. A CUS builds upon existing relationships and recommends tools to maintain a collaborative relationship.
- **Maintain Land Use Compatibility.** Providing a set of recommendations the community can choose to implement can help protect the military mission as well as local quality of life. Study recommendations are tailored to the local context, ranging from voluntary tools—such as a Memorandum of Understanding to formalize coordination between stakeholders—to regulatory ones, such as zoning regulations that limit conflicting land uses or the height of structures in the vicinity of the military installation.





## IV. What Is Happening in the Vicinity of Little Rock AFB?

Little Rock AFB comprises about 6,200 acres of land in the City of Jacksonville, in Pulaski County, located roughly 15 miles north of the City of Little Rock. The base opened its gates in 1955, and while the mission of the base has changed over the years, community partnerships have remained strong. Today, Little Rock AFB's host unit is the 19th Airlift Wing, which provides the Department of Defense mission-ready airmen and supports the largest C-130 fleet in the world.

The history of LRAFB and its current mission are detailed in [Chapter 2](#) of the study.

However, aircraft traffic has the potential to create impacts on the community, such as noise and accident potential. Fortunately, much of the land surrounding Little Rock AFB and its training areas are rural, low-density, or undeveloped, resulting in a high degree of compatibility between existing land uses and military operations. However, the area does lack full coverage of compatible use zoning in some areas, creating the possibility of future incompatibilities and encroachment on LRAFB, Camp Robinson, and Blackjack Drop Zone. A detailed analysis of the land use compatibility with the current operational and training missions can be found in [Chapter 3](#).

A complete analysis of land use compatibility within the CUS Study Focus Areas is provided in [Chapter 3](#).

The CUS process served as a foundation for ongoing, formalized efforts among local stakeholders to ensure the LRAFB mission remains protected from encroachment threats in the community and that the base maintains operations without impairing the quality of life the community continues to enjoy here.

## V. Compatible Use Study: The Big Picture

The CUS report is divided into seven chapters and a series of appendices, each of which are briefly described below.

### Chapter 1: Purpose and Process

[Chapter 1](#) describes in more detail the goals and objectives of the CUS, where it sits in the context of local planning, and the processes the steering committees undertook to complete the 2020 CUS. That process included establishing a baseline land use profile, the legal status of the local governments, and a series of recommendations.



Chapter 1 also details the participants and local jurisdictions involved and responsible for compiling the final CUS report, including the extent of and dates for public Town Halls and input throughout. The Public Awareness Campaign was drawn up early on and executed throughout the project. Adjustments were made with the onset of the COVID-19 crisis by conducting remaining Town Halls and committee meetings virtually. Nonetheless, the committee was able to remain on track complete the project and the Public Awareness Campaign on schedule.

Key components of the Public Awareness Campaign included the project website and project Facebook page, each maintained from start to finish. From these platforms, participants and community members were able to download draft documents, background materials, committee presentations, and to view and live-stream Town Hall meetings in real time or subsequent to the date of the live meeting.

## Chapter 2: Current Conditions and the Path Forward

Chapter 2 of the study lays out the baseline conditions in the civilian community and at Little Rock AFB, providing context for the compatibility analysis that follows in Chapter 3 and the recommendations in Chapter 7. The chapter reviews four potential compatibility issues associated with LRAFB: aircraft noise, accident potential, height intrusions, and airspace interference. Regional demographic and socioeconomic data and trends, economic development initiatives, and local infrastructure are also explored in Chapter 2.

## Chapter 3: Conflict and Compatibility Analysis

The consultant team analyzed current and future land use impacts on Little Rock AFB operations and potential impacts of military operations on the local off-base community. Building on the background information in Chapter 2, Chapter 3 evaluates the compatibility of each parcel of land within the CUS Focus Areas, based on current zoning, future land use, and subdivision patterns. These findings guided the Policy Committee's recommendations, set forth in Chapter 7.

**Little Rock Air Force Base  
Compatible Use Study  
Public Awareness Campaign**

**Stakeholder & Public Meetings**  
The Little Rock Air Force Base Compatible Use Study (CUS) planning process kicked off in October 2019 with a CUS Steering Committee meeting. In January 2020, the Project Team will conduct a series of stakeholder and Town Hall meetings. Over the course of two days, the Project Team will conduct interviews with:

- Local governments in the Study Area,
- Arkansas Economic Development Commission,
- Arkansas Department of Transportation,
- Local community and business representatives, and
- Local utility providers.

On January 7<sup>th</sup>, the Project Team will hold a Stakeholder Awareness & Participation Meeting with Little Rock AFB personnel to support the CUS planning process, identify other potential issues not yet addressed or identified, and address CUS information collection needs to identify encroachment impacts to the community and to the mission. The CUS planning process will include a series of Town Hall meetings throughout the project. The Project Team will seek to hold these public meetings in different locations in the community. These meetings will be locally advertised. Notice also will be provided through the project website and Facebook page.

**Public Survey**  
The Public Survey provides the CUS Steering Committee and Project Team insights into community attitudes regarding local Air Force activities. The survey will be available from December 18<sup>th</sup> to March 6<sup>th</sup>, and may be filled out and submitted online through the project website. A paper copy of the survey may be requested through the website and mailed to the Project Team.

**Print Materials**  
The Project Team will produce two Informational Brochures, one introducing the project and another summarizing the recommendations and next steps at the end. The Brochures will be posted on the project website.

**Online Tools**  
The Little Rock AFB CUS website and Facebook page provide a wealth of information about the year-long CUS planning process. The website includes:

- A detailed overview of the CUS process;
- Notification of upcoming events;
- Project materials, including meeting agendas, presentations, informational brochures, CUS Study Area information, and CUS documents;
- The Public Survey;
- Information about Little Rock AFB; and
- Frequently asked questions.

Event announcements, public survey links, and other project notifications are posted on the project website and Facebook page. The Facebook page allows visitors to post comments and questions, allowing direct communication between stakeholders and the CUS Project Team.

*The Little Rock AFB Compatible Use Study Public Awareness Campaign includes a variety of communication tools to facilitate early and continuous outreach to the general public, elected officials, other CUS project stakeholders, and the media.*

[www.littlerockafb-cus.org](http://www.littlerockafb-cus.org)  
@LittleRockAirForceBaseCUS



## Chapter 4: Arkansas Planning and Land Use Framework

[Chapter 4](#) outlines the statutory framework that guides local government’s land use, planning, and zoning actions in the state. Arkansas cities are categorized into three classes of authority and their relative powers, and those of counties, are specified by statute and the state constitution. Notably, the state legislature has adopted several provisions directly impacting local government’s powers to regulate based on documented military impacts and each is discussed in [Chapter 4](#).

## Chapter 5: Local Government Zoning and Land Use Authority

Based on the available statutory powers outlined in [Chapter 4](#), [Chapter 5](#) provides an overview of relevant local government land use plans, zoning and subdivision regulations, and Air Installation Compatible Use Zone (AICUZ)/military overlays in effect among the jurisdictions that participated in the 2020 CUS. These include the jurisdictions of Lonoke and Pulaski Counties and the Cities of Cabot, Jacksonville, and Sherwood, as well as the more distant Faulkner and White Counties and the Cities of Austin, Lonoke, Maumelle, North Little Rock, and Ward. The regulations and plans currently in place in these jurisdictions are summarized in the Overview of Local Planning, Zoning, and Subdivision Regulations in Appendix B.

## Chapter 6: Federal Land Use Requirements and Opportunities

[Chapter 6](#) examines several key federal programs that are most relevant to the objectives of the CUS and, most importantly, implementation of the study’s recommendations.

## Chapter 7: Strategies and Recommendations

Finally, [Chapter 7](#) sets out the Policy Committee’s recommendations for maintaining land use compatibility between Little Rock AFB and its neighboring communities. CUS strategies and recommendations are organized based on the “procedural context” in which they would be implemented, though there is some overlap due to a recommendation’s relevance to multiple procedural contexts.



*Project updates, materials, and live streams were maintained on the project Facebook page*



These recommendations are important for the community to maintain productive coordination between local stakeholders and its long-term support of the Air Force mission here. Each recommendation is prioritized as high, medium, or low, and assigned a short-, medium-, or long-term timeframe for purposes of implementation. In addition, where possible, costs for implementation are estimated and known “responsible parties” identified.

In addition, the following chart summarizes the Policy Committee’s recommendations and indicates their relative priority and the expected implementation timeframe. A description of the seven procedural contexts is provided following the chart. The chart and descriptions make up a condensed version of the full “CUS Summary of Recommendations” provided in Appendix C.

Procedural Context	Relative Priority	CUS Recommendation	Implementation Timeframe		
			First 3 years	Next 10 years	Next 20 years
Land Use and Small Area Planning	High	Prepare or Revise Land Use Plans to Address Military Impact Areas	X		
	High	Update Existing Land Use Plans in Sherwood and North Little Rock	X		
	Medium	Prepare Updates to Other Policy and Planning Documents	X		



Procedural Context	Relative Priority	CUS Recommendation	Implementation Timeframe		
			First 3 years	Next 10 years	Next 20 years
<b>Zoning and General Code Provisions</b>	High	Prepare Updates to Existing AICUZ Overlay Boundaries in Sherwood and Jacksonville	X		
	High	Prepare Updates to Existing AICUZ Overlay Regulations in Sherwood and Jacksonville	X		
	High	Prepare AICUZ Overlay Regulations within Pulaski County, Lonoke County, and Cabot	X		
	High	Add Height and Interference Review to Local Development Review Processes	X		
	High	Include Review of Military Impacts During Consideration of Annexation Applications	X		
<b>Subdivision Regulations</b>	High	Prepare Regulatory Requirement for Plat Acknowledgments	X		
<b>Notice to Property Owners and Occupants</b>	High	Provide Notice on Local Permit Approval of Potential Military Impacts on Property	X		
	High	Prepare Purchaser and Tenant Awareness Disclosures	X		
	Medium	Street Signage	X		



Procedural Context	Relative Priority	CUS Recommendation	Implementation Timeframe		
			First 3 years	Next 10 years	Next 20 years
Inter-Agency Cooperation	High	Appoint CUS Implementation Committee	X		
	High	Seek Funding from State Military Affairs Grant Program	X		
	High	Prepare a Memorandum of Understanding (MOU) for Regional Coordination with LRAFB	X		
	High	Prepare Legislative Revisions to Clarify Scope of Local Government Authorities	X		
	High	Prepare GIS Layers Illustrating Extent of Local Government Regulatory Authorities	X		
	High	Facilitate LRAFB Input Prior to Local Approvals of New Growth Inducing Infrastructure	X		
	High	Monitor Defense Community Infrastructure Program for Funding Opportunities in the Region	X	X	X
	Medium	Evaluate Opportunities within the Air Force Community Partnership (AFCP) Program	X	X	X
	Medium	Increase Statewide Coordination	X		
	Medium	Perform Strategic Planning to Stand Up a Readiness and Environmental Protection Integration (REPI) Program with Conservation and Community Partners	X		
	Medium	Formalize Protocol for Periodic LRAFB Updates to Local Governments and the Community	X/ Ongoing		
Medium	Continue to Pursue Initiatives for Improved Quality of Life for Military Families	X	X	X	



Procedural Context	Relative Priority	CUS Recommendation	Implementation Timeframe		
			First 3 years	Next 10 years	Next 20 years
Public Outreach and Communication	High	Set up Military Planning & Coordination Website	X		
	High	Prepare Public Outreach Materials on Civilian UAS Regulations and Risk Areas, Including Street Signs	X		
	Medium	Prepare Public Outreach Materials for NLR Construction Standards	X		
Ongoing Land Use Planning Activities	High	Establish a Standing Military Planning & Coordination Committee	X		
	High	Maintain Updated MOU for Continued Community Wide Coordination	X		
	High	Support the Jacksonville Economic & Cultural Alliance as the Coordinating Agency for Ongoing Inter-Agency Coordination	X		

*Land Use & Small Area Planning*

Though Sherwood and North Little Rock have land use plans and Pulaski County has adopted a small area plan, none currently address military-related impacts directly. Therefore it is recommended that Jacksonville and Pulaski County adopt land use plans for military impact areas, given their proximity to the installations, and that Cabot—slightly more removed in proximity—consider doing the same. In addition, the Policy Committee recommended Sherwood, North Little Rock, and each of the other CUS Jurisdictions with existing plans and policy documents update them to reflect the 2020 CUS report and recommendations.



### *Zoning & General Code Provisions*

At the time of the 2020 CUS, only Sherwood and Jacksonville had overlay zoning districts related to Little Rock AFB. However, each of these overlays should be updated to include all documented military impacts, pursuant to the 2011 LRAFB AICUZ Study, and to reflect updated Air Force compatibility guidance as to allowable and appropriate uses.

The Policy Committee also recommended Pulaski County, Lonoke County, and Cabot adopt limited zoning overlays to address the documented noise impact areas in those jurisdictions, and that all CUS Jurisdictions beneath imaginary surface areas consider regulations related to height and interference potential regarding LRAFB airspace. Finally, each participating CUS municipality should consider the presence of documented military impacts prior to final decisions regarding annexation requests, taking the input of LRAFB into account as well.

The consulting team recommended the zoning and code recommendations be considered by the CUS Implementation Committee, in light of related provisions in the regional Memorandum of Understanding recommended below. Given the relative distance some jurisdictions are from the installations, their rural nature, and current lack of zoning, the CUS Implementation Committee should consider “non-regulatory” means of addressing potential threats to compatibility, in addition to regulatory ones.

### *Subdivision Regulations*

The jurisdictions that have subdivision or plat approval authorities should consider requiring new plats to include a brief notice statement regarding the land’s proximity to Little Rock AFB installations and the potential for future occupants to experience base impacts. Currently, none of the CUS Jurisdictions have military-related subdivision regulations or provisions.

### *Notice to Property Owners and Occupants*

The CUS Policy Committee recommended strategies to facilitate public awareness and reduce land use conflicts in the CUS Study Area, including consideration of real estate disclosures of potential military impacts and awareness statements on building permits and land use approvals. Of lower priority is the possibility of erecting street signage within the CUS Focus Areas to increase community awareness of the presence of off-base Air Force operational impacts.



### *Inter-Agency Cooperation*

The Policy Committee found that formalizing the community's history of successful cooperation and coordination would help institutionalize the arrangements and increase certainty for governmental agencies and property owners.

The 2020 CUS was characterized by successful collaboration between Little Rock AFB and local jurisdictions involved, which will be critical to the success of the CUS Implementation efforts as well. The CUS Policy Committee recommended a number of strategies to promote continued community collaboration and coordination including the immediate establishment of a CUS Implementation Committee that would work with local stakeholders to implement the CUS recommendations. In fact, in order to maintain momentum and to facilitate the timing of some of the key recommendations, the CUS project manager engaged implementation committee members during the final months of the 2020 CUS itself.

One critical, high-priority recommendation of the Policy Committee is the development of a Memorandum of Understanding (MOU) between Little Rock AFB and the CUS Jurisdictions to facilitate early and transparent cooperation between these parties. Importantly, development of the MOU also will help inform the local jurisdictions' efforts to clarify statutory authority questions that emerged during the CUS. For that reason, the Policy Committee recommended action on the MOU be taken as early in the implementation stage as possible because the outcome of several other recommendations would turn on completion of an initial MOU.

### *Public Outreach and Communication*

The consultant team has found, in this community and other military communities around the nation, that outreach and communication are critical to maintaining public support of the local military mission. This was an area of opportunity that emerged during the public survey conducted during the study. The results of the survey are found in Appendix A.

Little Rock AFB has a long history of working with community organizations, including the Jacksonville-North Pulaski School District (JNPSD), a new school district approved by voters in 2014.

For example, a senior LRAFB serves as an ex-officio member of the JNPSD board. Also, many members of the JNPSD board as well as the greater Jacksonville community are members of the LRAFB Community Council.

Working with the Community Council, JNPSD, community members, and AEDC Military Affairs, the Jacksonville Economic Development and Cultural Alliance was awarded a cybersecurity grant that funded the development of a cybersecurity education program for the JNPSD. This program includes collaboration with the University of Arkansas, the University of Central Arkansas, and Arkansas State University. This program is unique and prepares certified entry-level cybersecurity specialists right out of high school. This fast-growing career field offers opportunities in the military and private sectors.



Therefore, the Policy Committee recommended establishment of a dedicated military planning and coordination website or webpage that would provide relevant information to the community, including the following:

- Documents related to the CUS
- Subsequent CUS implementation efforts
- Anticipated mission changes at Little Rock AFB, if they were to be considered
- Local military-related zoning and subdivision regulations
- Federal restrictions related to drone (UAS) use near the installations

Other public outreach recommendations include making noise level reduction (NLR) standards available to the public to help mitigate aircraft noise as desired and publicizing federal requirements pertaining to use of drones in the vicinity of Little Rock AFB (including street signage).

#### *Ongoing Land Use Planning Activities*

The final category of recommendations includes those the community will continue to use after the CUS Implementation Phase is completed. These efforts would begin with the establishment of a standing Military Planning and Coordination Committee, which would facilitate ongoing planning and coordination among stakeholders and parties to the MOU discussed above. The Policy Committee found it important for the momentum created during the 2020 CUS to carry forward—even following the CUS Implementation Phase—until the CUS is formally updated.

#### Appendices

The study includes several appendices that summarize the consultant team’s findings and recommendations or provide full documentation for key components of the study, like a summary of the results of the public survey conducted during the public outreach campaign, described in [Chapter 1](#). Also included for reference are the following statutes and local overlay districts because they are of particular relevance to the study’s recommendations and will be central to the CUS implementation process:

- A.C.A. § 14-56-413, “Territorial jurisdiction”
- A.C.A. § 14-56-426, “Control of property use – Proximity to military installation.”
- A.C.A. § 14-363-301, et seq., “United States Airports”
- City of Sherwood Zoning Code § 14.09.02, “Air Installation Compatible Use Zone Overlay District (AICUZOD)”
- City of Jacksonville Zoning Ordinance § 18.66.10, et seq., “Air Installation Compatible Use Zone Overlay District”

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# Chapter 1:

## Purpose and Process



## **I. Introduction**

This study is the result of a 15-month planning process, led by the City of Jacksonville, evaluating the role Little Rock Air Force Base plays within roughly a 50-mile radius of the base. The base’s primary role, of course, is military readiness and security, a role in which it has served proudly since 1955.

The base is not only a source of national pride—it is also an important part of this community’s history and an integral part of its long-term vision and outlook on the future. By undertaking this study, the community has shown its commitment to the continued vitality of the base as well as the base’s commitment to the success of its civilian neighbors and local government partners.

In short, the Compatible Use Study (CUS) is a “deep dive” into the nature of this relationship and a recommendation for how to protect it over the long-term by making sure on-base land uses and off-base land uses work in conjunction with and not in opposition to one another. Some base operations create impacts that may not be compatible with off-base civilian land uses, such as housing. Conversely, civilian land uses, depending on location, can negatively impact or limit military operations—tall structures being an obvious example.

It is for this reason that communities like this one initiate Compatible Use Studies: to be deliberate in mutual land use planning and operational activities and to maintain an open dialogue of coordination and transparency.

This chapter gives important background as to the purpose of the CUS and process the community has undertaken to accomplish it.

## **II. What is a Compatible Use Study?**

The CUS is a valuable tool to help military installations and their communities understand the impacts they have on each other and to develop collaborative solutions that respond to various land use challenges and opportunities.

The goal of the Little Rock Air Force Base (AFB) CUS is to identify means of promoting responsible land use, accommodating compatible growth and economic development, protecting public safety and quality of life, and sustaining the mission of the Air Force in the region for the long-term.



The Little Rock AFB CUS is a cooperative planning effort between Little Rock AFB and the following municipalities:

- White County
- Pulaski County
- Lonoke County
- City of Cabot
- City of Sherwood
- City of Jacksonville
- City of Lonoke
- City of Maumelle
- City of North Little Rock

In addition to Little Rock AFB, the study also includes important training areas such as the All-American Landing Zone at Camp Robinson, managed by the Arkansas National Guard, and the Blackjack Drop Zone, managed by Little Rock AFB.

The study is administered by the Jacksonville Economic Development and Cultural Alliance and co-funded through a grant from the Department of Defense (DoD), Office of Local Defense Community Cooperation (OLDCC). The Jacksonville Economic Development and Cultural Alliance selected White & Smith Planning and Law Group, along with its subcontractors Marstel-Day, LLC and Benchmark CMR, Inc. to complete the study. The Alliance appointed two steering committees, a Policy Committee and a Technical Advisory Committee, to guide the CUS, with input from the general public.

The CUS, formerly known as a Joint Land Use Study (JLUS), is a planning tool and cooperative effort between the military and the surrounding communities to plan and execute strategies promoting compatible development. OLDCC provides technical and financial assistance to state and local governments to undertake the study. Because the community initiates and administers the CUS through collaboration with the military, the process promotes continuous dialogue and sharing of information to achieve long-term

*Figure 1.1: Little Rock AFB Main Gate Entrance*





sustainability and protection for the military missions. The DoD initiated the community compatibility program in 1985, and more than 150 joint land use or compatible use studies have been completed for military base communities across the country. Although Little Rock AFB has enjoyed decades of robust community partnerships and support, this is the first CUS completed for Little Rock AFB and surrounding communities.

The Little Rock AFB CUS can benefit both the Air Force and the surrounding region by:

- Preserving long-term land use compatibility between Little Rock AFB and the surrounding communities;
- Sustaining the operational mission of the Air Force in central Arkansas while protecting the quality of life of nearby residents and businesses;
- Enhancing communication and coordination among local and regional stakeholders; and
- Integrating the growth plans of the communities in the region with Air Force plans and mission operations.

Compatibility is assessed by identifying the current and potential encroachment issues in the region, including noise, endangered species/critical habitat, safety/security, air and water quality, regional airspace management, energy development, and frequency spectrum interference, among other potential issues (see [Figure 1.2](#)). Incompatible development and land uses can affect the military's ability to conduct training and operations. These issues were evaluated during the study by the consultant team and the Policy Committee's resulting findings are set out in [Chapter 3](#).

Examples of these impacts on military training and operations include:

- Reduced usage days
- Prohibited operational, training, and testing events
- Reduced range access
- Segmented training and reduced realism
- Limited use of new technologies
- Restricted flight altitudes
- Increased costs or risks
- Inhibited new tactics development
- Reduced live fire proficiency
- Interference with night and all-weather operations and training
- Increased personnel tempo



Figure 1.2: Shared Compatibility



The CUS process creates a framework for the military and local communities to collectively work toward pursuing long-term viability that supports the mission of the military installation and facilitates compatible growth and quality of life for the entire community.

The Little Rock AFB CUS will provide the following:

- An assessment of existing land use conditions near Little Rock AFB, to include any potential incompatible land uses
- An assessment of potential future civilian and military land use conditions, to include any projected incompatible land uses
- Strategies to promote compatible land use planning around Little Rock AFB, Blackjack Drop Zone, and the All-American Landing Zone at Camp Robinson



As shown in [Table 1.1](#), the CUS represents the first phase in the overall CUS process. The CUS provides recommendations based on a compatibility analysis designed to balance the needs of the military operational and training areas and the community needs. Once complete, the CUS provides a foundation for pursuing compatible land use, allowing local governments to then move into a second phase of implementation. Implementation actions could include land use and general plan updates, zoning and general code provisions, subdivision regulations, and notices to property owners and occupants. Implementation also includes collaborative efforts for inter-agency cooperation and public outreach and communication. The third phase represents the continual nature of compatible land use planning, where tools to address incompatibilities are adopted and amended over time as community and military needs shift and evolve.

*Table 1.1: Compatible Use Study and Implementation Process*

	Phase 1	Phase 2	Phase 3
	CUS	CUS Implementation	Strategy Adoption
Phase Objective	Needs Assessment Tools Identification	Tools Development	Tools Adopted, Effective, Amended as Needed
Oversight	Policy Committee and Technical Working Group	CUS Implementation	Military Planning & Coordination Committee (MPCC)
Funding Eligibility	OLDCC-Eligible	OLDCC-Eligible	Local Funding, as Needed



### III. Study Goals and Objectives

The primary goal of the CUS is to preserve and enhance long-term land use compatibility between Little Rock AFB and the surrounding communities. This serves to both protect the mission of the installation and to ensure the installation's impacts on the surrounding communities are as minimal as possible. While the CUS planning process is tailored to the needs of the local community, the primary objective of each CUS is to increase awareness, encourage collaboration, and maintain land use compatibility.

#### A. Increase Awareness

The CUS will increase the community's awareness of the Air Force's operations here and increase base understanding of land use trends and planning needs in neighboring communities.

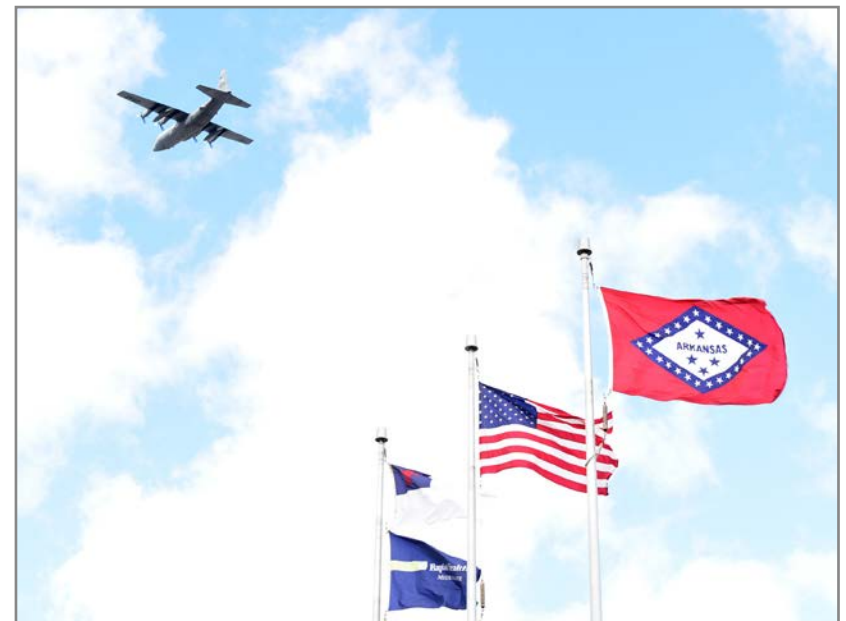
#### B. Encourage Collaboration

The collaboration facilitated by the CUS enables military officials, local governments, and other community members to better understand each other's needs and enhances mutual long-term planning efforts.

#### C. Maintain Land Use Compatibility

The CUS provides a set of recommendations and tools to maintain land use compatibility that protects the Air Force mission and the quality of life of the local community. The CUS itself does not result in changes to land use, zoning rules, or how property owners may use their property, though it may identify regulatory changes for the community to consider after the CUS is completed. These recommendations are set forth in full in [Chapter 7](#), and overviews are included in the Executive Summary, as well as in Appendix C.

*Figure 1.3: Team Little Rock Performs America Strong Salute to Heroes*





## IV. Community Context

Little Rock AFB comprises approximately 6,217 acres of land in the City of Jacksonville and Pulaski County and is located roughly 15 miles north of the City of Little Rock. Construction of the base began in November 1953, after more than 6,100 acres of land was purchased by the community and donated to the Air Force. Little Rock AFB opened its gates on October 9, 1955, and over the years has had diverse missions with bombers, reconnaissance, missiles, and cargo having called Little Rock AFB home. While the mission of Team Little Rock has changed over the years, the community partnerships have remained strong. Today, Little Rock AFB's host unit is the 19th Airlift Wing, which provides the Department of Defense mission-ready airmen and supports the largest C-130 fleet in the world.

Located 19 miles northeast of Little Rock AFB in White County, Blackjack Drop Zone is a 300-acre training area owned by Little Rock AFB to provide airdrop training. The mission of the 19th Airlift Wing, 314th Airlift Wing, 189th Airlift Wing, and the 913th Airlift Group at Little Rock AFB is to provide air transportation for airborne forces, their equipment, and supplies with delivery by airdrop, air-land, or extraction. Blackjack Drop Zone was established in the early 1990s, and additional land was acquired in 1996 to provide a buffer zone. Although not owned by Little Rock AFB, the 19th Airlift Wing and tenant units utilize a 471-acre site known as the All-American Drop/Landing Zone at Camp Robinson, approximately five miles west of Little Rock AFB.

When military bases in the US were originally constructed, the majority were located in rural areas away from urban centers. As a result, land use compatibility in the early years was virtually a non-issue for a military base. As populations and economies grew over time and urban and semi-urban areas expanded, new land use issues began to emerge. Development often clustered directly outside the gates and around the bases in order for businesses to serve the military community. Military bases became magnets for economic development, with communities surrounding military bases typically experiencing greater economic growth. As weapons systems, aircraft, and other technologies have modernized, training needs have shifted. In order to meet rapid deployment requirements, training tempo may increase. Realistic training environments and exercises are required to ensure success during combat. More training space is required to accommodate weapons systems and technologies that require larger noise and safety zones.

Aircraft traffic has potential impacts on the community, such as noise and accident potential, but many of the land uses surrounding Little Rock AFB and their training areas are rural, low-density, or undeveloped uses. Although there is a high degree of current compatibility with the existing land use patterns, there is a lack of full coverage of compatible use zoning in alignment with Air



Force guidance. A detailed analysis of the land use compatibility with the current operational and training missions can be found in [Chapter 3](#). The analysis also assesses future land use compatibility based on future land use plans for the jurisdictions within the Study Area.

The Central Arkansas region continues to experience population and economic growth, which enhances the vitality and quality of life for its community members. Little Rock AFB serves as a major piece of the region’s economic engine as the fifth-largest employer in the state with a local economic impact of over \$782 million. The CUS is designed as a proactive planning effort to ensure that communities surrounding military bases can achieve community growth and development that also enables the base to accomplish its missions and operations into the future. The CUS builds on the existing partnerships between the installation and local communities and identifies additional tools and methods to address incompatible land uses and development and further protect the Little Rock AFB mission.

## V. CUS Participants

The Little Rock AFB Compatible Use Study was conducted between October 2019 and December 2020. Two steering committees guided the planning process, including a Policy Committee and a Technical Committee, each of which provided valuable feedback, local knowledge, and policy direction to the CUS Team. The committees met on the following dates:

- October 8, 2019
- April 16, 2020
- July 9, 2020
- August 25, 2020
- November 20, 2020
- December 10, 2020

Figure 1.4: Due to the COVID-19 pandemic, the Policy and Technical Committees met virtually throughout much of the project which enabled completion of the CUS within the original project timeframe.

Relative Priority	Recommendation	Recommendation Description	Responsible Parties	Time-Frame	Est. Costs	Funding Source
High	Appoint CUS Implementation Committee	Appoint members to a "CUS Implementation Committee" to facilitate implementation of the CUS Recommendations in Chapter 7 of the CUS report and, if appropriate, to apply for OEA funding, as available.	City of Jacksonville CUS Jurisdictions	\$	\$	Existing Staffing
High	Seek funding from State's Military Affairs Grant Program	The Arkansas Economic Development Commission (AEDC) administers the Military Affairs Grant Program (MAGP), which funds selected projects that strengthen and sustain Arkansas military installations, resulting in economic growth for the region. Identify components of the CUS Implementation Plan that may be funded by MAGP funding sources.	TBD	\$	\$	TBD
High	Prepare a Memorandum of Understanding (MOU) for Coordination Processes	Develop a Memorandum of Understanding (MOU) between LRAFB, CUS Jurisdictions, and other stakeholders that will facilitate early and transparent cooperation between LRAFB and other impacted parties, prior to and in conjunction with the existing development review processes. The MOU should address alternative mitigation and oversight requirements for jurisdictions without land use regulations.	LRAFB, CUS Jurisdictions, ARDOT, AEDC, LRAFB Community Council	\$	\$\$	Potential OEA Funding
High	Seek legislative clarification of § 14-56-426, ACA	Prepare and seek support for revisions to § 14-56-426 ACA regarding the scope and nature of local government regulatory jurisdiction over areas impacted by LRAFB operations and training; particularly as relates to extraterritorial powers and overlapping jurisdictions, including nature of current limitations on residential development.	CUS Jurisdictions	\$	\$	Existing Staffing or Potential OEA Funding



The CUS Policy Committee consisted of local elected officials, the Little Rock AFB Installation Commander, and other senior representatives from local organizations. The Policy Committee was responsible for guiding the direction of the CUS and for managing implementation actions.

The CUS Technical Committee consisted of senior municipal and county staff members, the Little Rock AFB Community Planner and other specialized staff, and representatives from the local business community. The Technical Committee identified and addressed local land use matters, provided feedback on documents prepared by the consultants, and assisted the Policy Committee in the development and evaluation of implementation strategies and tools.

There were also several opportunities for public input throughout the process, including Town Hall meetings and a public survey described further below. The success of compatible land use planning efforts depends on open communication and engagement with stakeholders from the military installation and communities. CUS participants included the following:

- Air Force leadership and personnel
- Federal and state government agencies
- Landowners and affected residents
- Business and economic development organizations and chambers of commerce
- Local and regional government agencies
- Public utilities and other service providers
- Conservation and economic organizations
- Schools, colleges and universities, and other educational organizations



Figure 1.5: The first round of public Town Hall meetings occurred in-person in January 2020. Due to the ongoing public health concerns related to the COVID-19 virus, Central Arkansas residents were invited to participate in subsequent Virtual Town Halls, rather than in-person meetings, for the remainder of the project.



## VI. CUS Study Area

The CUS Study Area includes the cities of Jacksonville, Sherwood, Cabot, North Little Rock, Lonoke, Ward, Austin, and Maumelle and the counties of Pulaski, Lonoke, and White. These jurisdictions are considered the most likely to experience impacts from Little Rock AFB's military operations and most likely to create impacts on Little Rock AFB due to incompatible growth and development.

The Little Rock AFB CUS also considered lands associated with ranges, military training routes, special use airspace, and military operating areas used by Little Rock AFB, as applicable. Blackjack Drop Zone and All-American Landing Zone, important locations for Little Rock AFB training and operations, are specifically included in the analysis. The study area, shown in [Map 1.1](#), broadly includes a 50-mile radius from Little Rock AFB, as well as smaller land use focus areas extending five miles from the base, All-American Landing Zone, and Blackjack Drop Zone (see [Map 1.2](#)). The impacts to these lands are detailed in [Chapter 3: Conflict and Compatibility Analysis](#) and are based on a range of operational and training impacts, including aircraft accident potential, aviation noise, obstructions to aerial navigation and related issues that can impair military readiness, endanger aviators or civilians in their communities, or impact the quality of life of residents.

*Figure 1.6: 19th Operations Support Squadron Survival, Evasion, Resistance and Escape (SERE) Specialist Prepares to Land at Blackjack Drop Zone*

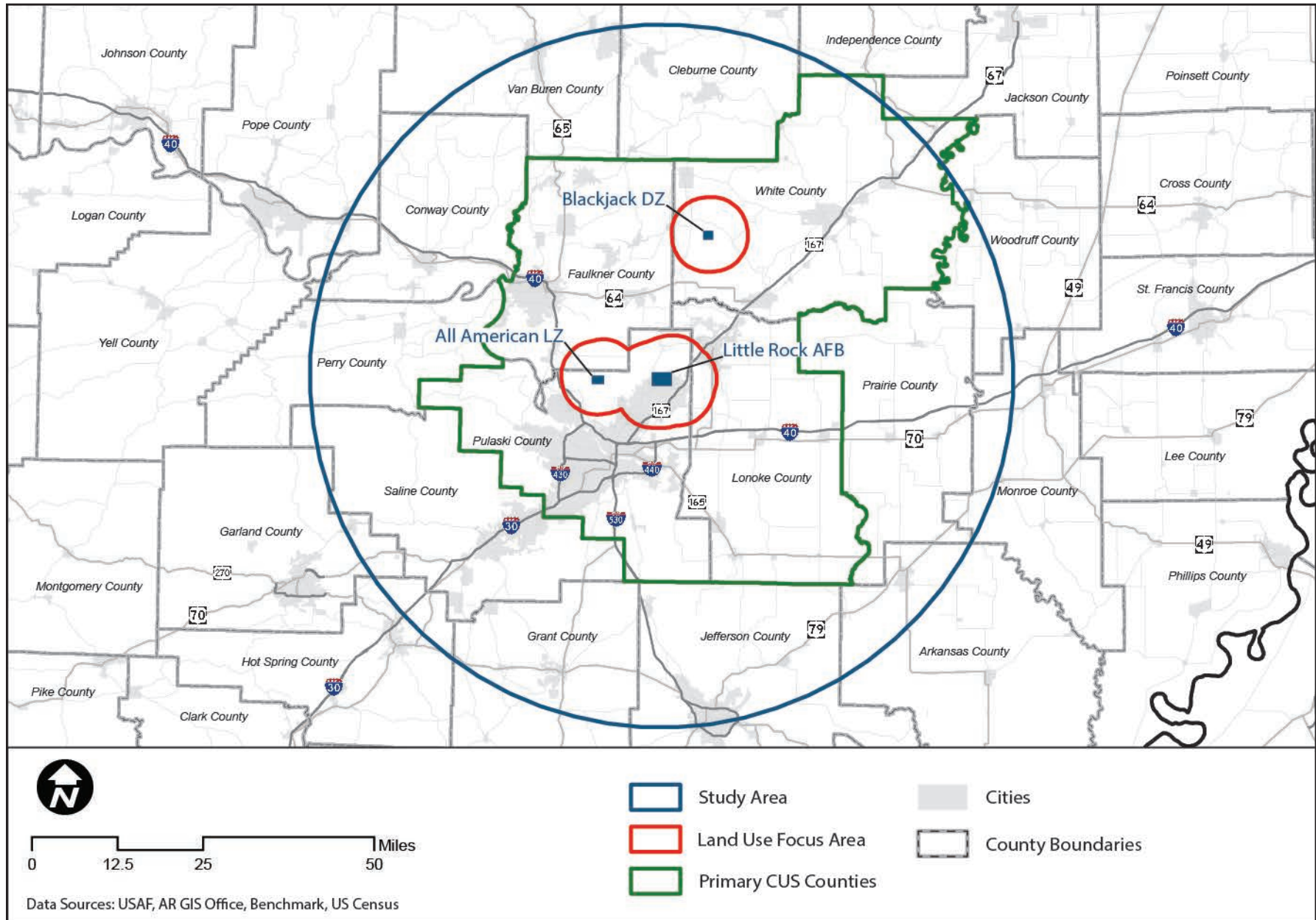




# Little Rock AFB Compatible Use Study

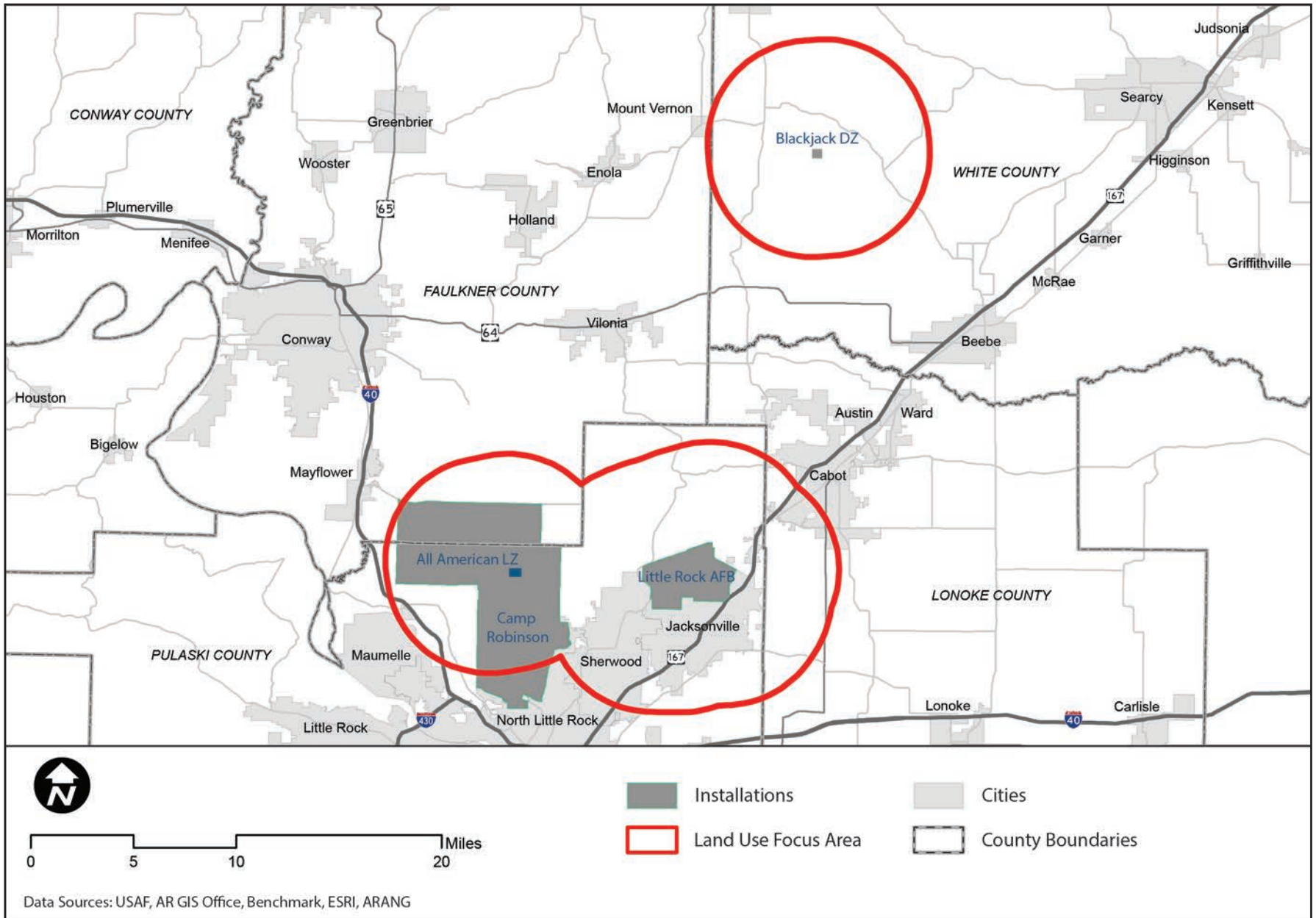
## Chapter 1: Purpose and Process

Map 1.1: CUS Study Area





Map 1.2: CUS Study Focus Areas





## VII. The CUS Process

The CUS process consists of three main phases:

1. Evaluation of existing conditions
2. Land use compatibility assessment
3. Implementation options

### Evaluation of Existing Conditions

The first main step in the CUS process includes an evaluation of the existing conditions, including a review of background documents on the installation and community, land use plans, and regulations, as well as meetings with the public and key stakeholders identified by the CUS Policy and Technical Committees.

Focused interviews with military personnel and local government stakeholders early in the CUS process provided critical information and facilitated meaningful engagement throughout the process. The Little Rock AFB interviews enabled base personnel to discuss existing installations plans and processes, provide insight into how the installation communicates and collaborates with the community, and identify current and future encroachment impacts.

Stakeholder sessions were conducted on January 7 and 8, 2020. Stakeholders interviewed included the following municipalities and organizations:

- Lonoke County
- Pulaski County
- White County
- City of Cabot
- City of Jacksonville
- City of Sherwood
- Arkansas Department of Transportation
- Arkansas Economic Development Commission



A public survey provided additional information about existing conditions and relationships. The general public was invited to participate in a live CUS survey held during stakeholder meetings on January 7 and 8, 2020. An online version of the survey was available from January 7 through March 6, 2020. Hard copies were also made available for community members who preferred to submit a response in writing. Public survey results aided the CUS team in developing a clear picture of the existing military/ community relationship. An overview of the survey is summarized below and full survey results are provided in Appendix A.

### Land Use Compatibility Assessment

As part of the CUS process, an analysis was performed for the unique impacts associated with Little Rock AFB, All-American Landing Zone, and Blackjack Drop Zone. The consultant team assessed both current and future operational impacts and compared current and future compatibility concerns. The identified areas of potential incompatibility are related to aircraft noise, aircraft accident potential, tall structures / obstructions to aerial navigation, and other documented military training and operational impacts. The scope of the analysis includes current land use and development patterns, the current regulatory environment, and local government plans for future growth and development. The CUS also includes detailed descriptions of how the current and future land uses and zoning are controlled at the state and local levels; the impacts of Little Rock AFB on local jurisdictions; and federal land use requirements, opportunities, and programs that influence state and local zoning requirements.

### Implementation Options

Using the background information and land use compatibility analysis prepared in the first two phases of the CUS process, implementation options were presented to the CUS Policy Committee and community for consideration. The finalized implementation options are provided as recommendations in the CUS report with responsible parties, steps, and an expected implementation timeframe.



## VIII. Public Awareness Campaign

Public input is critical to the CUS process. The CUS team conducted a public awareness campaign using a variety of communications and engagement tools to reach members of the community, relevant industries, landowners, the media, and other CUS project stakeholders within the CUS Study Area.

About six months into the project, the COVID-19 pandemic required severe limitations on in-person meetings for the Policy and Technical Committees and with the public. Like so many during this time, the CUS Team and participants adjusted quickly and were able to rely on virtual platforms and meetings to keep the project on its original schedule.

### Informational Brochures

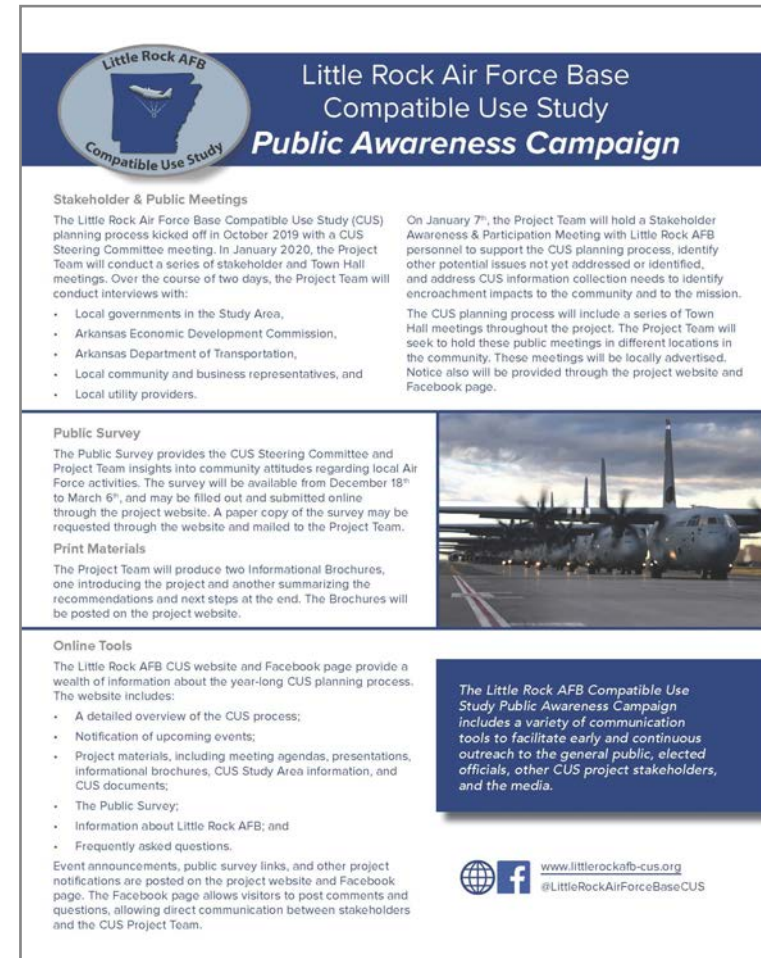
The CUS project team produced two information brochures, one introducing the project and another summarizing the public awareness campaign. The brochures were posted on the project website. Contact information to provide public input was provided on both of the brochures to encourage communication and knowledge sharing throughout the CUS process.

### Project Website

The CUS project website provided a wealth of information about the CUS planning process, including:

- A detailed overview of the CUS process;
- Notification of upcoming events;

Figure 1.7: CUS Public Awareness Campaign Brochure





- Project materials, including meeting agendas, presentations, informational brochures, CUS Study Area information, and draft CUS documents;
- Links to the public survey and its results;
- Information about Little Rock AFB; and
- Frequently Asked Questions.

Event announcements and other project notifications were posted on the project website, as well as the project Facebook page. The Request for Proposal from City of Jacksonville for the CUS as well as the Statement of Qualifications from the selected consultant team could also be found on the website.

### Facebook Page

The Facebook page allowed visitors to post comments and questions, allowing direct communication between stakeholders and the CUS Project Team. Meeting information was also provided through the Facebook page including notices for meetings and live streaming of meetings as they occurred.

### Public Survey

As described above, a public survey provided information about existing conditions and relationships and meaningful insight into the views of the community regarding LRAFB. The survey consisted of 35 questions, divided into six main categories:

- General Demographics
- Connection and Familiarity with Little Rock AFB
- Communications between Little Rock AFB and the Community

Figure 1.8: CUS Website



Figure 1.9: CUS Facebook Page





- Perceptions of Little Rock AFB in the Community
- Impacts of Little Rock AFB in the Community
- Safety at Little Rock AFB, Camp Robinson, and the Blackjack Drop Zone

A total of 270 survey responses were completed and collected—260 online surveys and 10 paper copies were received. Survey participants were also given the opportunity to provide general comments, questions, or other statements regarding Little Rock AFB at the end of the survey. A report containing the survey results, including general summaries, charts, graphs, and raw data, was posted to the website and presented at a Town Hall meeting to the public and, of course, to the Policy and Technical Committees.

### Virtual Town Halls and Public Meetings

The first round of public Town Hall meetings occurred in-person on January 7 and 8, 2020. Due to the ongoing public health concerns related to the COVID-19 virus, Central Arkansas residents were invited to participate in subsequent Virtual Town Halls, rather than in-person meetings, for the remainder of the project.

The first round of Town Hall meetings introduced the public to the Little Rock AFB CUS and allowed for initial input on the CUS process, issues associated with Little Rock AFB, and policy direction. The second Town Hall meeting provided the results of the public survey, draft land use compatibility analyses, and the next steps of the process. The third Town Hall meeting included overviews of the draft chapters and described the draft recommendations.

Local media, such as the *Arkansas Leader* and KLRT Fox 16, published stories regarding the Little Rock AFB CUS, including to announce Town Halls and other public meetings. Throughout the study process, Little Rock AFB, local governments in the Study Area, and other local and regional organizations, such as the Jacksonville Chamber of Commerce, helped promote public awareness of the CUS by posting information on their websites and Facebook pages.

Virtual Town Halls were streamed live on Zoom and Facebook Live. Members of the public were able to interact with the presenters via the Zoom platform or simply watch via Facebook feed. Following each Town Hall, the recording of the meeting remained on Facebook and was also posted to the project website for the duration of the study.

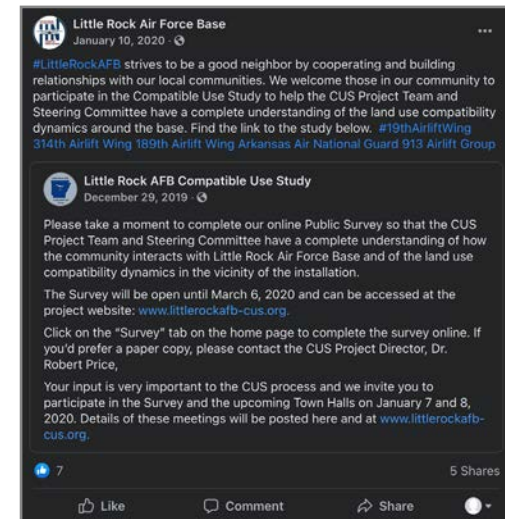


Figure 1.10: Little Rock AFB Facebook post promoting community awareness of the CUS process



## IX. CUS Report Overview

The CUS report consists of six chapters detailing portions of the planning process. A brief description of each of the chapters of the report that follow Chapter 1 is provided below. More details are provided in the respective chapters. The Appendices provide several additional important documents.

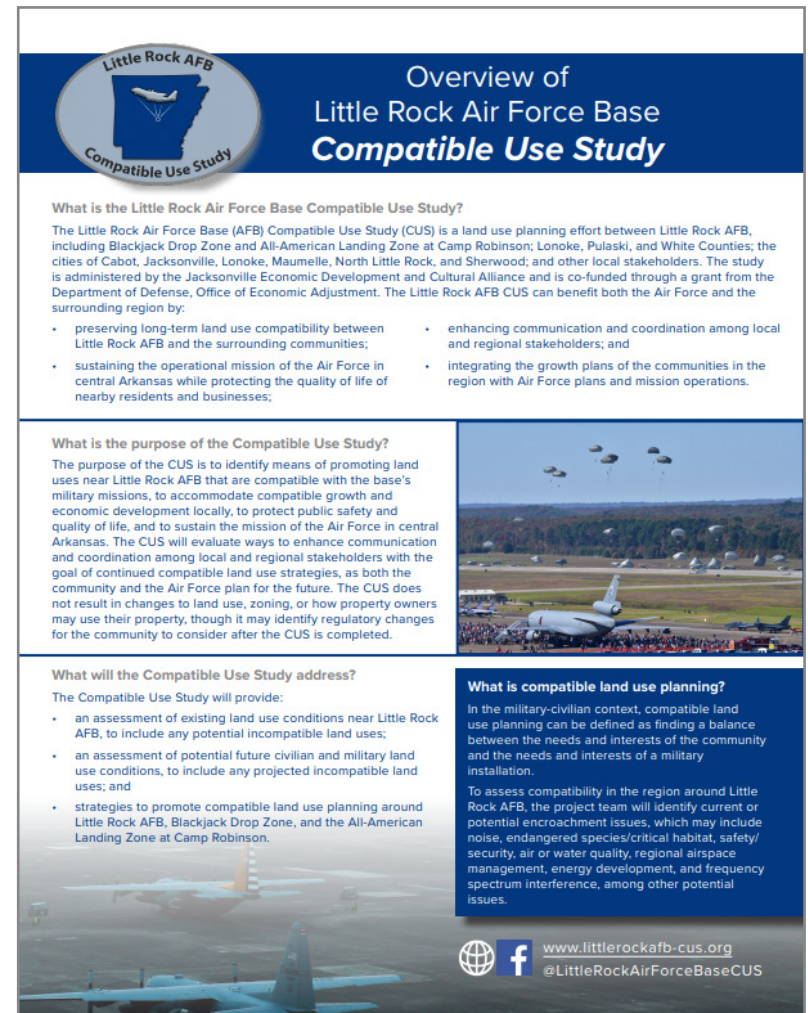
### Chapter 2: Community Profile

Chapter 2 provides background information on Little Rock AFB and its operations as well its effects on the community and partnerships and collaboration between the installation and the community. The chapter also includes a demographic and economic profile of the community, identifies growth and development trends, describes the local infrastructure context, assesses areas of potential conflict, and summarizes the environmental resources programs and management at Little Rock AFB.

### Chapter 3: Conflict and Compatibility Analysis

Chapter 3 provides a review of current and future land uses, identifies potential areas of incompatibility between the installation and community, and assesses potential conflicts between military operations and the lands within the Study Area. Current land uses within the CUS Study Area are compared to the noise contours and accident potential zones described in the 2011 Little Rock AFB AICUZ Study. Aircraft noise and safety concerns related to military aircraft operations are the most significant potential impacts to the community and are the primary focus for the compatibility analysis.

Figure 1.11: CUS Overview Brochure





#### Chapter 4: State of Arkansas Planning and Land Use Framework

[Chapter 4](#) describes the planning and land use framework at the state level and includes a discussion of the state statutes, commissions, and departments related to development and land use compatibility. There are several state government organizations responsible for promoting and providing funding support for compatible land use and economic development projects, which can be leveraged when implementing military compatibility policies and regulations.

Importantly, in 1995, the Arkansas Legislature adopted A.C.A. § 14-56-426 requiring local governments in proximity to Little Rock AFB to adopt ordinances governing land uses near the installation. This statute is detailed in [Chapter 4](#) and, in [Chapter 7](#), is the subject of several key CUS recommendations.

#### Chapter 5: Local Government Zoning and Land Use Authority

The relationship between Little Rock AFB's operational impacts and the local planning and zoning ordinances of the local jurisdictions within the Study Area is explained in [Chapter 5](#). Five of the CUS jurisdictions have jurisdiction-wide zoning ordinances as a tool to regulate land uses, and two, Jacksonville and Sherwood, have adopted overlay zoning districts related to military land use compatibility. Pulaski County has adopted limited zoning within the Lake Maumelle Watershed, which is unrelated to military land uses.

Arkansas law enables municipal planning commissions to exercise with one- or two-mile planning and subdivision jurisdiction beyond their corporate limits. And, as noted above, Arkansas law grants five miles of extraterritorial jurisdiction to first class cities within five miles of an active military base. [Chapter 5](#) provides a summary of these powers relative to the military operational impacts experienced within the jurisdictions most impacted by or likely to impact Little Rock AFB (jurisdictions of primary concern) as well as those further away but still within the CUS Study Area.

#### Chapter 6: Federal Land Use Requirements and Opportunities

[Chapter 6](#) discusses the federal land use requirements and programs associated with active military installations that affect and influence land use and zoning requirements at the state and local levels. [Chapter 6](#) includes a description of several federal land use programs that offer grants and other financial assistance to public and private entities to promote land uses compatible with military operations and to support the conversion of non-compliant land into compatible uses.



## Chapter 7: Compatible Use Study Recommendations

Chapter 7 provides the recommendations of the Policy Committee to achieve and maintain land use compatibility near Little Rock AFB and its outlying facilities. These recommendations are intended to help protect the military mission and the public health, safety, and welfare of the surrounding community. Recommendations include land use or zoning regulations, such as overlay districts; policy changes or updates; and public outreach and communication strategies. CUS recommendations range from regulatory to more informal cooperative efforts, but all proposed actions focus on improvements with mutual benefits for the Air Force and the community here.

Chapter 7 includes a detailed discussion of each recommendation and prioritizes those most critical in the near term. Several of the high-priority recommendations are linked to an initial effort to clarify and reach agreement on the scope of several statutory authorizations related to local government powers and military land use regulations, specifically.

The CUS Recommendation Overview in Appendix C summarizes the implementation plan in Chapter 7 and includes a list of specific actions organized by their scheduled execution date (short-, medium-, and long-term). Implementation of any actions recommended in the CUS, should the community wish to take that step, would only follow community-wide consideration and input and action by local decision makers.

## Appendices

This report contains several appendices (under separate cover) which include the results of a public survey; tables summarizing the local regulatory environment, the military impacts experienced in the CUS Jurisdictions, and the CUS recommendations; key state statutes; and local military-related overlay zoning district regulations.

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# Chapter 2:

## Current Conditions and the Path Forward



## I. Introduction

Little Rock AFB is located in Jacksonville, Arkansas, in Pulaski County. The installation is approximately 17 miles northeast of the city of Little Rock and is part of the Central Arkansas region (see [Map 1.1](#)). Little Rock AFB is a key stakeholder that operates in multiple Central Arkansas locations and engages in many ways with local communities. This chapter discusses Little Rock AFB operations and provides a context for local communities that may affect or be affected by those operations.

Little Rock AFB opened on January 24, 1955, with 6,104 acres donated by landowners, valued at \$1.2 million in 1952. Construction of Little Rock AFB began on November 6, 1953, and the installation was officially activated by Strategic Air Command (SAC) on 1 August 1955, hosting SAC's 384th Bombardment Wing (384 BW). In 1960, the Air Force (AF) announced that Little Rock AFB would house 18 Titan II Intercontinental Ballistic Missiles that were to be located throughout the state of Arkansas.

In the 1970s, the installation experienced significant changes, with the first C-130 Hercules aircraft arriving in March 1970. The installation officially transferred from SAC to Tactical Air Command (TAC), with TAC's 314th Tactical Airlift Wing (314 TAW) taking over host wing responsibilities. During the 1991 Gulf War, the 314 TAW's two operational C-130 squadrons and the 189 TAG's C-130 squadron supported operations from both the Middle East and European theaters. Later that year, the 314 TAW was designated as the 314th Airlift Wing (314 AW) and, following the disestablishment of TAC in 1992, the installation and the 314 AW were transferred to the new Air Mobility Command (AMC). The 189 TAG was also designated as the 189th Airlift Group (189 AG) the same year, followed by designation as the 189th Airlift Wing (189 AW) in 1995.<sup>1</sup>

In 1993, the 314 AW was transferred to Air Combat Command (ACC), as part the US Air Force's (USAF's) decision to transfer continental US-based C-130s from AMC to ACC. In 1997, the USAF reversed this decision, returning most C-130 airlift back to AMC. However, given the 314 AW's primary training mission as the Formal Training Unit (FTU) for C-130s, the 314 AW was transferred to the Air Education and Training Command (AETC), and the installation's two operational Regular Air Force C-130 squadrons were organized under the 463d Airlift Group, an AMC unit. In 2008, the 19th Airlift Wing (19 AW) was activated at Little Rock AFB and took over the duties, personnel, and aircraft of the inactivating 463rd Airlift Group. The 19 AW, part of AMC, took over host wing duties at Little Rock AFB.

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<sup>1</sup> MARCOA Publishing, Inc., Little Rock Air Force Base My Base Guide 2017, 2017, <https://mybaseguide.com/installation/little-rock-afb/community/history-133>.



Today, Little Rock AFB is the home of C-130 Combat Airlift—the largest fleet of C-130s and the primary C-130 Hercules training base for the Department of Defense (DoD), training C-130 pilots, navigators, flight engineers, and load masters from all branches of the US military in tactical airlift and aerial delivery. The 19 AW is assigned to the 18th Air Force of AMC, which is headquartered out of Scott AFB, Illinois. It is home to C-130H and C-130J aircraft, as well as the C-130 Center of Excellence (i.e., schools for C-130H and C-130J crews). In addition to training over 1,200 students each year, 314 AW, a tenant unit, has the DoD’s largest international flying training program with more than 150 international students.<sup>2</sup> The 373rd Training Squadron (TRS) Detachment 4 is a tenant unit on Little Rock AFB and supports over 808 active, guard, and reserve C-130 units worldwide. The 373 TRS Det. 4 at Little Rock AFB trains approximately 1,600 maintainers annually in C-130 maintenance career fields.<sup>3</sup>

## **II. Little Rock AFB**

### **A. Role of Little Rock AFB in the Air Force Mission**

The host unit at Little Rock AFB is the 19 AW, assigned to AMC, and the wing’s primary mission is to provide DoD mission-ready Airmen and support the largest C-130 fleet in the world.<sup>4</sup> The mission of the 19 AW is to “Project and Sustain Agile Combat Airlift,” including efforts to provide air transportation for airborne forces, their equipment, and supplies with delivery by airdrop, air to land, or extraction.<sup>5</sup> The 19 AW hosts several tenant units, or mission partner units, including the 314th Airlift Wing, 189th Airlift Wing, 913th Airlift Group, 373rd TRS Det. 4, and 29th Weapons Squadron. Little Rock AFB also is the host to Air National Guard and Air Reserve units including the 189th Airlift Wing from Arkansas Air National Guard and the 913th Airlift Group, part of the 22nd Air Force, Air Force Reserve Command.

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<sup>2</sup> 314th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/Units/314th-Airlift-Wing/>.

<sup>3</sup> “19th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/TEAM-LITTLE-ROCK/19th-Airlift-Wing/>.

<sup>4</sup> 19th Airlift Wing Public Affairs,” Little Rock AFB, <https://www.littlerock.af.mil/Home/Public-Affairs/vidoid/735646/>.

<sup>5</sup> 19th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/TEAM-LITTLE-ROCK/19th-Airlift-Wing/>.



## B. Little Rock AFB, Other Facilities, and Operational Areas

### Little Rock AFB

As shown in [Figure 2.1](#), Little Rock AFB is a 6,217-acre installation with a resident population of approximately 3,332 and a working population of approximately 7,200. Comprising roughly the northern third of the installation, the airfield includes a 12,000-foot east-west runway and associated aircraft operations and maintenance areas. Construction of Little Rock AFB was completed in 1955, and the installation was originally designed as a medium jet bomber base. Today, the airfield is used primarily to support C-130 air operations. The C-130 airlift training mission at Little Rock AFB requires training areas that allow for the dropping of crates, heavy equipment, and personnel without disturbing the local community. Drop zones (DZs) and drop/landing zones (LZs) in other locations, including the All-American LZ and other drop zones described below, provide crucial training opportunities.<sup>6</sup>

### Camp Robinson

Owned by the Arkansas National Guard, Camp Robinson is a 32,000-acre facility located approximately five miles west of Little Rock AFB. Camp Robinson includes a 471-acre site known as the All-American Landing Zone. Little Rock AFB utilizes this drop/landing zone as a tenant and does not maintain real property accountability at this site.<sup>7</sup> The All-American LZ enables Little Rock AFB units to conduct airdrops and assault landings. Approximately 105 busy-day operations occur at the LZ, and 42% of operations occur during evening hours (10:00 p.m.–7:00 a.m.).<sup>8</sup>

### Blackjack Drop Zone

As part of its mission, Little Rock AFB's 19 AW owns and utilizes a 310-acre site near Romance, Arkansas, as a DZ. Known as the Blackjack DZ, the site is located approximately 23 miles north of the main base in White County.<sup>9</sup> The DZ is used frequently by Little Rock AFB to perform airdrop personnel and equipment exercise training as part of the mission of the 19 AW, 314 AW, and 189 AW to provide air transportation for airborne forces, their equipment, and supplies with delivery by airdrop, air-land, or extraction. According to the 2011 AICUZ Study, Blackjack DZ totaled 88.5 average busy-day aircraft operations.<sup>10</sup>

<sup>6</sup> Little Rock AFB ICEMAP, September 2017.

<sup>7</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

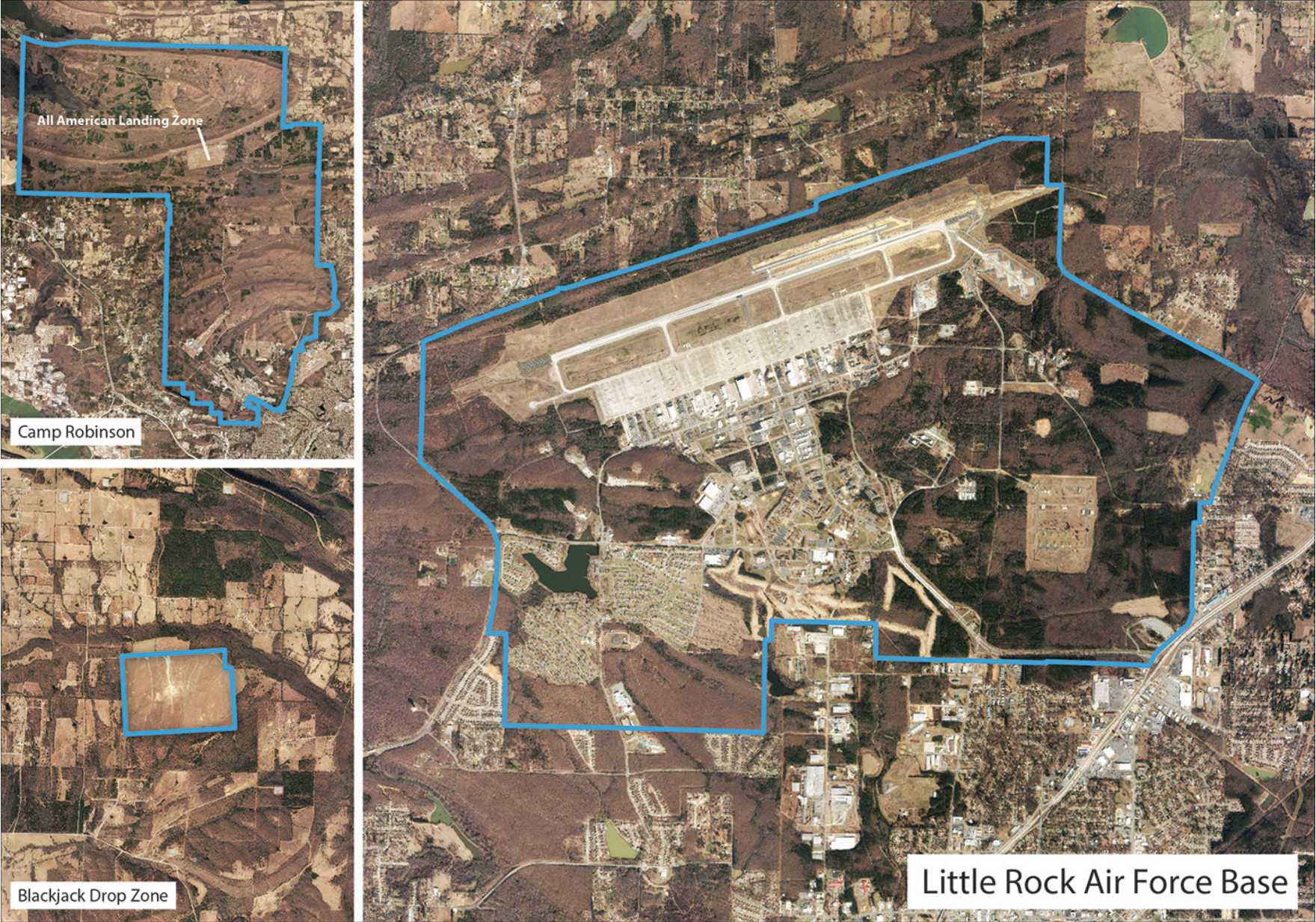
<sup>8</sup> Little Rock AFB ICEMAP, September 2017.

<sup>9</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>10</sup> Little Rock AFB, Air Installation Compatible Use Zone (AICUZ) Study, June 2011.



Figure 2.1: Satellite view of installation with insets for Camp Robinson and Blackjack Drop Zone





## Herk Drop Zone

Little Rock AFB also utilizes the Herk DZ at Fort Chaffee, an Army National Guard installation near the city of Fort Smith, for both airdrops and assault landings. Fort Chaffee owns and maintains the DZ, allowing Little Rock AFB to serve as a user tenant of the site.<sup>11</sup>

## Other Facilities

Little Rock AFB occasionally uses DZs at other DoD installations for training operations. The installation also has agreements with a number of regional airports for periodic use, including the following:

- Bill and Hillary Clinton National/Adams Field Airport
- Mid Delta Regional Airport
- Millington Regional Jetport
- Arkansas International Airport
- Fort Smith Regional Airport
- Springfield-Branson National Airport
- Fayetteville Regional Airport at Drake Field
- Texarkana Regional Airport
- Walnut Ridge Regional Airport
- Stuttgart Municipal Airport<sup>12</sup>

## Little Rock AFB Airspace and Flight Patterns

Little Rock AFB has one active Class B runway, which is 12,000 feet by 250 feet, and one assault landing strip, which is 3,499 feet by 60 feet. According to the latest base Development Plan, average busy-day aircraft operations at Little Rock AFB total 318 daily operations, with 132 operations by instrument flight rules and 186 operations by visual flight rules.<sup>13</sup> At the time of the CUS, the base indicated daily flights closer to 385 with the imminent reopening of the landing zone.

The majority of operations at Little Rock AFB are flown to the north, and aircraft typically depart to the southwest and arrive from the northeast. Flight tracks at Little Rock AFB are planned to minimize noise exposure to the cities of Jacksonville and Sherwood and to minimize conflict with civilian aircraft operations.<sup>14</sup>

<sup>11</sup> Little Rock AFB ICEMAP, September 2017.

<sup>12</sup> Little Rock AFB ICEMAP, September 2017.

<sup>13</sup> Little Rock AFB Installation Development Plan, 2016.

<sup>14</sup> Little Rock AFB, Air Installation Compatible Use Zone (AICUZ) Study, June 2011.



Little Rock AFB controlled airspace has been established in the Jacksonville region to manage air traffic, and [Figure 2.2](#) shows the airspace controlled or used by Little Rock AFB. Class D airspace extends in a 5.6-nautical mile (NM) radius around the installation, and Class C airspace extends in a 10-NM radius circle around Bill and Hillary Clinton National Airport (LIT). LIT is located approximately 13 miles southwest of the installation and includes Class C and Little Rock AFB's Class D airspace overlap in the southeast through southwest quadrants. All aircraft operating within Class D airspace are required to maintain radio communication with the air traffic control facilities. Little Rock Approach Control (located at LIT) has authority at altitudes up to 15,000 feet above mean sea level (MSL) within approximately 30 NM of the airport. Any air traffic flying at altitudes greater than 15,000 feet above MSL is controlled by the Memphis Air Route Traffic Control Center at Memphis International Airport (MEM) Tennessee. A special use airspace (SUA), restricted area R-2403A/B, is present in the flying area around Camp Robinson, and R-2403A/B can be active up to 16,000 feet above MSL.<sup>15</sup>

### C. Little Rock AFB Units

#### Host Unit

The 19 AW serves as the host unit at Little Rock AFB and supports the world's largest fleet of C-130 aircraft. As part of AMC's Global Reach capability, the wing's responsibilities range from supplying humanitarian airlift relief to victims of disasters, airdropping supplies and troops into the heart of contingency operations in hostile areas, and supporting installation partners as the host unit. The 19 AW consists of four major organizations: 19th Operations Group, 19th Maintenance Group, 19th Mission Support Group, and 19th Medical Group. The 19th Operations Group plans, trains, and executes air and space power for operational levels of war. The 19th Maintenance Group performs all maintenance on assigned C-130 aircraft. The 19th Mission Support Group provides support and logistics functions, including contracting, civil engineer, communications, security forces, force support, and logistic readiness squadrons. The 19th Medical Group provides responsive care and services to the installation population and ensures a fit and medically ready active duty force.



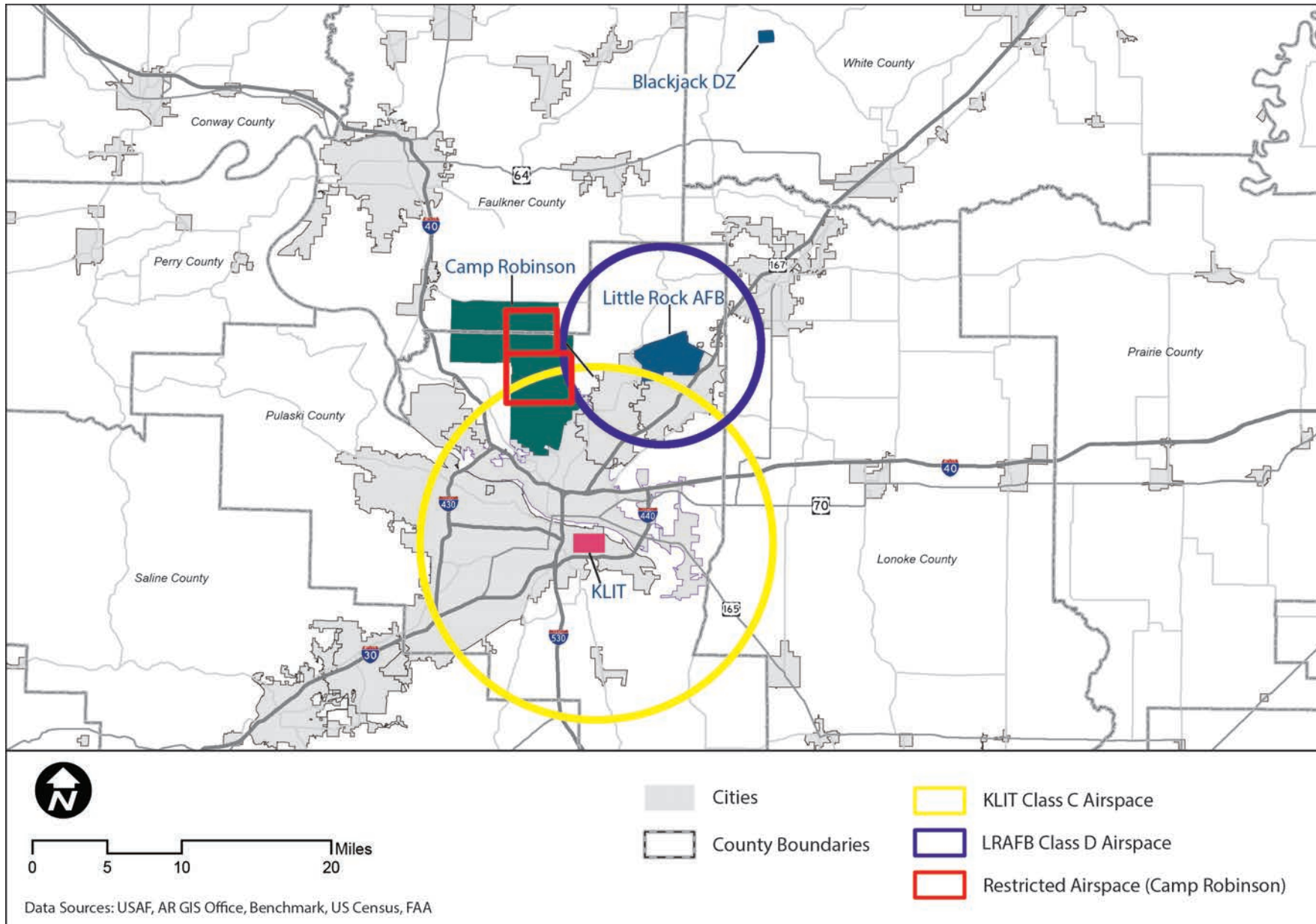
<sup>15</sup> Little Rock AFB ICEMAP, September 2017.



# Little Rock AFB Compatible Use Study

## Chapter 2: Current Conditions and the Path Forward

Figure 2.2: Little Rock AFB Airspace





## Tenant Units

The 314th Airlift Wing (Air Education and Training Command) is the nation’s tactical airlift “Center of Excellence” and trains C-130 aircrew members from the Department of Defense, Coast Guard, and 47 partner nations. The wing flies 6,115 hours annually and uses two local drop zones, two local assault landing zones, ten regional airfields, and 50 flight simulators/training devices to train more than 1,200 students annually, including more than 150 international students in DoD’s largest international flying training program.<sup>16</sup>



The 189th Airlift Wing is a unit of the Arkansas Air National Guard and is an Air Education and Training command-gained Formal Training Unit charged with effectively training and qualifying C-130H air crew in all crew positions to perform combat airlift operations. The wing is the quick response force when called to action by the governor for state active duty. The wing’s Rapid Augmentation Team is composed of Guardsmen who respond to aid the State of Arkansas and other locations around the nation as needed.<sup>17</sup>



The 913th Airlift Group is a United States Air Force Reserve unit and provides combat-ready airmen, as well as tactical airlift and agile combat support through the C-130J Super Hercules aircraft. The Group began as 22nd Air Force Detachment One in October 2010, having an active association with the 50th Airlift Squadron, 19th Airlift Wing, Little Rock Air Force Base. Then the 913th Airlift Group was activated on July 13, 2014, and became part of 22nd Air Force, Air Force Reserve Command. The Group entered into a classic association with the 19th Airlift Wing, Little Rock Air Force Base, on December 1, 2015, as a result of the Air Force Total Force Integration initiative.<sup>18</sup>



The 373 Training Squadron Detachment 4 has a dual role training both mission-ready airmen and new pipeline students straight from initial technical school at Sheppard AFB and Field Training Detachment courses. Advanced journeyman and craftsman-level training includes new C-130J transition courses that teach basic nomenclature and theory of operations of systems and subsystems. New active duty, guard, and reserve C-130 crew chiefs come through the schoolhouse for a 19-day course in which airmen are awarded the three-skill



<sup>16</sup> “314th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/Units/314th-Airlift-Wing>.

<sup>17</sup> “About the 189th Airlift Wing,” 189th Airlift Wing, <https://www.189aw.ang.af.mil/About-Us/Fact-Sheets/Display/Article/1312616/about-the-189th-airlift-wing>.

<sup>18</sup> “About the 913th Airlift Group,” 913th Airlift Group, <https://www.913ag.afrc.af.mil/About-Us>.



level aircraft maintenance badge upon graduation. Organizationally, Detachment 4 is a geographically separated unit of the 373d Training Squadron, 982 Training Group, 82 Training Wing, Sheppard AFB, Texas.<sup>19</sup>

#### **D. Current Operations at Little Rock AFB and Other Facilities**

Current operations for host and tenant units at Little Rock AFB include Air Mobility Operations (Airlift and Air Mobility Support) and Combat Support (Force Support).

##### **Airlift**

Little Rock AFB is the home of unrivaled combat airlift. The mission of the 19 AW is “Project and Sustain Agile Combat Airlift.”<sup>20</sup> As the nation’s tactical airlift “Center of Excellence,” the 314 AW executes a mission to “Build Professional, Combat-Minded C-130 Crew members.”<sup>21</sup> Airlift operations include passenger and cargo movement, humanitarian missions, and special operations and contingency operations support.

##### **Air Mobility Support**

The 19th AW provides air mobility support by sustaining the movement of air personnel and material. Air mobility support is part of the global air mobility support system, which consists of a limited number of continental United States and en route locations, as well as deployable forces capable of augmenting fixed en route locations or establishing operating locations where none exist.<sup>22</sup>

##### **Force Support**

Force Support ensures war fighting capability by providing manpower and personnel programs, life-sustaining and essential services, and quality-of-life programs to support forces across the range of military operations. As part of AMC’s Global Reach capability, the wing’s responsibilities range from supplying humanitarian airlift relief to victims of disasters, to airdropping supplies and troops into the heart of contingency operations in hostile areas.<sup>23</sup>

<sup>19</sup> “373rd Training Squadron (TRS) Detachment 4,” Little Rock AFB, <https://www.littlerock.af.mil/TEAM-LITTLE-ROCK/Fact-Sheets/Display/Article/356309/373rd-training-squadron-trs-detachment-4/>

<sup>20</sup> “19th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/TEAM-LITTLE-ROCK/19th-Airlift-Wing>.

<sup>21</sup> “314th Airlift Wing,” Little Rock AFB, <https://www.littlerock.af.mil/Units/314th-Airlift-Wing>.

<sup>22</sup> Little Rock AFB ICEMAP, September 2017.

<sup>23</sup> Burns & McDonnell, Inc. and JG&A, Installation Development Plan for Little Rock Air Force Base.



## E. Current Aircraft Operations Little Rock AFB

Little Rock AFB includes an airfield with a 12,000-foot Class B runway and the associated facilities necessary to maintain the approximately 100 C-130 aircraft. Little Rock AFB also owns the Blackjack Drop Zone (DZ) northeast of the installation in White County, and airmen use the All-American LZ at Camp Robinson to the west. In addition, the Toneyville Non-Directional Beacon (NDB) is used for navigation of aircraft to the airfield, and is located on a one-acre parcel in a residential neighborhood north of the installation near the city of Cabot.<sup>24</sup> The primary drop zones used by Little Rock AFB aircraft are Blackjack DZ, All-American LZ, and Herk DZ (see [Section II. B.](#)). Agreements with numerous regional airports also allow for periodic use for transition training and instrument procedures training.

## F. Unmanned Aircraft Systems

Remotely piloted aircraft/unmanned aircraft systems (RPA/UAS) operations among civilian users near Little Rock AFB or its operating areas can create airspace restrictions and safety concerns for pilots and affect mission operations at the installation. These aircraft, commonly known as drones, are operated without a human pilot aboard that is either under remote control by a human operator or by on-board computers. There are three different types of UAS operations:

- Public operations
- Civil operations
- Model aircraft operations (hobby or recreational only)

The Federal Aviation Administration (FAA) issues a Certificate of Waiver or Authorization for public aircraft operations that permits public agencies and organizations to operate UAS in a designated area. The FAA works with the operating agency to develop conditions and limitations to ensure a certain level of safety. Examples of public operational uses include law enforcement, firefighting, border patrol, disaster relief, search and rescue, agricultural operations, and military training.

Arkansas drone legislation to date has primarily provided privacy protections, including prohibiting the use of drones for voyeurism and conducting surveillance of critical infrastructure such as an electrical power generation system, petroleum refinery, or chemical manufacturing facility.<sup>25</sup> Through the Modernization and Reauthorization Act of 2012, drone operators are required to coordinate with

<sup>24</sup> Little Rock AFB ICEMAP, September 2017.

<sup>25</sup> Arkansas Code, Section 5-60-103(b).



the airport operator and airport air traffic control tower if operating a drone within a 5-mile radius of a local airport.<sup>26</sup> In 2017, the FAA used its existing authority under Title 14 of the Code of Federal Regulations (14 CFR) § 99.7, Special Security Instructions, to address national security concerns regarding unauthorized drone operations over 133 military facilities, including Little Rock AFB, that restrict drone flights up to 400 feet within the lateral boundaries of military installations.<sup>27</sup>

### III. The Community

#### A. Demographics

The Central Arkansas demographic and economic profile provides critical information and insight into how historical and emerging trends in population, households, income, labor force, and employment may relate to military readiness and compatibility. The Little Rock AFB CUS Study area includes Jacksonville, Sherwood, Cabot, North Little Rock, Lonoke, Ward, Austin, and Maumelle and the counties of Pulaski, Lonoke, Faulkner, and White. The CUS Study Area focuses on the communities surrounding Little Rock AFB that are directly affected by the installation's current and future missions. The majority of Little Rock AFB military and civilian personnel also live in these communities and work hard to be good neighbors and support the installation-community relations that enhance mission readiness. While the primary focus of this study is on the local region, it is important to note that Little Rock AFB units utilize airspace and training areas in locations across the state of Arkansas and portions of the neighboring states. Little Rock AFB works with stakeholders at the local, regional, state, and national level to protect the military operational areas, including airspace, from incompatible development and other encroachment threats.

##### 1. Growth Trends

Based on 2010 US Census data, the CUS Study Area is home to over 528,000 people. Historical county and city population data (see [Table 2.1](#)) indicate an overall trend of slowing population growth compared to the significant growth experienced in much of the second half of the 20th century. From 2010 to 2019, Pulaski County experienced a 2.4% increase in population (slightly lower than the state average of 3.5%), whereas the city of Jacksonville saw a 0.4% decrease in population.<sup>28</sup> Smaller cities, like Cabot and Sherwood, are experiencing higher age population gains and rapid housing growth.<sup>29</sup>

<sup>26</sup> FAA Modernization and Reform Act, Pub.L. 112-95 (2012).

<sup>27</sup> FAA, Special Security Instructions, 14 CFR § 99.7 (2017).

<sup>28</sup> U.S. Census Bureau, Population Estimates Program (PEP).

<sup>29</sup> Metroplan, "Metro Trends Demographic Review and Outlook," August 2019, [www.metroplan.org/sites/default/files/media/publications/DemographicReview2019.pdf](http://www.metroplan.org/sites/default/files/media/publications/DemographicReview2019.pdf).



## 2. Population

The regional population within the Little Rock AFB CUS Study Area is composed of a mix of urban and rural/unincorporated populations (see [Table 2.2](#)). Pulaski County consists of a significantly higher percentage of urban population, with only 12.3% of the county living in rural areas. Conversely, slightly more than half of White County lives in rural areas. Although some areas of Central Arkansas have recently seen the lowest population growth rates since the 1980s and 1990s, smaller cities and hamlets are experiencing higher rates of growth.<sup>30</sup> The more established cities of Little Rock and North Little Rock saw an increase of 7.7% and 6.8%, respectively, in housing units from 2000 to 2010. For the same time period, smaller cities such as Cabot in Lonoke County, which had a 59.4% increase in housing units, saw housing construction soar.<sup>31</sup> Multi-family construction in the region also has exceeded national trends for the majority of quarters during the past two years.<sup>32</sup>

## 3. Economy

Little Rock and Pulaski County have a diverse economy rooted largely in health care, aerospace, banking and finance, technology, advanced manufacturing, government, education, and agriculture. The education, health, and social services sector remains a robust cornerstone of the Central Arkansas economy. Commuting patterns of the Central Arkansas region indicate that the majority of jobs are found in Little Rock and its immediate suburbs. Based on the most recent data, 56% of commuters traveled to Little Rock, and a total of 84% of commuters traveled closer to the regional center for work from where they lived.<sup>33</sup>

Some of the main industries in Lonoke and White counties include health care and social assistance, retail trade, manufacturing, and education. Agriculture, including crops such as rice and soybeans as well as livestock and timber, has historically been a major factor in the economic growth of these areas and continues to be an economic driver. Lonoke County has over 367,000 acres of farmland, and White County has over 344,000 acres of farmland.<sup>34</sup>

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30^ Wesley Brown, "Metroplan: Suburban, commuter-driven workforce generates \$40 billion boost to Central Arkansas economy," *Talk Business & Politics*, July 13, 2017, <https://talkbusiness.net/2017/07/metroplan-suburban-commuter-driven-workforce-generates-40-billion-boost-to-central-arkansas-economy>

31^ Metroplan, "Central Arkansas Housing Units by Community," [http://metroplan.org/sites/default/files/HousingUnits-MSA\\_1990-2010\\_Census.pdf](http://metroplan.org/sites/default/files/HousingUnits-MSA_1990-2010_Census.pdf).

32^ Metroplan, "Metro Trends Demographic Review and Outlook," August 2019, <http://metroplan.org/sites/default/files/media/publications/DemographicReview2019.pdf>.

33^ Metroplan, "Metro Trends Demographic Review and Outlook," 2017, <http://metroplan.org/sites/default/files/media/publications/DemographicReview2017.pdf>.

34^ USDA, National Agricultural Statistics Service, "County Summary Highlights," 2017 Census of Agriculture—County Data.



Table 2.1: Regional Population Growth Trends

Jurisdiction	1900	1950	1990	2000	2010
City of Jacksonville	N/A	2,474	29,101	29,916	28,364
City of Cabot	294	1,147	8,319	15,261	23,776
City of Sherwood	N/A	717	18,893	21,511	29,523
City of North Little Rock	N/A	44,097	61,741	60,433	62,304
City of Little Rock	38,307	102,213	175,795	183,133	193,524
Pulaski County	63,179	196,685	349,660	361,474	382,748
Lonoke County	22,544	27,278	39,268	52,828	68,356
White County	24,864	38,040	54,676	67,165	77,076
State of Arkansas	1,311,564	1,909,511	2,350,624	2,673,400	2,915,918

Source: U.S. Census Bureau; Metropolitan Area Planning Commission of Pulaski County (Metroplan)

Table 2.2: Urban and Rural Population Counts in 2010

Jurisdiction	Urban Populations	Urban Populations as Percentage of Totals	Rural Population	Rural Population as Percentage of Total
Pulaski County	335,759	87.7%	46,989	12.3%
Lonoke County	37,724	55.2%	30,632	44.8%
White County	35,210	45.7%	41,866	54.3%

Source: U.S. Census Bureau



The median household income in Pulaski County is approximately \$50,093, slightly higher than the state median household income of \$45,726.<sup>35</sup> Employment and earnings data for the various industry sectors in the region are provided in [Table 2.3](#). In 2019, the unemployment rate for the region averaged 3.1%, which is comparable to the state unemployment rate of 3.5% and the national rate of 3.6% for the same time period.<sup>36</sup>

## **B. Economic Impacts of Little Rock AFB on the Community**

The DoD contributes billions of dollars each year to state economies through the operation of military installations. This spending helps sustain local communities by creating employment opportunities across a wide range of sectors, both directly and indirectly. Active duty and civilian employees spend their military wages on locally produced goods and services, while pensions and other benefits provide retirees and dependents a reliable source of income. States and communities also benefit from defense contracts with private companies for equipment, supplies, construction, and various services such as health care and information technology.

Little Rock AFB is the fifth-largest employer in the state of Arkansas and plays a crucial role in the Central Arkansas regional economy, as shown in [Table 2.4](#). The majority of active-duty and civil service members who work at Little Rock AFB live either in on-base housing or in the nearby cities of Jacksonville and Cabot.

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<sup>35</sup> U.S. Census Bureau, Population Estimates Program (PEP).

<sup>36</sup> Arkansas Division of Workforce Services, "2020 April Arkansas Labor Market Report," [http://www.discover.arkansas.gov/Portals/194/Publications/Arkansas%20Labor%20Market/Current/LM\\_Report.pdf](http://www.discover.arkansas.gov/Portals/194/Publications/Arkansas%20Labor%20Market/Current/LM_Report.pdf).



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Table 2.3: Employment by Major Industry Sector in Little Rock- North Little Rock- Conway, AR Metropolitan Statistical Area

Occupation	Employment	Percentage of Totals	Annual Mean Wage
Office and Administrative Support	46,720	13.3%	\$37,240
Sales	36,320	10.4%	\$38,030
Food Preparation and Serving	31,720	9.1%	\$23,040
Transportation and Material Moving	29,940	8.6%	\$33,700
Healthcare	29,020	8.3%	\$72,130
Management	21,800	6.2%	\$95,000
Business and Financial Operations	20,950	6.0%	\$60,400
Education	19,440	5.6%	\$55,940
Production	16,960	4.8%	\$35,880
Installation, Maintenance, and Repair	16,410	4.7%	\$43,580
Healthcare Support	14,730	4.2%	\$28,360
Construction and Extraction	12,090	3.5%	\$40,270

Source: U.S. Bureau of Labor Statistics, May 2019 Metropolitan and Non-metropolitan Area Occupational Employment and Wage Estimates

Table 2.4: Little Rock AFB Economic Impact (FY19)

Total Military Payroll	\$247,502,200
Total Civilian Payroll	\$57,131,226
Total Annual Expenditures (Construction; Services; Materials, Equipment & Supplies)	\$407,187,832
Estimated Annual Dollar Value of Indirect Jobs Created	\$114,710,960
<b>Total Economic Impact</b>	<b>\$782,584,308</b>

Source: Little Rock AFB, Economic Impact Statement FY19



## C. Growth-Related Infrastructure

The term infrastructure typically refers to the technical structures that support a society, such as roads, water supply, sewer, storm drains, electrical grids, and telecommunications. It can be defined as the physical components of interrelated systems providing commodities and services essential to enable, sustain, or enhance societal living.

### 1. Water and Wastewater

Water and wastewater infrastructure acts as a driver of development and potential encroachment by guiding potential new development and allowing for increased density in developed areas. In 2001, the Little Rock water utility and North Little Rock Water Department merged to form the Central Arkansas Water System, which serves a population of 388,000 across the Greater Little Rock-North Little Rock area.<sup>37</sup> The City of Jacksonville receives water from the North Little Rock municipal system. Water is drawn from Lake Maumelle and Lake Winona, treated by the Central Arkansas Water System at Little Rock, distributed by the North Little Rock municipal system, and piped to Jacksonville and Little Rock AFB.<sup>38</sup> Lake Maumelle is a 8,900-acre man-made lake located in west Pulaski County that provides approximately 65% of the daily demand for the Central Arkansas Water System, and Lake Winona is a 1,240-acre man-made lake in Saline County that supplies 35% of the daily system-wide demand.

Wastewater at Little Rock AFB and across the city of Jacksonville is collected in the sanitary sewer system and piped to the Jacksonville Municipal Wastewater Treatment System for treatment. Little Rock AFB does not have any on-base pre-treatment facilities for sanitary or other wastewater. The Johnson Plant, constructed in 1985–1988, serves as Jacksonville’s only municipal wastewater treatment plant. The treated wastewater is released into Bayou Meto, a tributary of the Arkansas River.<sup>39</sup>

Little Rock AFB maintains permits issued by Arkansas Department of Environmental Quality (ADEQ) and Jacksonville Wastewater Utility to discharge stormwater runoff at four outfall locations. The outfall locations are monitored annually by Little Rock AFB personnel.<sup>40</sup>

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<sup>37</sup> Central Arkansas Water, “Water Source Info,” <http://www.carkw.com/water-source-info>.

<sup>38</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>39</sup> Jacksonville Wastewater Utility, “Jacksonville Wastewater Utility,” <https://www.jwwu.com/index.html>.

<sup>40</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.



## 2. Transportation

The Little Rock-North Little Rock area of Central Arkansas is the largest urban area in the state, and Pulaski County is served by Interstate 40, Interstate 30, U.S. Highway 65, and US Highways 67/167. Little Rock AFB is located approximately 15 miles northeast of Interstate Highways 30 and 40 and directly west of US Highway 67/167. As the Little Rock-North Little Rock-Conway metropolitan area continues to grow, undeveloped areas within Pulaski County are likely to continue to see new commercial and residential developments. These new developments will necessitate the need for new transportation alternatives, including the improvement of existing roadways and construction of new roadways. The Master Road Plan of Pulaski County provides a strategy for improving the roadway network within the county to serve both existing and future development. This plan also uses the adopted City of Jacksonville Master Street Plan as the basis for roadway classification within the municipal planning jurisdiction.<sup>41</sup>

The Arkansas Department of Transportation (ARDOT) and Metroplan have conducted a study on the proposed development of an east–west Arkansas 89 corridor that would provide a route from US 67/167 in Cabot to Interstate 40 in Mayflower. The proposed route runs directly north of Camp Robinson and would pass near Little Rock AFB and directly under the flight path for C-130 aircraft. Although the section by Camp Robinson would remain a two-lane road, the section near Little Rock AFB could be upgraded to a four-lane roadway as traffic warrants.<sup>42</sup> Road construction and improvement projects can encourage development that is incompatible with the Little Rock AFB mission if not coordinated with installation personnel. An ARDOT project to widen a section of US 67/167 along Vandenberg Boulevard is expected to ease the majority of traffic concerns associated with the Vandenberg Gate at Little Rock AFB.

Rock Region METRO serves as the public transit system for the cities of Little Rock, North Little Rock, Maumelle, Jacksonville, Sherwood, and Pulaski County. Three different branches comprise Rock Region METRO: METRO local, a fixed-route bus service; METRO Streetcar, a 3.4-mile rail system that operates in Little Rock and North Little Rock; and METRO Links, a custom para-transit service. The system carries over 2.5 million passengers each year. METRO Streetcar serves 100,000 riders annually, METRO Local serves between 9,500 to 10,000 riders on weekdays, and METRO Links serves 7,500 to 8,500 para-transit-eligible riders per month.<sup>43</sup>

<sup>41</sup> Little Rock AFB ICEMAP, September 2017.

<sup>42</sup> Noel Oman, "Officials briefed on revised Central Arkansas route prospects; vision is Cabot, Mayflower link," *Arkansas Democrat-Gazette*, May 31, 2018, <https://www.arkansasonline.com/news/2018/may/31/officials-briefed-on-revised-89-prospec/>.

<sup>43</sup> Rock Region Metropolitan Transit Authority, 2020 Annual Budget Report, [https://rrmetro.org/wp-content/uploads/2020/02/2020\\_Annual\\_Budget\\_Report.pdf](https://rrmetro.org/wp-content/uploads/2020/02/2020_Annual_Budget_Report.pdf).



The Bill and Hillary Clinton National Airport (LIT), located directly east of downtown Little Rock, is the largest commercial airport in Arkansas. Managed by the Little Rock Municipal Airport Commission, Clinton National Airport hosts six airlines to 14 destinations and serves nearly 2 million passengers annually.<sup>44</sup> In 2019, the Commission approved a \$10 million plan to expand the terminal ramp space to accommodate more parking for airliners. Airlines have switched from smaller regional jets to larger mainline jets with the growth in passenger traffic.<sup>45</sup> The Commission is in the process of preparing a new master plan to guide airport development and improvements for the next 20 years.

### 3. Defense Community Infrastructure Program

The Defense Community Infrastructure Program (DCIP) is a pilot program through the DoD Office of Local Defense Community Cooperation that authorizes the Secretary of Defense to make grants, conclude cooperative agreements, and supplement funds available under other Federal programs to address deficiencies in community infrastructure supportive of a military installation if the Secretary determines that such assistance will enhance the military value. This program may be leveraged to support growth-related community infrastructure improvements that promote compatibility with military readiness.

### D. Community Partnerships

The Jacksonville Military/Governmental Relations and North Little Rock Military Relations Committees are part of the Jacksonville and North Little Rock Chambers of Commerce, respectively, and are composed of chamber members. They promote goodwill between Little Rock AFB and the community, assist in the integration of military personnel to the region, coordinate efforts to strengthen current missions, assist in possible new missions, and implement measures to ensure Little Rock AFB's future.

The Little Rock Air Force Base Community Council is a civilian nonprofit organization made up of central Arkansas community leaders who are dedicated to serving Little Rock AFB, its mission, and its people. Little Rock AFB also has a long history of engaging with and helping out local communities. Little Rock AFB personnel actively volunteer for a variety of community programs and initiatives including Eagle's Watch Foundation, Gifts for Families, Fisher House, Air Force Aid Society, Air Force Spouse, and AF Wounded Warrior.<sup>46</sup> A senior Little Rock AFB official also serves as an ex-officio member of the JNPSD board.

<sup>44</sup> Bill and Hillary Clinton National Airport, "About Us," <https://www.clintonairport.com/airport-business/our-impact/about-us/>.

<sup>45</sup> Noel Oman, "\$9.9M Little Rock airport expansion backed," *Arkansas Democrat-Gazette*, May 15, 2019, <https://www.arkansasonline.com/news/2019/may/15/airport-panel-backs-expansion-20190515/?news-politics>.

<sup>46</sup> Little Rock AFB ICEMAP, September 2017.



Little Rock AFB is one of many Air Force installations across the country that has taken part in the Air Force Community Partnership Program. The program is designed to leverage military and local community capabilities and resources to obtain value and benefit in support of the AF mission. This program explores cost-saving opportunities through innovative partnerships and shared services with local communities, government agencies, and businesses.

Partnerships between Little Rock AFB and the surrounding communities include the following:

- Jacksonville–Little Rock AFB University Center, which provides educational opportunities for the military population and the local community
- Potential construction of a city-installation commercial/retail facility
- Energy and electrical upgrades through Entergy Corporation

The 189 AW's 223rd Cyberspace Operations Squadron supported the establishment of a new cyber security program at Jacksonville High School. Cyber operators from the wing, in coordination with cyber instructors at the school, developed the course and rose to the challenge to inspire and educate future cyber operators and Air National Guardsmen. The 223rd, whose prior experience involves the East Initiative in the West Little Rock area, provided courses in wireless encryption security and showed the students the importance of good encryption and strong passwords. With the rapid growth of the

*Figure 2.3: Team Little Rock honorary commanders are given opportunities to learn about the Air Force and the mission at Little Rock AFB (US Air Force photo by Senior Airman Grace Nichols)*





cybersecurity industry, the addition of the program at Jacksonville High School will help lead to career paths and economic growth within the cybersecurity sector.

The Association of Defense Communities recognized Central Arkansas as one of the 2020 Great American Defense Communities for this community partnership initiative with Little Rock AFB.<sup>47</sup> At the state level, the Governor’s Military Affairs Committee was established in 2015 to bring together public and private leaders around the state to advocate for Arkansas’ military installations and missions. Through the Arkansas Economic Development Commission, the Military Affairs Grant Program provides funding for projects and programs that strengthen and sustain the state’s military installations. Resources and support from the Governor’s Military Affairs Committee and the Arkansas Economic Development Commission may be available to support military readiness and community compatibility.

## **IV. Areas of Potential Conflict**

### **A. Urban Growth**

Many factors, including urban growth, require strong coordination and planning among Little Rock AFB and nearby communities. Urban growth includes the expanding development of nearby communities that may result in additional housing and infrastructure, population densities, and changing land use patterns. Urban growth can become a potential driver and root cause of other encroachment concerns identified below, including noise, light pollution, and energy development.<sup>48</sup>

The area surrounding Little Rock AFB is largely composed of scattered suburban development that is increasing at a modest rate. Some local city and county ordinances lack current adequate land use restrictions to effectively protect land around the installation and its operational areas. Several of the counties and municipalities surrounding Little Rock AFB do not currently have zoning or other land use restrictions. Certain types of development could be incompatible with the military mission. Urban growth also could be a potential driver to exacerbate other potential encroachment factors, such as increased noise complaints, more safety concerns due to incompatible development in accident potential zones (APZs), and more competition for energy and water infrastructure.<sup>49</sup>

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<sup>47</sup> Master Sgt. Jessica Roles, “Jacksonville community awarded Great American Defense Communities award,” 189th Airlift Wing, <https://www.189aw.ang.af.mil/News/Article-Display/Article/2099387/jacksonville-community-awarded-great-american-defense-communities-award>

<sup>48</sup> Department of the Air Force, Air Force Instruction 90-2001 Mission Sustainment, 31 July 2019.

<sup>49</sup> Little Rock AFB ICEMAP, September 2017.



While incompatible urban growth concerns are often addressed with land use controls in local jurisdictions, gaps may occur in jurisdictions that lack zoning regulations. However, Arkansas Code 14-56-426 (Act 540 of 2005) stipulates that cities of the first class within five miles of an active-duty USAF installation must enact a city ordinance restricting or prohibiting future land uses that might be hazardous to aircraft operations within the city's five-mile extraterritorial jurisdiction. The City of Jacksonville consequently adopted an AICUZ overlay district that applies to the future development and use of land within the Little Rock AFB clear zone (CZ), APZ 1, and APZ 2. The overlay district provides density restrictions, compatible future land uses, and construction requirements for sound attenuation, each of which are based on the recommendations in the Little Rock AFB AICUZ Study. However, the AICUZ overlay district does not incorporate all of the AICUZ recommendations, including those related to noise impacts.

Similar to Jacksonville's overlay district, the City of Sherwood adopted an AICUZ overlay district in 2007.<sup>50</sup> Current Jacksonville and Sherwood ordinances allow residential uses within the CZ and APZs; which is inconsistent with both the 2011 Little Rock AFB AICUZ and Air Force Handbook (AFH) 32-7084, AICUZ Program Manager's Guide.<sup>51</sup> The City of Cabot has not adopted an overlay district or any other regulations that would protect Little Rock AFB from incompatible uses and development.

## **B. Accident Potential**

Allowing additional incompatibilities in the clear zone or accident potential zones could have significant impacts on flight operations and could increase risks to the community. All 414 acres of the CZ are located within the boundary of Little Rock AFB (see [Figure 2.4](#)), but there are existing land uses within the APZ 1 and APZ 2 that extend off-base and are incompatible with Little Rock AFB's mission and operations.<sup>52</sup> The overlay districts adopted by City of Jacksonville and City of Sherwood to satisfy AICUZ requirements do not apply to present land uses and do not address existing incompatible development. Existing and future incompatible development in the APZs could have devastating effects on the installation and surrounding community if an aircraft were to have an accident during approach or takeoff. After studies and analysis completed by the State of Arkansas, the majority of the populations of the cities and counties adjacent to Little Rock AFB have grown at a faster pace due to the existence of the installation.<sup>53</sup>

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<sup>50</sup>^ Little Rock AFB, Air Installation Compatible Use Zone (AICUZ) Study, June 2011.

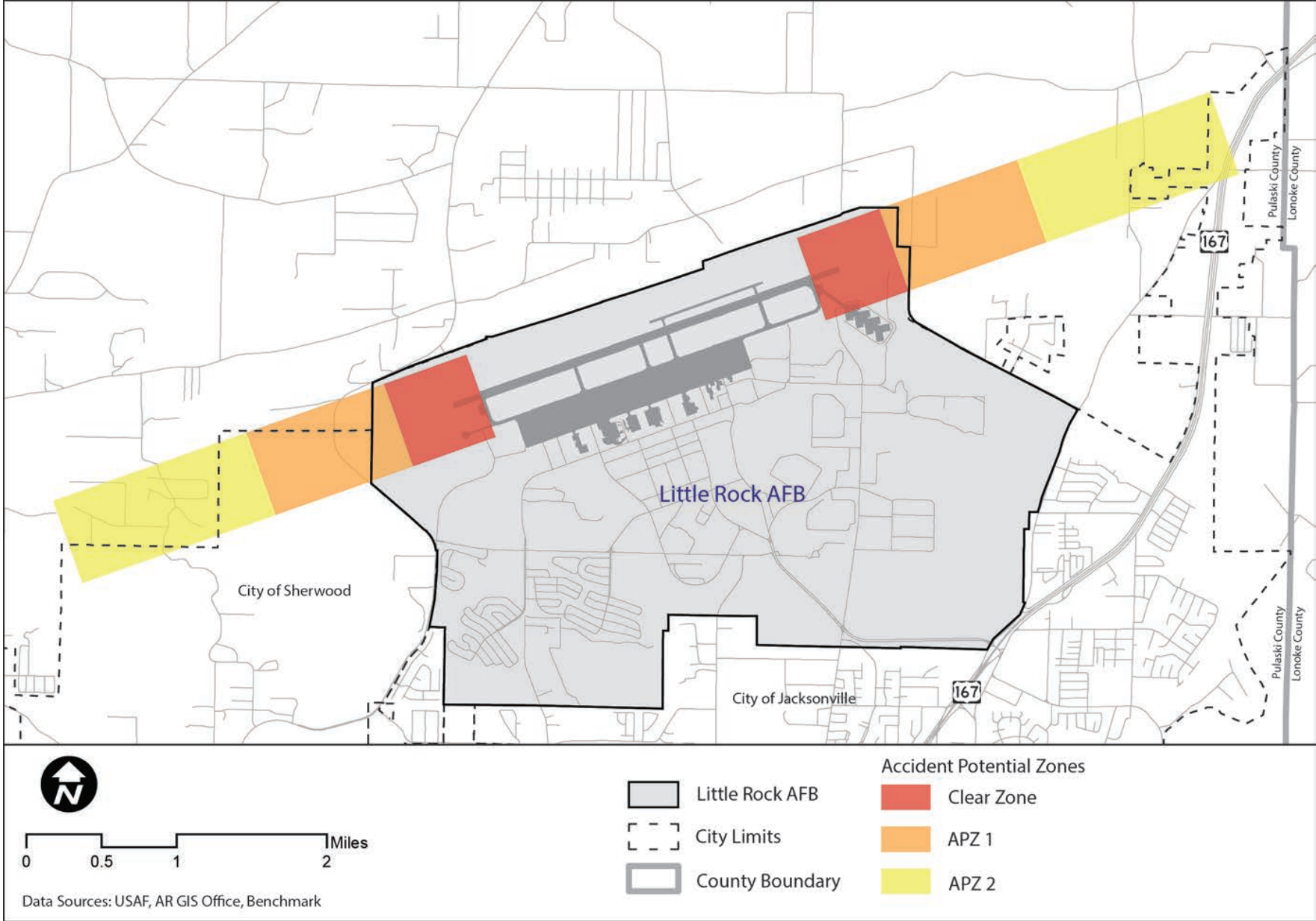
<sup>51</sup>^ Little Rock AFB ICEMAP, September 2017.

<sup>52</sup>^ Little Rock AFB Installation Development Plan, 2016.

<sup>53</sup>^ Little Rock AFB ICEMAP, September 2017.



Figure 2.4: Little Rock AFB Clear Zones and Accident Potential Zones





## C. Noise

Little Rock AFB has self-imposed aircraft overflight restrictions, including traffic patterns and altitudes, that limit the use of airspace over surrounding communities to minimize the effects of aircraft noise. The majority of operations at Little Rock AFB head north of the runway in the more sparsely populated areas of Lonoke, Pulaski, and White counties. Because of this, most Little Rock AFB noise zones are located north of the installation. As shown in [Figure 2.5](#), there are 1,786 acres of land outside the installation boundary that is within the 65–69 dBA DNL noise zones and a total of 331 acres in the 70–74 dBA DNL or higher noise zones. These lands are primarily in Pulaski County but also include land in Lonoke County and City of Cabot. Compatible uses beneath airspace are required for Little Rock AFB to conduct its mission to train and educate student pilots. Urban growth and incompatible development in these areas could increase noise complaints and lead to additional avoidance areas and restrictions on air operations that would significantly limit the installation’s ability to maintain mission readiness.

## D. Light Pollution

Approximately 42% of the total daily operations at the Blackjack DZ and All-American LZ occur during nighttime hours (10:00 p.m.–7:00 a.m.).<sup>54</sup> Light pollution can severely impede Little Rock AFB’s ability to conduct realistic nighttime training. Although the landing zones and drop zones used by Little Rock AFB are primarily located in rural, minimally developed areas, an increase in development in these surrounding communities could lead to future concerns with light pollution.

## E. Renewable Energy

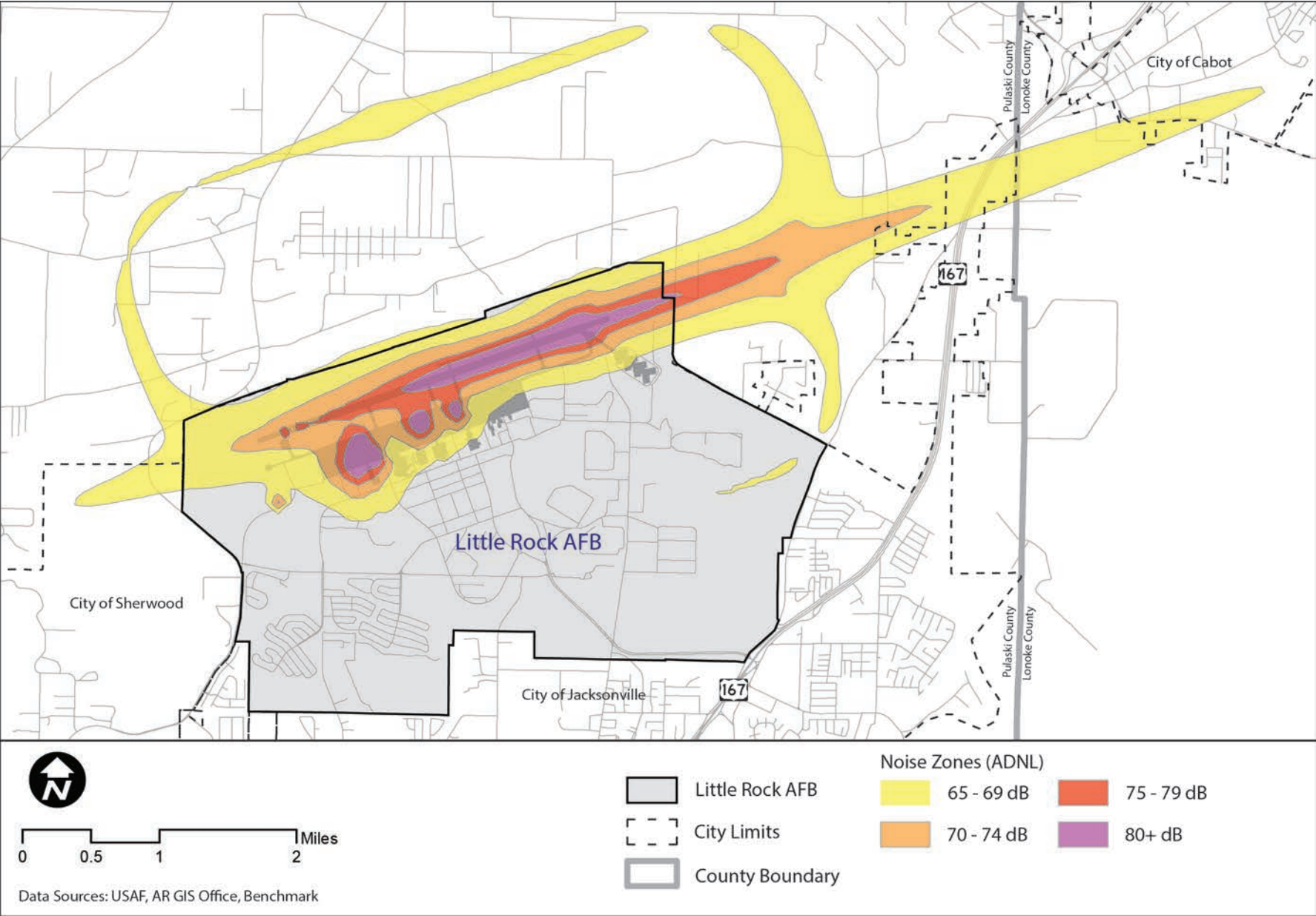
The development, siting, distribution, or transmission of energy resources, including wind energy, can create conflicts in airspace training, which can cause encroachment and sustainment challenges for Air Force installations. Wind turbine infrastructure can affect spectrum dependent systems (e.g., radars, microwave systems, and satellite communications systems), and the turbines and other tall structures can obstruct low-level flight training and testing. There are no known current issues with renewable energy development affecting Little Rock AFB, but increasing growth in the renewable energy sector is occurring at a rapid pace, and new technological improvements may create opportunities for energy development in new areas that have not been viable previously. As regional alternative energy development increases, it could lead to the risk of incompatible land use near the installation or its operational areas.

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<sup>54</sup> Little Rock AFB ICEMAP, September 2017.



Figure 2.5: Little Rock AFB Noise Zones





## F. Traffic

Concerns have been identified about traffic delays that occur in association with security protocols at gate entrances to Little Rock AFB, in particular at the main gate at Vandenberg Boulevard. More than half of participants in the Little Rock AFB CUS Survey (see Appendix A) responded that they experience traffic delays at least occasionally. However, more than 90% of respondents indicated no more than a minor concern or impact due to traffic delays. The installation works with local authorities to plan transportation improvements that may affect traffic and continues to monitor conditions. As discussed previously in the Growth-Related Infrastructure section, there is an ongoing ARDOT construction project to widen Vandenberg Boulevard that is expected to ease many of the traffic issues at Vandenberg Gate.

## G. Water

Little Rock AFB was one of 203 installations identified by the Air Force as potential release locations for aqueous film forming foam (AFFF), a firefighting agent containing perfluorooctane sulfonate (PFOS)/perfluorooctanoic acid (PFOA) and used by emergency fire response teams at commercial airports, the Air Force, and other services to combat petroleum-based fires. Little Rock AFB replaced legacy AFFF in its fire vehicles with a replacement foam in 2016. The base also retrofitted its fire vehicles with a system that prevents foam discharge during equipment testing. All hangar fire suppression systems and vehicles have had legacy AFFF removed.

The Air Force Civil Engineer Center (AFCEC) completed a preliminary assessment in December 2015 that identified 22 potential release areas where AFFF was used at Little Rock AFB. Fourteen of the sites were recommended for sampling as part of the base-wide site inspection. AFCEC samples on-base ground water and surface water sources in December 2018 and January 2019, and the sampling yielded results above the lifetime health advisory (LHA) level for three surface water samples and ten shallow groundwater samples, which are not affecting drinking water sources.



As part of the Air Force’s ongoing site inspection process to evaluate PFOS/PFOA, monitoring wells were installed down gradient of known Air Force source areas, which detected groundwater levels of PFOS and PFOA and warranted the investigation of off-base water wells. In July 2020, off-base sampling of off-base and private wells identified for additional sampling was complete. The AFCEC inspection team tested wells down gradient of known source areas on the installation, where groundwater levels of PFOS and PFOA were previously detected. Precise results will not be available until the validation process is complete within four to six weeks, after all regulatory and legal requirements are met. Upon completion, official results will be sent to all owners. Although there are no US Environmental Protection Agency or state regulatory limits or clean-up standards regarding PFOS/PFOA, the Air Force continues to investigate and monitor drinking water sources near the base.

## H. Other Areas of Potential Conflict

In 2017, Little Rock AFB analyzed other encroachment factors identified below with future potential to affect military readiness, but analysis determined these factors did not appear to be major issues at that time. The military attempts to mitigate these encroachment impacts through service-level programs, like the CUS program, and to manage encroachment through established and effective collaborative land use planning processes.

- **Spectrum** – Although there are no existing concerns regarding installation communications and the use of electromagnetic spectrum for Little Rock AFB units, access to frequency spectrum is a growing national concern. There is competition for frequency spectrum due to the increase in consumer communications devices coupled with an increasing need for adequate spectrum in DoD training activities.
- **Energy** – The development, siting, distribution, or transmission of energy resources, including wind energy, can create conflicts in airspace training, which can cause encroachment and sustainment challenges for Air Force installations. Although there are no current challenges, future large-scale commercial wind farms or other incompatible energy development facilities near Little Rock AFB and its training and operational areas could interfere with air operations and communications.
- **Natural Factors/Climate Effects** – While no major immediate challenges are expected, long-term impacts to military and community stakeholders may include increased risks to people, infrastructure, and natural resources due to higher potential for fire and more frequent strong storm events. Increased heat may restrict military training days and increased precipitation and storm events may cause challenges/restrictions on vehicle movements and potential limits on military airborne training. Natural resource managers may experience increased management requirements and more resources needed to prevent



negative impacts from invasive species propagation. Changes in precipitation patterns and increased heat may cause stress on water quality and quantity.

- **Natural/Cultural Resources** – There have been confirmed sightings at Little Rock AFB of the interior least tern (*Sterna antillarum athalassos*), a federally listed endangered species, and the installation maintains an awareness program and follows protocols approved by the US Fish and Wildlife Service. Other rare and sensitive species have been found on or near the installation or operational areas, but the species and their habitat do not constrain the installation’s ability to complete its mission.<sup>55</sup> Several cultural resources surveys have found a total of four prehistoric archaeological sites and 34 historic archaeological sites. Several Cold War-era buildings are eligible for listing in the National Register of Historic Places, but there are currently no National Register-listed properties at Little Rock AFB.<sup>56</sup> Little Rock AFB maintains natural and cultural resources management programs to mitigate and prevent impacts from on-base activities, and there are no current constraints or compliance issues.

## **V. Environmental Resources Program and Management**

As specified in Air Force Instruction (AFI) 32-7001, Environmental Management, Little Rock AFB must comply with all applicable environmental compliance program requirements. Although most of these environmental compliance areas are not directly related to land use compatibility off the installation, a brief description of each is included for context.

### **Air Quality Management**

Little Rock AFB is in the Central Arkansas Intrastate Air Quality Control Region established by the US Environmental Protection Agency and administered by the ADEQ. Pulaski County is in attainment for all criteria pollutants. Little Rock AFB operates under a Synthetic Minor Air Permit issued by the ADEQ. The Synthetic Minor Permit allows for self-imposed limits that, when followed, will ensure the installation’s emissions will remain below Title V levels.<sup>57</sup>

<sup>55</sup> Little Rock AFB ICEMAP, September 2017.

<sup>56</sup> Little Rock AFB, Integrated Cultural Resources Management Plan (ICRMP), 2015.

<sup>57</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.



### Hazardous Waste Management

Hazardous wastes at Little Rock AFB are generated from routine activities, including maintenance and corrosion control of aircraft, vehicle and support equipment maintenance, general maintenance, munitions storage and disposal, medical services, and laboratory operations. Little Rock AFB maintains a Hazardous Waste Management Plan and a Spill Prevention Plan. The installation does not have a permit for treatment, storage, or disposal of hazardous waste and therefore removes waste from the installation within 90 days.<sup>58</sup>

### Water Quality Management

Pursuant to the utilities privatization program, Jacksonville Water Works assumes all maintenance and water quality responsibilities on Little Rock AFB.<sup>59</sup> The 2019 Little Rock AFB Annual Drinking Water Quality Report did not indicate any levels of contaminants in excess of the US Environmental Protection Agency's drinking water standards.<sup>60</sup>

### Installation Restoration Program

Little Rock AFB implemented the Installation Restoration Program (IRP) to comply with applicable laws and regulations and to ensure that present and future waste and resource management practices at the installation will protect human health and the environment. Currently, the installation is under an Arkansas Consent Administrative Order concerning past releases of hazardous materials. The installation has assumed the role of the lead agency and is actively pursuing cleanup at all sites, consistent with federal and state regulations and guidance. The IRP currently includes preliminary assessment and remedial investigation/ feasibility studies to determine the disposition of hazardous waste sites identified at the installation. The program is administered through 19 CES/CEIER and is supported by Public Affairs and the Staff Judge Advocate Office. While Little Rock AFB currently has 55 IRP sites, only two sites are active and in Remedial Action-Operation phase.<sup>61</sup>

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<sup>58</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>59</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>60</sup> Jacksonville Water Works, US Air Force Base – Little Rock 2019 Annual Drinking Water Quality Report, 2019.

<sup>61</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.



### Solid Waste Management and Resource Recovery

Solid waste management and resource recovery must be in compliance with statutory and procedural requirements, including the Resource Conservation and Recovery Act of 1976, Regulation No. 22 Solid Waste Management Rules of the Arkansas Pollution Control and Ecology Commission, and Executive Order (EO) 13834. Little Rock AFB's hazardous waste program provides guidance for waste identification, storage, transportation, disposal, landfill operations, and underground storage tanks.<sup>62</sup>

### Natural Resources Management Program

The commander of the 19 AW at Little Rock AFB is responsible for compliance with federal, state, and local environmental laws and regulations, including the Sikes Act of 1960, National Environmental Policy Act, and Endangered Species Act. Only 2,300 acres at Little Rock AFB are classified as urban land; the remaining acreage consist of woodlands, grasslands, fields, wetlands, open water bodies, and riparian areas. The installation includes a variety of terrestrial habitats as well as limited aquatic habitats, and Little Rock AFB is home to the interior least tern (*Sterna antillarum athalassos*), a federally and state-endangered species.

As mandated by the Sikes Act as amended by the Sikes Act Improvement Act of 1997, the Little Rock AFB INRMP is designed to provide an interdisciplinary approach to management and stewardship of installation natural resources within the framework of ecosystem management. Little Rock AFB is designated as a Category I Natural Resources Installation and updates the INRMP every five years, with annual reviews by installation officials to identify minor updates and track implementation.<sup>63</sup>

### Wastewater Management Program

The City of Jacksonville regulates the permit issued to the installation for the discharge of wastewater to the Jacksonville sanitary wastewater collection system.<sup>64</sup> The Jacksonville Wastewater Utility (JWWU) has not received a National Pollutant Discharge Elimination System permit violation for at least 25 consecutive years.<sup>65</sup> In 2019, five of the nine sanitary sewer overflows experienced by JWWU were in the Little Rock AFB system and all were corrected. JWWU maintains a daily cleaning, televising, and investigative program with a three-year routine cleaning schedule and has no stated budget issues.<sup>66</sup>

<sup>62</sup> Little Rock AFB ICEMAP, September 2017.

<sup>63</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>64</sup> Little Rock AFB, Integrated Natural Resources Management Plan (INRMP), February 2019.

<sup>65</sup> Jacksonville Wastewater Utility, Financial Statements and Independent Auditor's Reports, December 31, 2016.

<sup>66</sup> Jacksonville Wastewater Utility, CAP for Sanitary Sewer Overflows (SSOs) Annual Progress Report, January 7, 2020.



### Storm Water Management Program

Little Rock AFB is authorized to discharge storm water under the National Pollutant Discharge Elimination System and the Arkansas Water and Air Pollution Control Act. Little Rock AFB maintains a Storm Water Management Plan, and Civil Engineering conducts annual monitoring of storm water outfall locations and routine inspection and maintenance of the grit chambers. Interviews have identified repair or improvement needs for a dammed lake on the installation with a concern that if it fails, downstream impacts could affect off-base properties. However, design of the needed improvements to the dam are anticipated for completion in FY2021, with improvements completed in FY2022.

### Cultural Resources Program and Management

To protect the cultural resources at Little Rock AFB and to integrate cultural resources management into the planning and implementation of construction, training, and land use, an Integrated Cultural Resource Management Plan (ICRMP) has been prepared and is reviewed annually by Civil Engineer Squadron/Civil Engineer Environmental Element, with any major revisions required every five years. Cultural resources at Little Rock AFB include 38 archaeological sites and 17 localities. One archaeological site is recommended eligible for inclusion in the National Register of Historic Places (NRHP), Building 258 has been identified as eligible for inclusion in the NRHP, and 26 buildings were determined potentially eligible for inclusion in the NRHP when they reach 50 years of age.<sup>67</sup>

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<sup>67</sup> Little Rock AFB, Integrated Cultural Resources Management Plan (ICRMP), July 2005.

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# Chapter 3:

## Conflict and Compatibility Analysis



## I. Introduction

This chapter of the CUS provides an analysis of the known military training and operational factors that create potential areas of compatibility concern in the communities that host Little Rock Air Force Base and its associated training facilities. This analysis focuses on a range of operational and training impacts, including aircraft accident potential, aviation noise, obstructions to aerial navigation and related issues that can impair military readiness, endanger aviators or civilians in their communities, or impact the quality of life of residents.

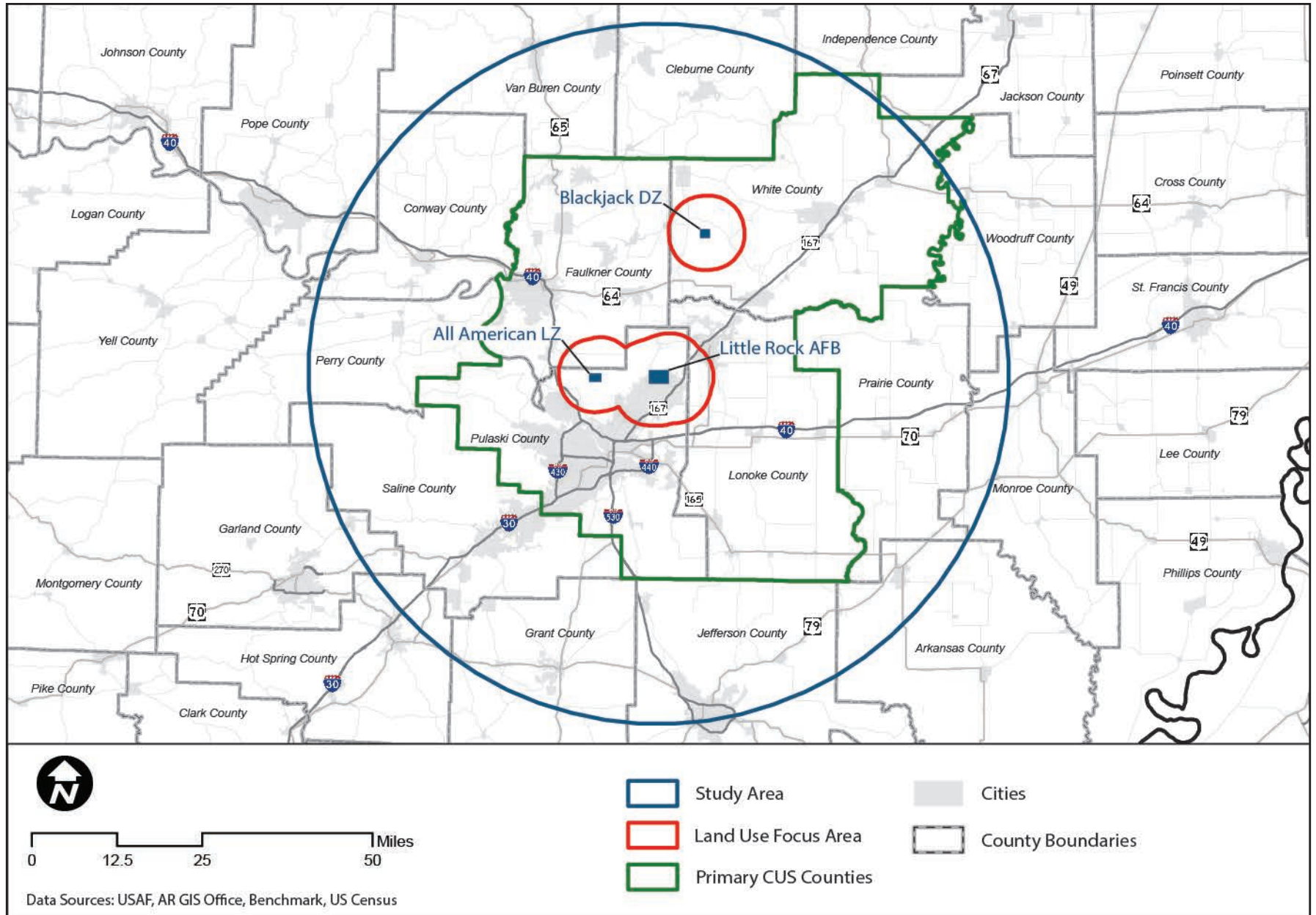
In order to gauge the degree of compatibility (or incompatibility) that exists, the analysis provides insight into current land use and development patterns; the current regulatory environment, including compatible use regulations; and the plans of the local governments for future growth and development. These factors are analyzed in the context of the current operational environment based upon the most reliable information available. Taken as a whole, this analysis will help to inform the CUS recommendations and provide background information to support the decisions of local governments as they seek to promote ongoing compatible growth and development in the region.

Overall, the results of the analysis contained in this chapter found an environment that remains mostly compatible with the current operational and training missions conducted by Little Rock Air Force Base. Where compatibility issues were identified, they tended to be regulatory in nature, which have solutions that are typically more easily implementable than the major existing land use compatibility conflicts that impact other installations that have not had the success that the Little Rock AFB has had in maintaining a generally compatible environment.

A map detailing the geographic scope of the Study Area and Land Use Focus Areas for the CUS is shown on the following page. The study area as a whole extends in a 50-mile radius from Little Rock AFB, while the Land Use Focus Areas extend five miles from the boundaries of the base, as well as its associated training facilities: All American LZ (located on Camp Robinson) and Blackjack DZ in White County.



Map 3.1: Little Rock Air Force Base Compatible Use Study Area





## II. Aircraft Accident Potential

The Air Force has developed a set of land use compatibility recommendations to guide civilian communities in the planning and regulation of development in areas of increased aircraft accident potential that extend from each end of military runways. These areas, known as accident potential zones (APZs), have a defined length and width based on the type of runway they are associated with. The APZs are divided into three categories of decreasing potential for aviation incidents: the clear zone (CZ), which occupies the area closest to the end of the runway, APZ 1, which extends outward from the clear zone, and finally, APZ 2, which extends out from APZ 1. Once established, APZs tend to remain in place, unaltered, with the exception to changes in the official specifications for their dimensions or the extension of a runway.

Given the inherent risk of loss of life and damage to property within APZs, the compatible use recommendations published by the Air Force for APZs are intended to minimize the exposure of civilian populations to the inherent dangers present on the ground in close proximity to a military runway. In the CZ, which has the highest risk potential, virtually no active uses of land are recommended, with the exception of agricultural activities (excluding livestock) and, under certain circumstances, similar open uses of land that do not include structures and limit the number of people present within the area. While there are a larger number of potentially compatible land uses recommended in APZ 1, the guidance continues to promote restrictions on both the intensity of allowed land uses and limits on the concentrations of people within the zone. Examples of potential compatible uses in APZ 1 include parks, certain manufacturing uses, and limited commercial activities, such as wholesaling, that tend to have few employees compared to the area of the structure and appurtenant features. In APZ 2, the compatible use recommendations expand to allow more dense and intensive uses, but still recommends against permitting uses where large concentrations of people are gathered, such as churches, schools, hospitals, and multi-family dwellings. Permitted use recommendations in APZ 2 include single-family dwellings at a density of two dwelling units per acre or less, most retail trade uses, business and personal services, and a larger number of manufacturing uses. A simplified version of this compatible use guidance is shown in [Table 3.2](#).



### Little Rock Air Force Base Accident Potential Zones

The aircraft accident potential zones associated with the runways at Little Rock Air Force Base are shown in [Map 3.2](#) on the following page. As the map indicates, the CZs at each end of the runway are located entirely within the installation boundary. Portions of APZ 1 are also located on the installation, although a majority of the area covered by these zones extend outside of the base, and the entirety of APZ 2 associated with each end of the runway are located off of the installation. From their point of departure from the installation, the APZs extend a total of around 2.25 miles into the community at each end of the runway and have a width of 3,000 feet (1,500 feet to each side of the runway centerline). In total, the accident potential zones cover a combined area of 2,066 acres of land, with around 25% located on Little Rock AFB and 75% falling outside of the installation boundary. The total off-base area covered by the APZs is approximately 1,565 acres, or around 2.4 square miles. A breakdown of the acreage by zone and the on/off-base distribution of the APZs is shown in [Table 3.1](#) below.

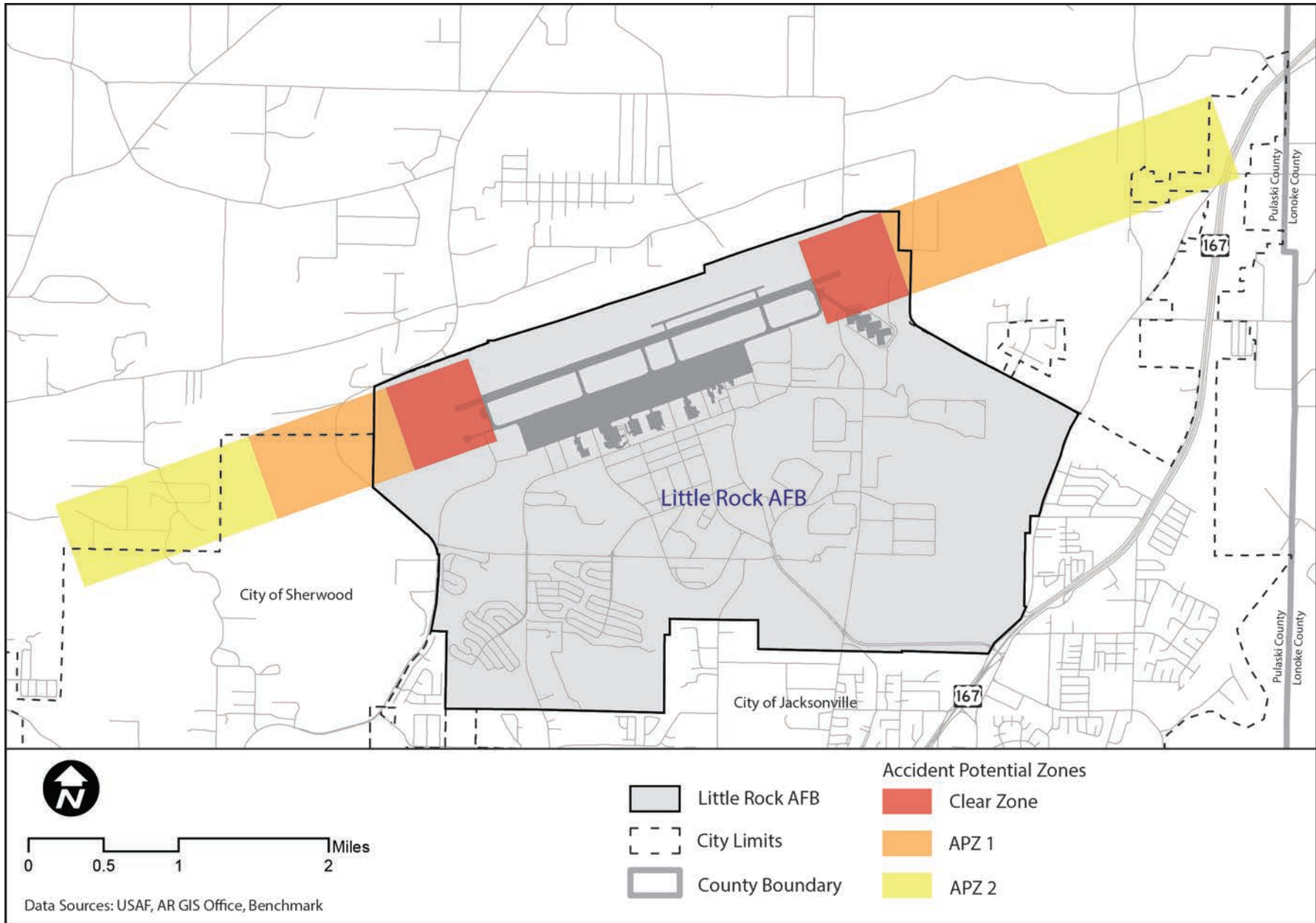
*Table 3.1: Aircraft Accident Potential Zone On/Off Base Distribution*

Zone	On Base (acres)	Percent	Off Base (acres)	Percent	Total (acres)
Clear Zone	413.2	100%	0	0.0%	413.2
APZ 1	88.5	9.2%	875.6	90.8%	964.1
APZ 2	0	0%	688.7	100.0%	688.7
Total	501.7	24.3%	1564.3	75.7%	2,066



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Map 3.2: Little Rock Air Force Base Aircraft Accident Potential Zones





### Existing Land Use Compatibility

Assessing the compatibility of the existing land use pattern within the accident potential zones takes into account both the type of use present on each parcel as well as the density of development, particularly with regard to residential uses. To accomplish this, a parcel level land use map was developed using tax data and visual observations. The resulting existing land use pattern with the APZs overlaid is shown in [Map 3.3](#). The map reveals that the area within APZ 1 at either end of the runway generally consists of rural/agricultural/undeveloped land. The APZ 2 extent located southwest of the base (Sherwood) is primarily developed with residential uses, with some remaining rural land uses and undeveloped land. On the northeastern side of the base (Jacksonville), the majority of APZ 2 is still composed of rural and undeveloped lands, although there are some concentrations of residential and commercial development as well as a mixture of commercial and industrial development along the US 167 corridor.

As noted above, the density of residential development, in particular, is a key determining factor when assessing land use compatibility within accident potential zones. The land subdivision pattern, shown in [Map 3.4](#), reveals that parcels within the APZ 1 area at either end of the runway are generally larger than 10 acres in size, which further reinforces the observation of the rural/undeveloped nature of APZ 1. Looking at the residentially developed portion of APZ 2 southwest of the base, the parcel size data shows lot sizes are nearly evenly distributed between parcels between one and three acres in size and parcels between three and ten acres in size. The APZ 2 area on the northeastern

Table 3.2: Generalized APZ Land Use Recommendations

LAND USE	CLEAR ZONE	APZ I	APZ II
Single-Family Unit	N	N	Yx
Multi-Family Dwellings	N	N	N
Manufacturing	N	N	Y
Trans, Comm, and Utilities	Yx	Y	Y
General Retail	N	N	Y
Restaurants	N	N	Y
Personal Services	N	N	Y
Other Services	N	N	Y
Government Services	N	N	Yx
Educational Services	N	N	N
Cultural Activities	N	N	N
Medical Services	N	N	N
Churches	N	N	N
Playgrounds	N	N	Y
Regional Parks	N	Yx	Yx
Assembly Areas	N	N	N
Other Outdoor Recreation	N	Yx	Yx
Agriculture	Y	Y	Y
Livestock Farming	N	Y	Y
Forestry Activities	N	Y	Y
Permanent Open Space	Y	Y	Y

Y = Recommended Yx = Recommended with Conditions N=Discouraged



side of the base has a more varied land subdivision pattern—it retains a fairly significant amount of rural/undeveloped land in parcels greater than ten acres in size, while also having a good number of residential parcels in the one- to three- and three- to ten-acre size ranges.

Based on the observations noted above and a parcel-by-parcel analysis of the existing land use pattern, the combined acreage of the APZs were determined to be 93% compatible with Air Force planning guidance. [Table 3.2](#) provides a generalized overview of the compatible use guidance used to perform the assessment. Only 10 of the 201 parcels were determined to contain an incompatible use, and these were exclusively due to the presence of a residential dwelling (including residences on large rural/agricultural tracts) within the APZ 1 zone, while the entirety of the combined APZ 2 zones were determined to be currently compatible.

### Zoning Compatibility

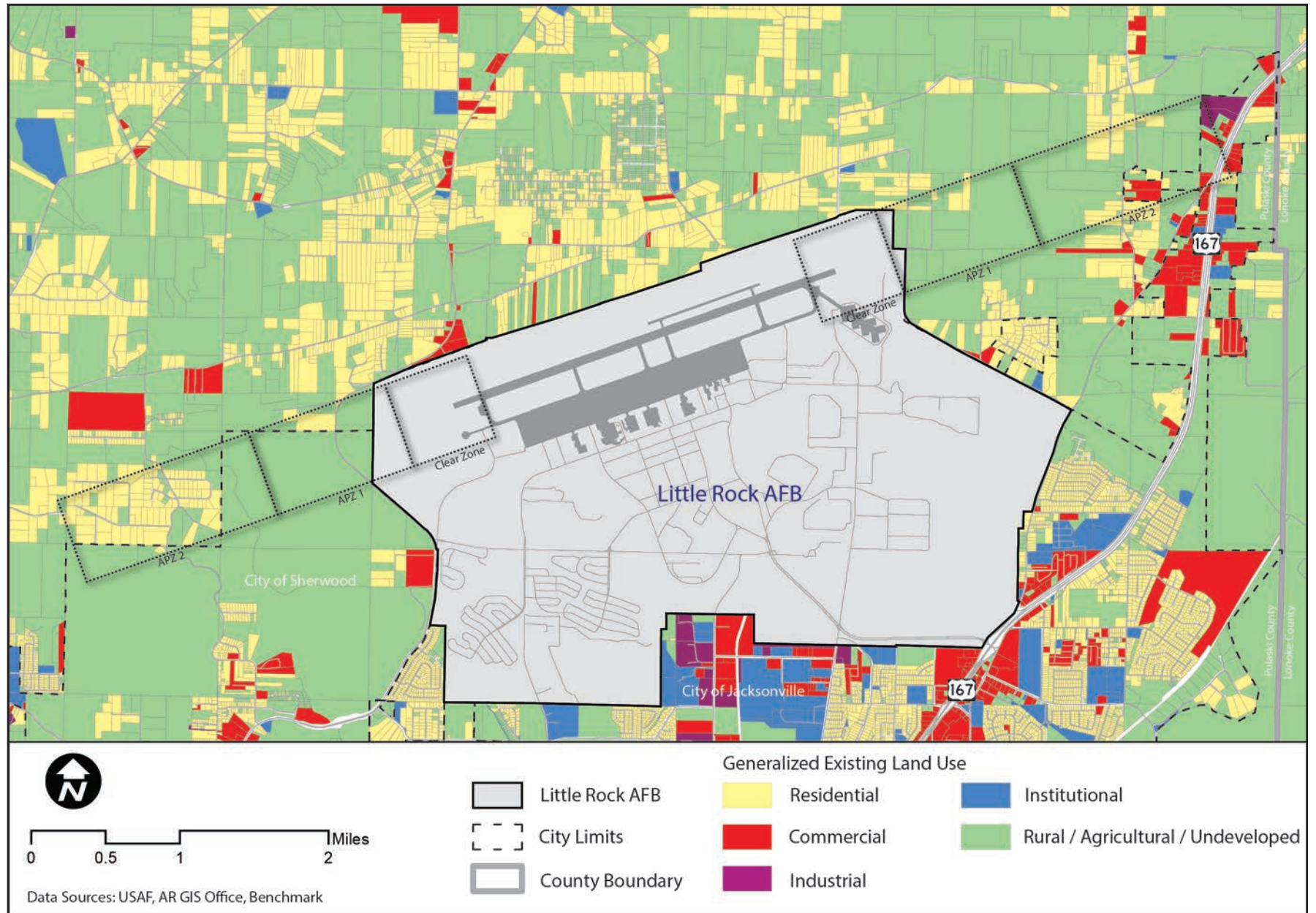
The cities of Jacksonville and Sherwood have both applied compatible use zoning regulations that cover the entirety of the accident potential zones that fall within their respective jurisdictions, including extraterritorial areas, as applicable. The current zoning districts are shown in [Map 3.6](#) on the following page, with the AICUZ compatible use overlay districts defined with horizontal orange stripes on the map. As the map indicates, the majority of the area covered by Jacksonville’s AICUZ overlay does not have a base zoning district applied, and so the AICUZ district is the only controlling use regulation applied to regulate development. Sherwood has a similar situation, though a good bit more of the overlay falls over areas that have an underlying base zoning district within the city.

The AICUZ districts adopted by each jurisdiction are similar in content and how they regulate compatibility within the APZ areas. They are also fairly consistent with current Air Force compatible use guidance for APZs, with one significant exception. While the Air Force guidance recommends that residential dwellings be prohibited within the APZ 1 areas, each city’s ordinance permits one single-family dwelling to be constructed on a parcel greater than one acre in size. This diversion from the Air Force guidance is required by the statute that mandated the adoption of the compatible use districts.

The assessment of the compatibility of the current zoning regulations with the Air Force guidance takes into account both the underlying base zoning districts, where applied, in addition to the AICUZ district standards. For instance, if an area is zoned industrial or commercial and prohibits residential development in the permitted use table for that district, while the AICUZ permits it, the underlying zoning district regulation would prevail and enhance compatibility if the area in question fell within APZ 1.



Map 3.3: Little Rock Air Force Base Aircraft Accident Potential Zones: Generalized Existing Land Use

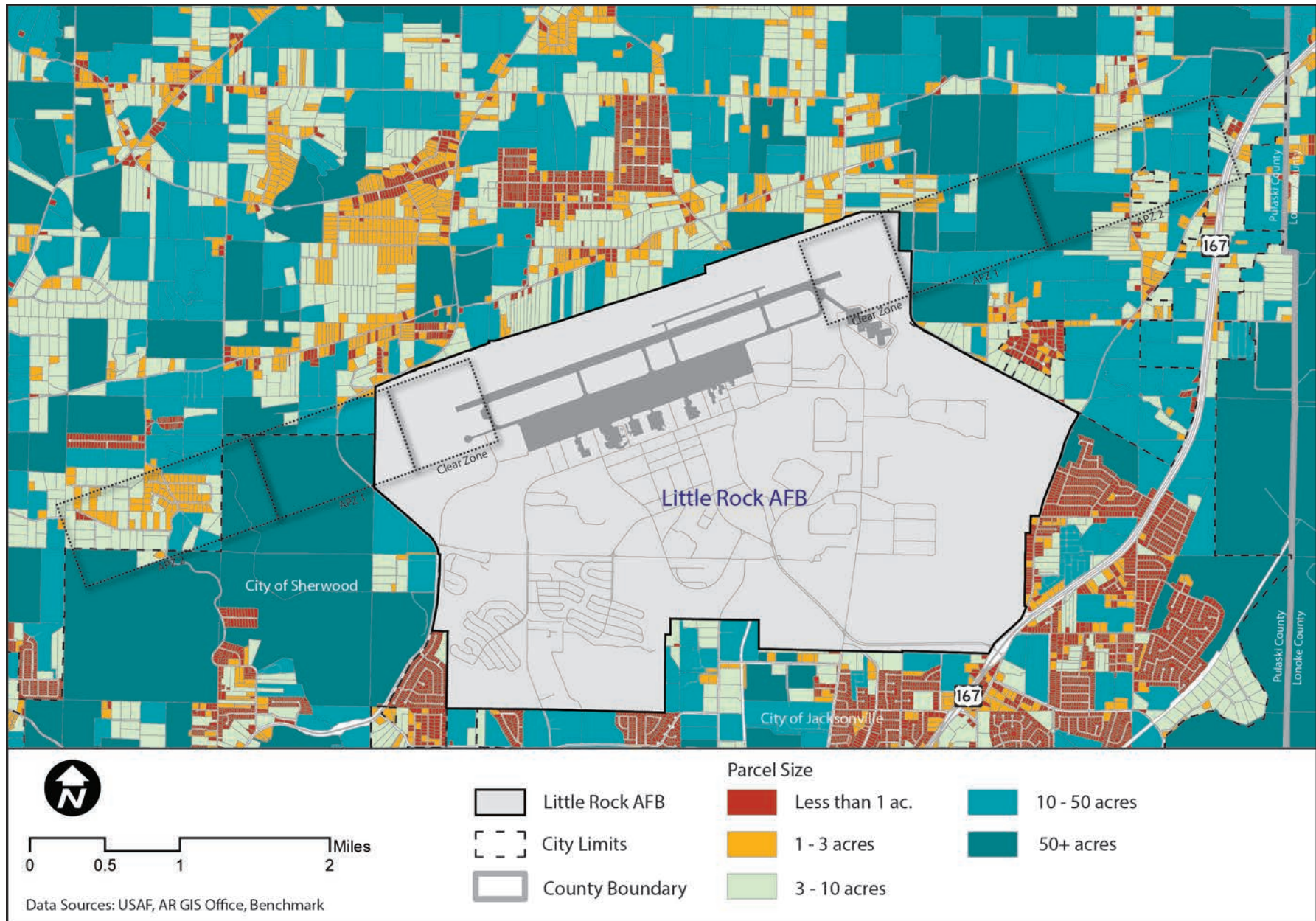




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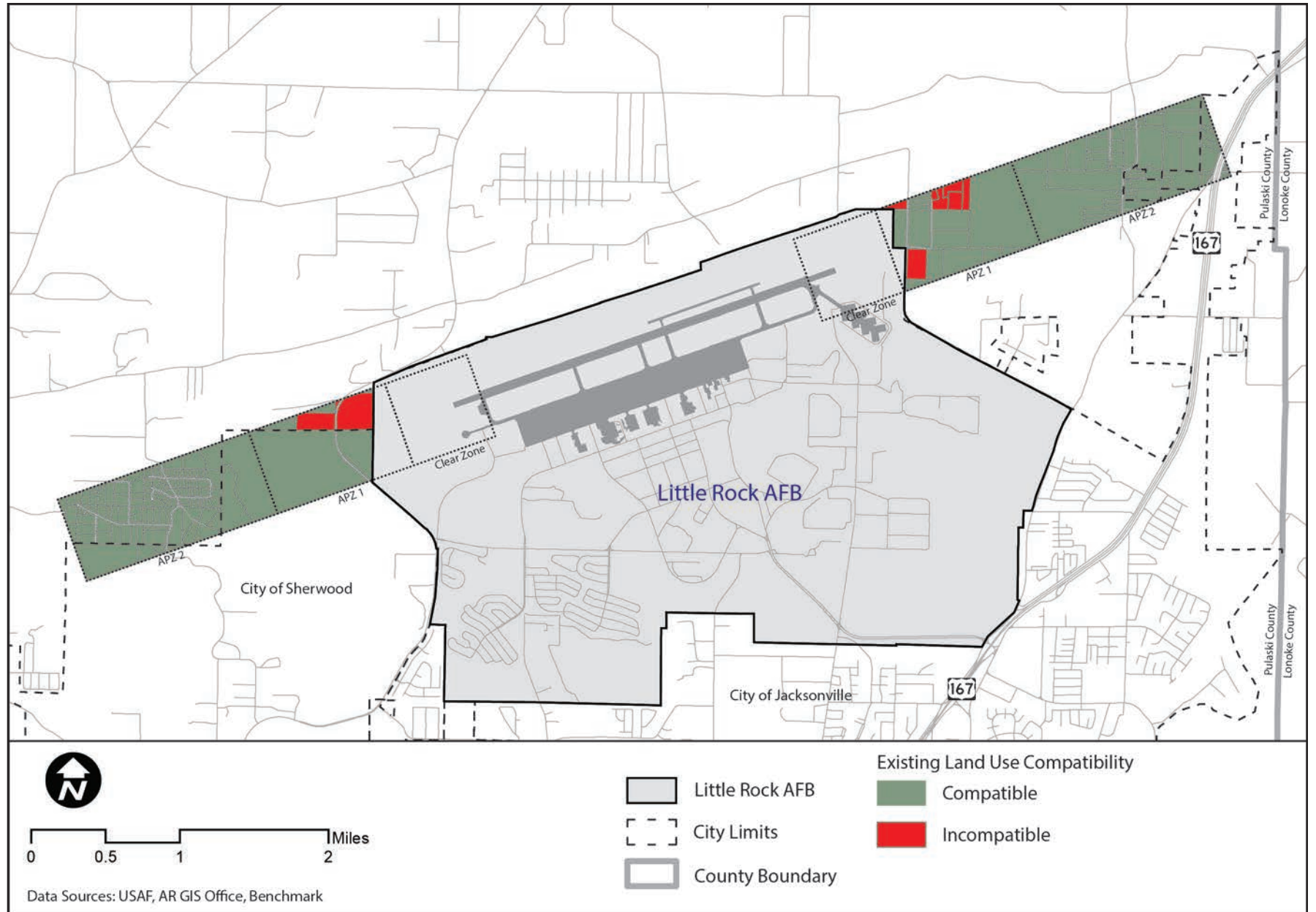
## Chapter 3: Conflict & Compatibility Analysis

Map 3.4: Little Rock Air Force Base Aircraft Accident Potential Zones: Land Subdivision Pattern





Map 3.5: Little Rock Air Force Base Aircraft Accident Potential Zones: Existing Land Use Compatibility





The result of the assessment, shown in [Map 3.7](#), found that the current zoning regulations, as applied to the APZs, created a regulatory environment in which approximately 70% of the combined APZ areas were regulated in a compatible manner. In Sherwood's jurisdiction, approximately 80% of the combined APZ area is regulated in a compatible manner, while in Jacksonville approximately 60% of the combined APZs have regulations in place that would create compatible land use outcomes. The entirety of the APZ 2 area in each of the cities is currently regulated in a compatible manner. The entirety of the APZ 1 area in Jacksonville's jurisdiction is currently not regulated to achieve full compatibility, due to the statutory requirement to permit limited residential development in APZ 1. While the same is generally true in Sherwood, the presence of industrial zoning in a portion of the APZ 1 area precludes some residential development, which in turn makes the APZ 1 area in its jurisdiction compatible over approximately 45% of the 275 acres in the city's jurisdiction.

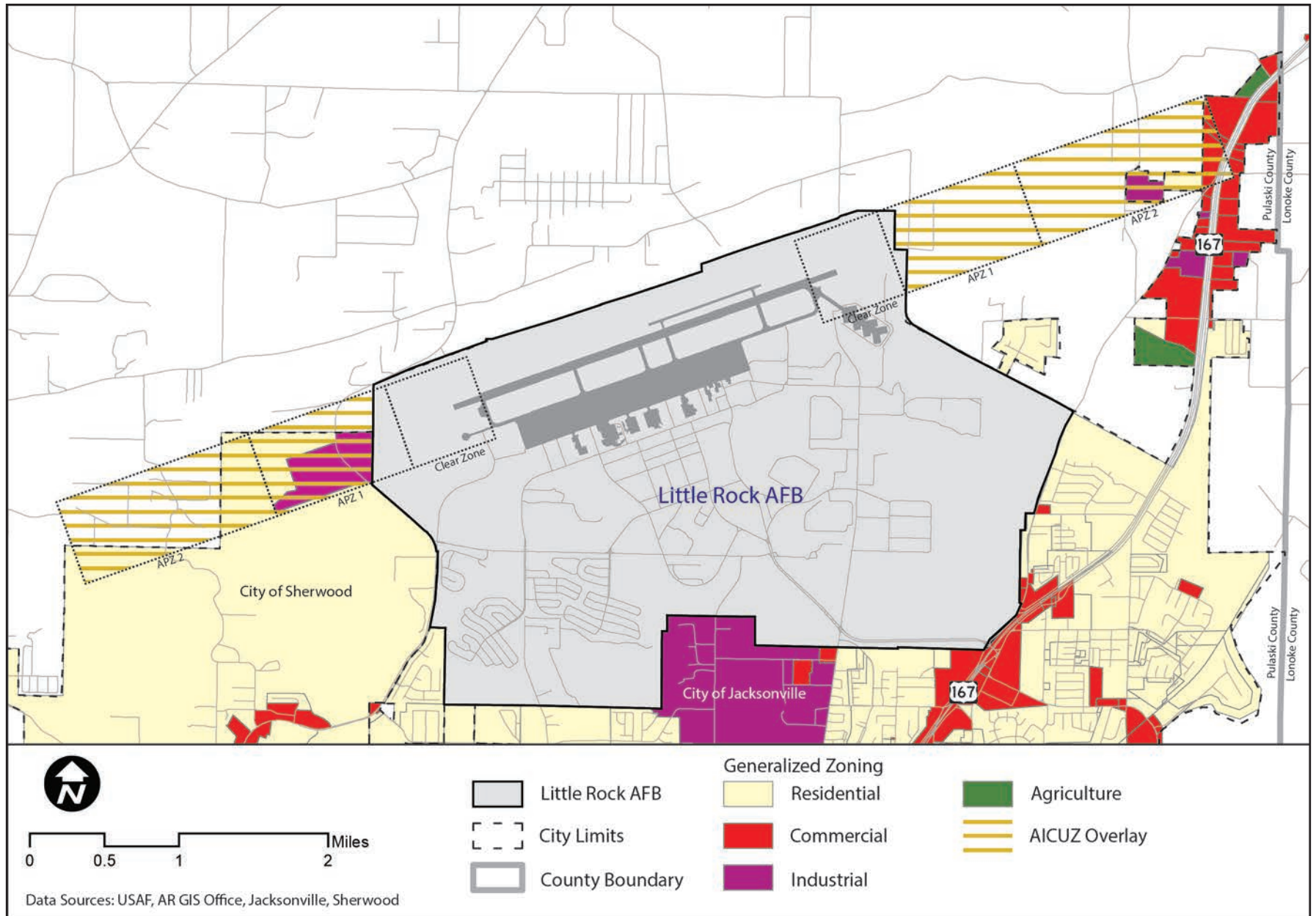
#### Future Land Use Compatibility

Although Jacksonville and Sherwood both have adopted future land use plans, neither cover the entirety of the APZ areas that have been zoned by their respective jurisdictions. [Map 3.8](#) on the following page shows the adopted future land use classifications that each city has applied to their territorial jurisdictions. Overall, only slightly less than 50% of the combined APZ area is covered by either of the cities' future land use plans, with the majority of the covered area falling within the jurisdiction of Sherwood's plan.

The assessment of future land use compatibility was performed in a similar manner to the assessment of zoning compatibility, using the generalized future land use classifications to determine consistency with Air Force land use guidance, and the results are shown in [Map 3.9](#). Although only around 90 acres of Jacksonville's plan coincides with the APZs, the commercial land use classification is generally compatible with Air Force guidance. In Sherwood, the majority of the APZ areas are covered, with approximately 90% of the combined area found to be compatible and only 10% (all within a suburban density residential land use classification in APZ 2) found to be incompatible. The absence of land use guidance in the majority of the area currently within Jacksonville's zoning jurisdiction is tempered to a degree by the presence of the AICUZ zoning. The same is true for the APZ area not currently covered by Sherwood's land use plan.



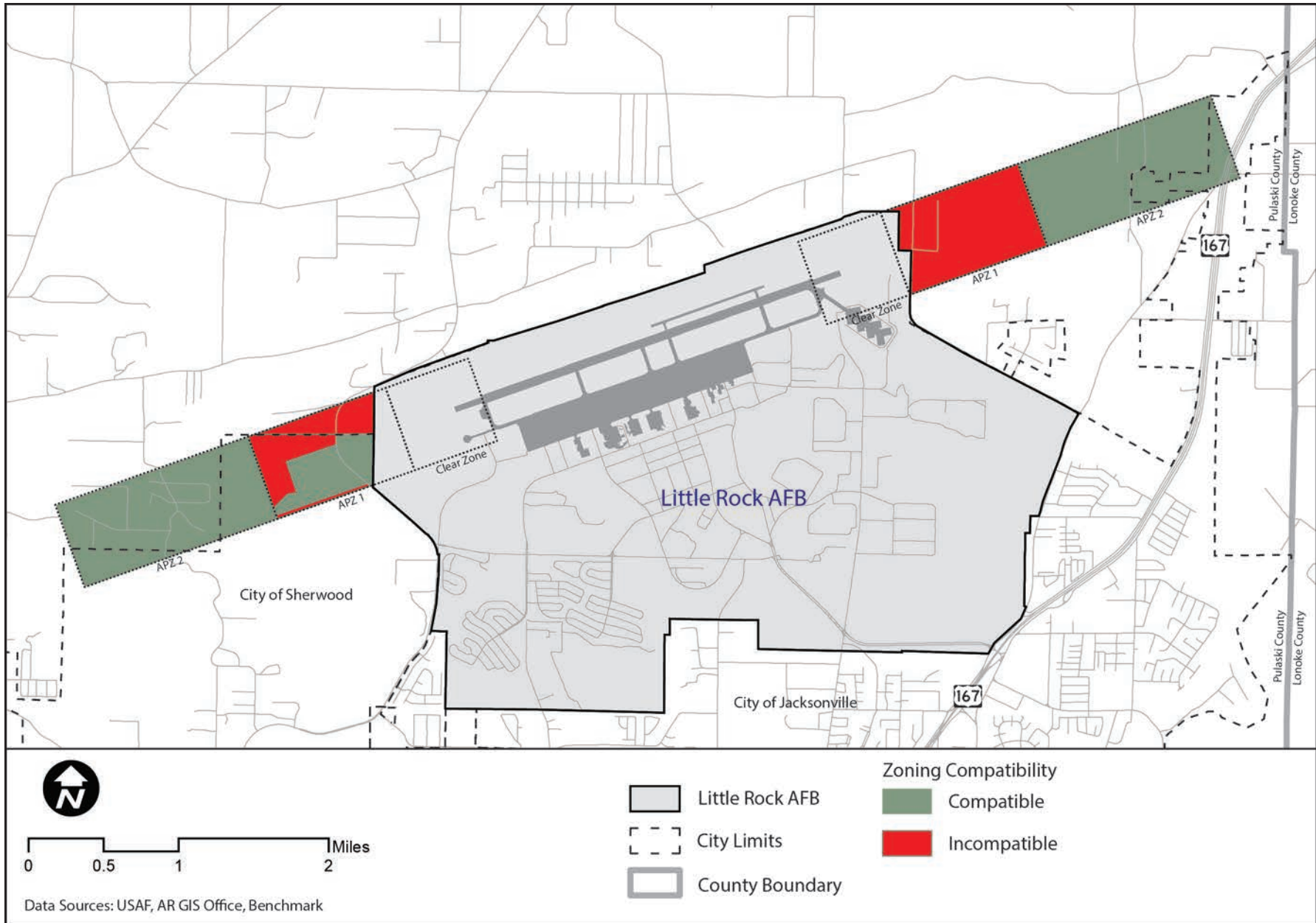
Map 3.6: Little Rock Air Force Base Aircraft Accident Potential Zones: Generalized Zoning





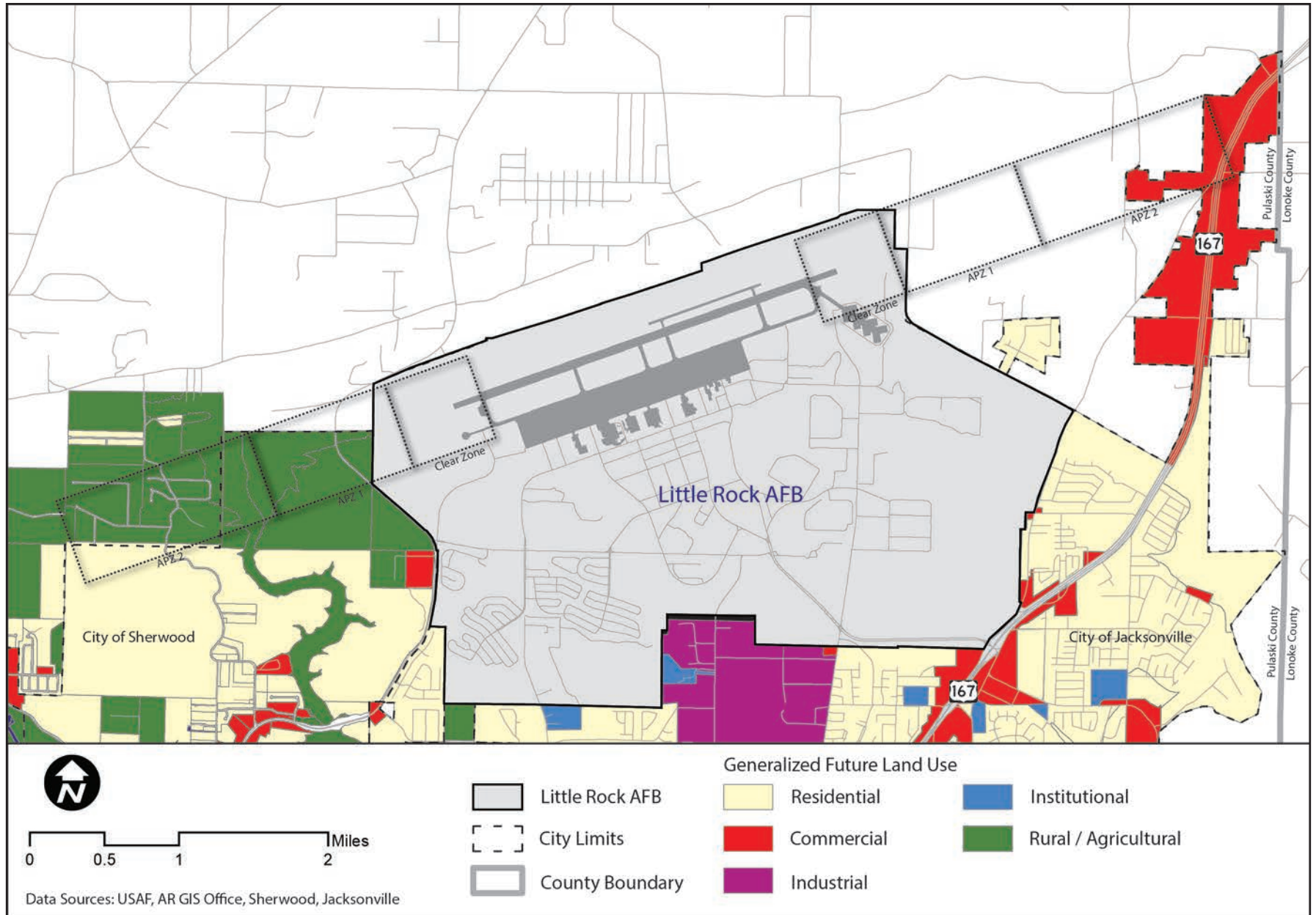
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Map 3.7: Little Rock Air Force Base Aircraft Accident Potential Zones: Zoning Compatibility





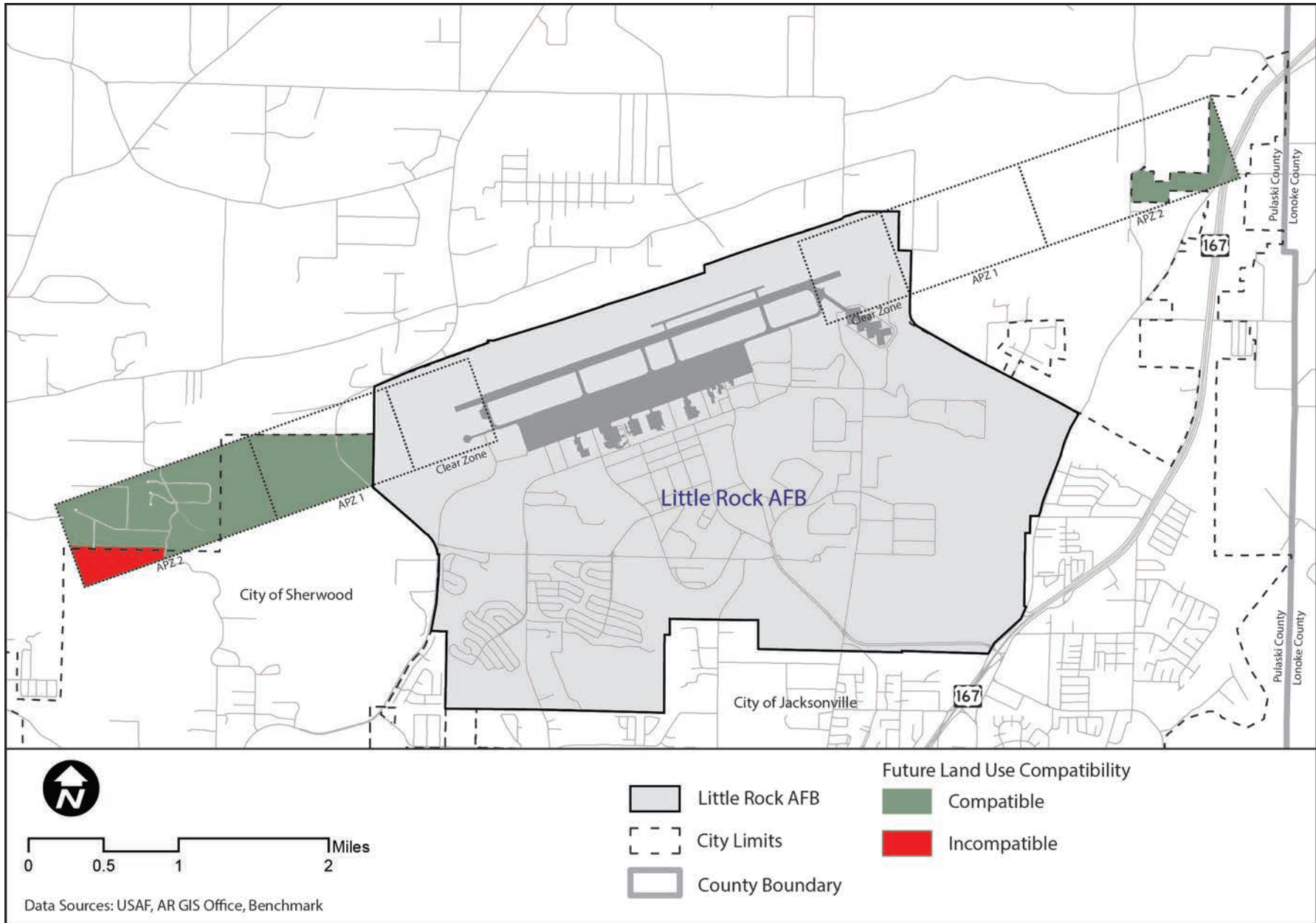
Map 3.8: Little Rock Air Force Base Aircraft Accident Potential Zones: Generalized Future Land Use





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Map 3.9: Little Rock Air Force Base Aircraft Accident Potential Zones: Future Land Use Compatibility





### III. Aviation Noise

Land use compatibility with activities that generate high noise levels is generally measured along a continuum of intensity of the land use and noise, with inversely proportional impacts and susceptibility to high noise levels based on the intensity of the use. For instance, a single-family home, among the lowest intensity developed land uses, is also one of the most susceptible to high noise levels when located in an area subject to high noise levels. Conversely, an industrial use situated in a similar high noise area would likely be much more compatible given the greater intensity of the use.

In addition to the specific type of land use, the density of development plays a major role in determining noise compatibility. Permitting dense concentrations of residential dwellings (such as smaller lots or multi-family developments) to encroach into high noise areas exposes a larger population to the potential noise impact. In areas where it is feasible, restricting certain types of noise sensitive uses, such as churches, schools, and daycares, from encroaching into a high noise area can help mitigate noise impacts on an affected community.

While high noise levels can pose a safety issue with prolonged exposure to extreme noise, the most common issue with noise compatibility is the degree of annoyance experienced by people who reside, work, or recreate in areas that encroach into areas subject to these impacts. To aid in assessing the degree of potential concern from civilian land uses encroaching into high noise areas, the Air Force has developed a standardized set of tools to assist those making recommendations on the appropriate types of land use for certain noise environments.

For informational purposes, a table showing the comparison of certain A-weighted decibel levels (a standard of measurement used for aviation noise) to common noise generation sources and the effect that exposure to such noise levels has on humans is shown in [Table 3.3](#) on the following page. These, along with a range of other factors have gone into the development of compatible use recommendations for high noise environments. A simplified example of the Air Force's noise compatibility guidance, derived from AFI 32-1015, is shown in [Table 3.5](#). This demonstrates the inverse correlation between noise compatibility and the general intensity of use. In this case, "intensity" means both the relative intensity of the specific use and the potential for the use or development pattern to concentrate large numbers of people in a manner that encroaches into an area with high noise potential.



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Table 3.3: Comparison of Common Noise Sources to A-Weighted Aviation Noise Levels (dBA)

NOISE SOURCE	dBA	EFFECT
Jet Engines (Near)	140	
Jet Takeoff (100–200 Feet)	130	Threshold of pain (125 dBA)
Thunderclap (Near)	120	Threshold of sensation (120 dBA)
Chain Saw	110	
Jet Fly-Over (1000 Feet)	103	
Garbage Truck/Cement Mixer/Farm Tractor	100	Regular exposure for 1 minute or more risks permanent hearing loss
Lawnmower, Food Blender	85-90	Level at which hearing loss begins (8-hour exposure)
TV	70-90	
Diesel Truck (40 Mph, 50 Feet)	84	
Garbage Disposal	80	Annoyance; constant exposure may cause hearing loss
Vacuum Cleaner, Hair Dryer	70	Intrusive, interference with conversation
Normal Conversation	50-65	Comfortable
Refrigerator	40	
Whisper	30	Very quiet
Rustling Leaves	20	Just audible
Normal Breathing	10	
	0	Threshold of normal hearing



### Little Rock Air Force Base Noise Environment

The current extent of the operational noise environment that exceeds levels associated with land use compatibility concern is shown in [Map 3.10](#) on the following page. These noise zones, which begin at 65 dBA and go to 80+ dBA are associated primarily with Little Rock AFB’s primary C-130 training mission. As the map shows, the noise contours primarily lie along the NE-SW axis of the runway and extend to a greater distance to the northeast (nearly 4.5 miles) of the base than they do to the southwest (less than one mile). The 65+ dBA noise zones also extend in an elongated rounded rectangle along the north side of the base, which corresponds to a more heavily used flight track associated with pilot training.

Overall, the noise zones associated with aviation operations at Little Rock AFB cover nearly 4,000 acres of land (6.25 square miles), with nearly 55% of that located outside of the installation boundary. As [Map 3.10](#) and [Table 3.4](#) show, the majority of the highest noise levels are concentrated on the base, with over 99% of the 211 acres of 80+ dB noise zone and almost 80% of the approximately 350 acres of 75–79 dBA noise zone located on the installation. Although the majority of the highest noise areas are located on the base, the neighboring communities are impacted by nearly 2,150 acres of noise zone area that exceed the threshold for causing land use compatibility concerns. Although the vast majority of that is within the lowest defined noise zone (65–69 dBA), over 70 acres of land are covered by 75+ dBA noise zones, which have significant compatibility concerns for noise-sensitive land uses.

*Table 3.4: Aviation Noise Zone On/Off Base Distribution*

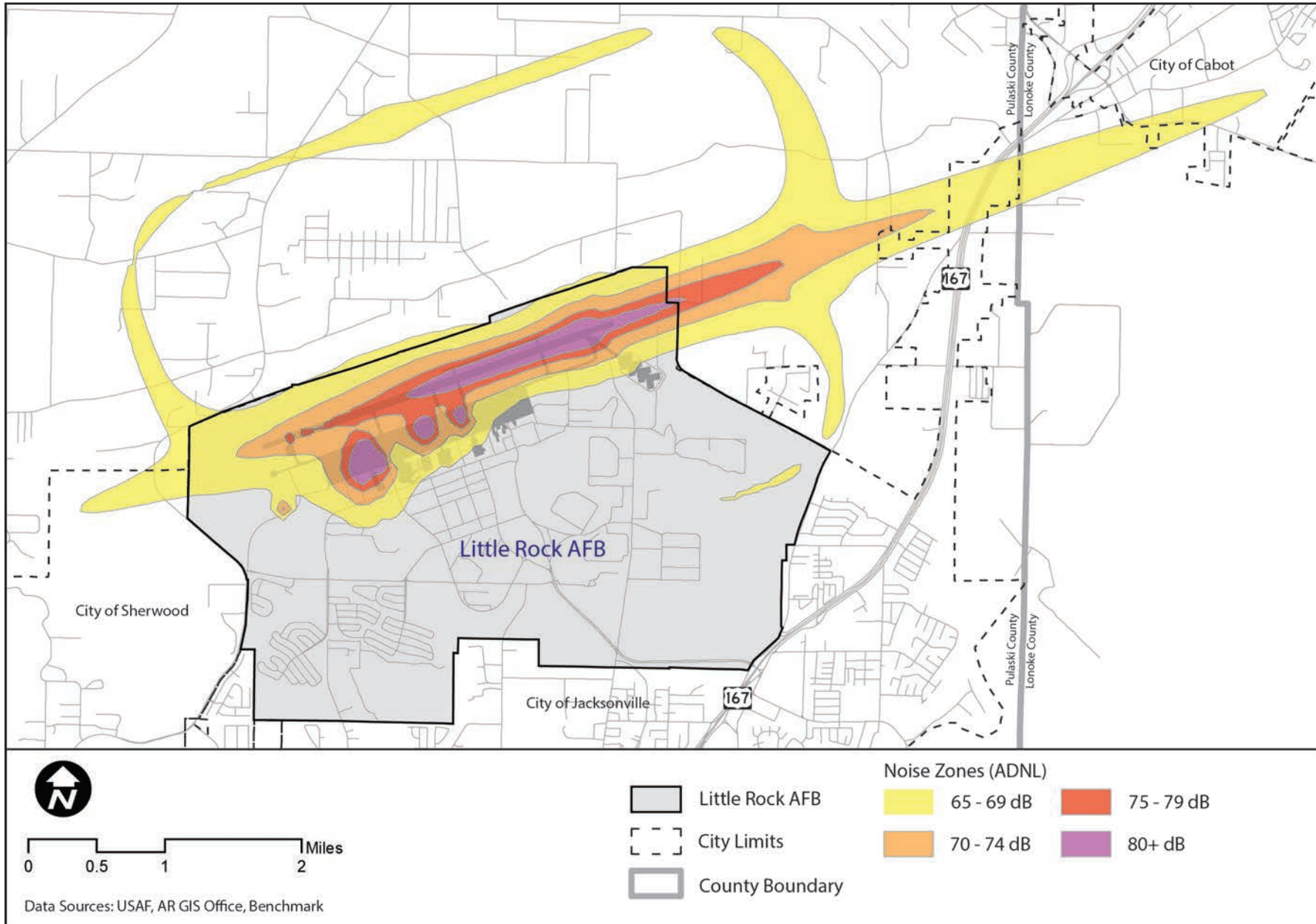
Zone	On Base (acres)	Percent	Off Base (acres)	Percent	Total (acres)
65–69 dBA	828.6	31.4%	1,811.1	68.6%	2,639.7
70–74 dBA	471	64.1%	263.4	35.9%	734.4
75–79 dBA	277.3	79.5%	71.6	20.5%	348.9
80+ dBA	209.7	99.2%	1.7	0.8%	211.4
Total	1,786.6	45.4%	2,147.8	54.6%	3,934.4



# Little Rock AFB Compatible Use Study

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Map 3.10: Little Rock Air Force Base Aviation Noise Zones





### Existing Land Use Compatibility

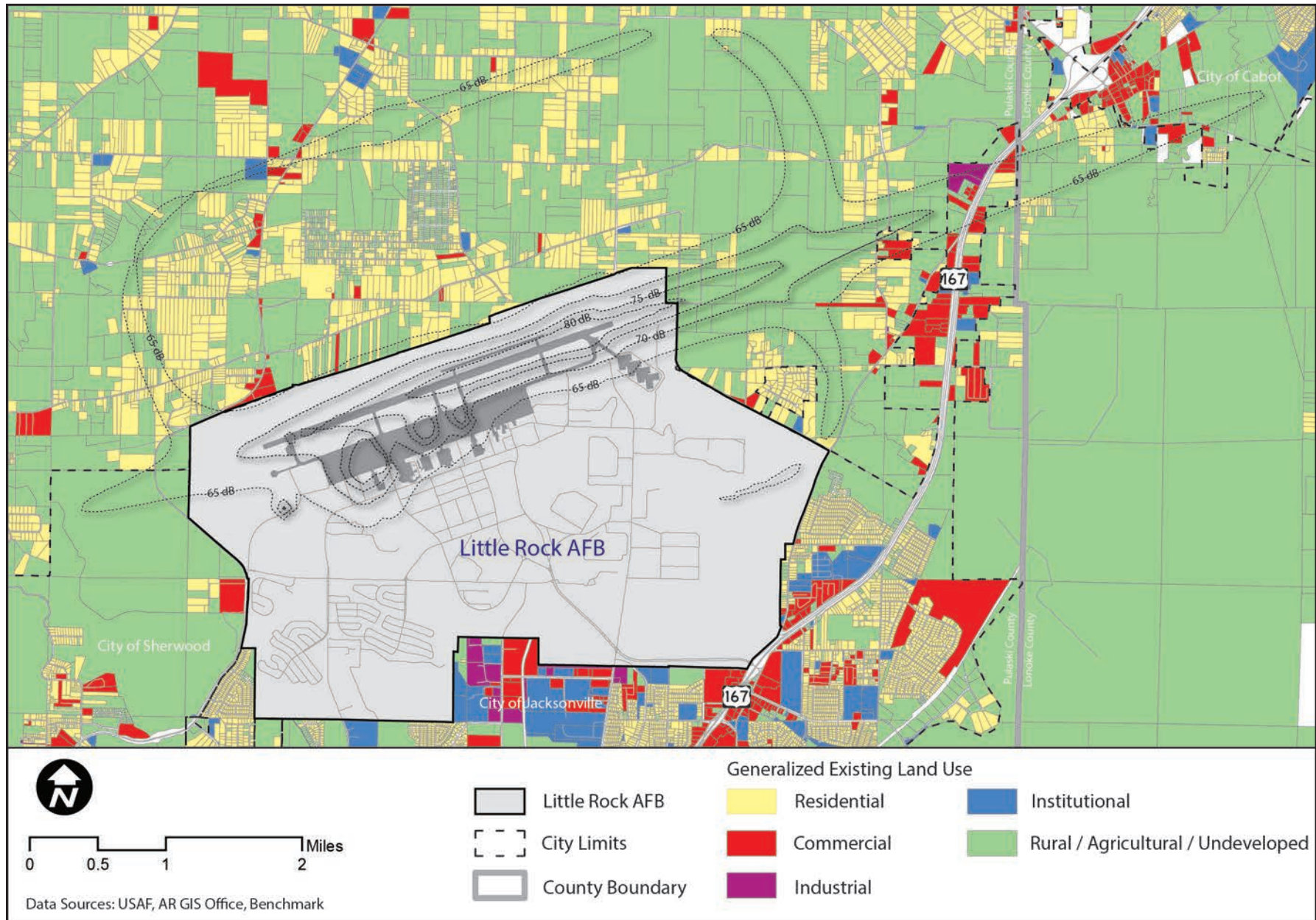
To assess the compatibility of the aviation noise environment with the existing land use pattern in the affected area, we look at both the general use of land, as well as the density of development. The generalized existing land use of the area surrounding the base was coded from tax parcel data and visual observation. The resulting existing land use pattern is shown in [Map 3.11](#) on the following page. As the map shows, the areas covered by the 65+ dBA noise zones are typically a mixture of residential and rural/agricultural undeveloped land, with the latter being the predominant type of land use in the areas aligning directly with the axis of the runway. On the north side of the base, there is a greater concentration of residential development on a mixture of both large and small lots, although the areas of more densely subdivided residential development are located in the area between the base and the northern loop of the 65 dBA noise contour (see [Map 3.12](#)). At the northeastern extent of the 65 dBA noise zone, there is commercial development along the US 167 corridor in Jacksonville and a mixture of residential and nonresidential development around the area where the noise zone crosses into the City of Cabot.

The overall level of urbanization, as demonstrated by the degree to which land has been subdivided, is demonstrated in [Map 3.12](#). As the map shows, the highest decibel noise zones generally fall over off-base areas that contain parcels in excess of ten acres in size. While this is a partial indication of a positive land use environment, it also shows that, in the absence of regulation to the contrary, opportunities exist for the subdivision and development of land in these areas. As noted previously, there are some areas of more densely subdivided land, with parcels smaller than one acre in size, in close proximity to the defined noise zones. These areas of higher concentrations of population, however, fall outside of the directly impacted areas. They do indicate that there has been demand for higher density development in areas close to the noise impacts, and so, in the absence of regulation to the contrary, the market demand could lead to greater levels of urbanization in noise affected areas, provided that the utilities, infrastructure, and environmental conditions necessary to support it are present.



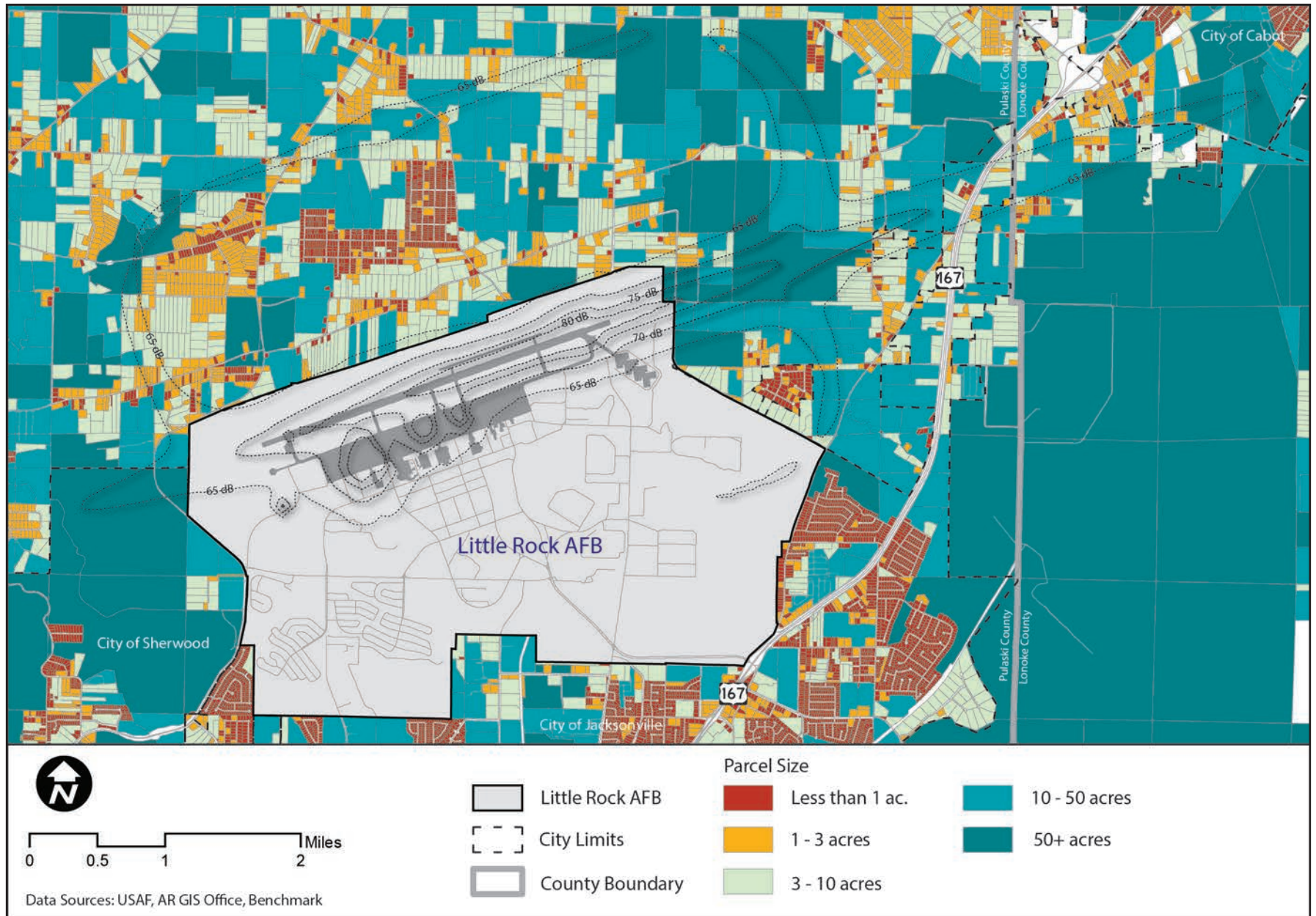
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Map 3.11: Little Rock Air Force Base Aviation Noise Zones: Generalized Existing Land Use





Map 3.12: Little Rock Air Force Base Aviation Noise Zones: Land Subdivision Pattern





Based on Air Force noise compatibility guidance and the currently observed land use and parcel density conditions in and around the areas of high noise impact, the study has found a generally compatible noise environment. The overall degree of compatibility is shown in [Map 3.13](#) on the following page. While there were number of incompatible uses identified within the noise impacted area, the overall amount of acreage found to be compatible equated to 73% of the land within the noise zones. Although 27% of the impacted acreage being identified as incompatible may seem like a substantial amount of land, fewer than 1/3 of the parcels that fall within the noise zones were determined to be incompatible. Of the 114 parcels that were determined incompatible, the vast majority were identified as residential dwellings within the 65–69 dBA noise zone (including dwellings on large tracts of rural/agricultural land). It should also be noted that until 2015, Air Force compatibility guidance would have determined residences within the 65–69 dBA and 70–74 dBA noise zones to be conditionally compatible, and so their observation as incompatible is a relatively recent change in assessment. A simplified version of the general noise compatibility guidance is shown in the table below.

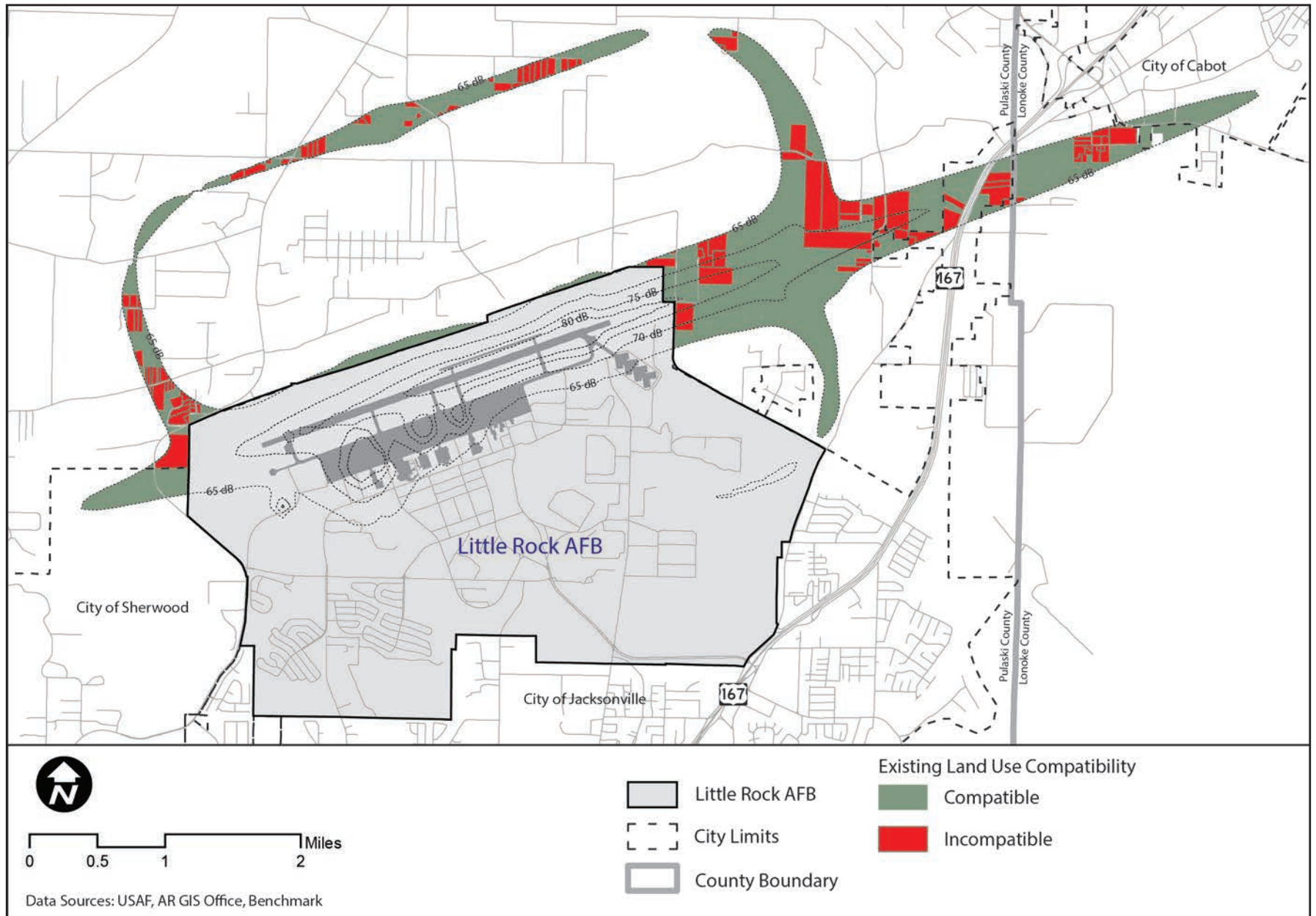
*Table 3.5: Simplified Aviation Noise Land Use Compatibility Chart*

LAND USE	NOISE LEVEL			
	65 to 70 DB	70 to 75 DB	75 to 80 DB	80 to 85 DB
Residential	N	N	N	N
Manufacturing	Y	Yx	Yx	Yx
Retail – General	Y	Yx	Yx	N
Restaurants	Y	Yx	Yx	N
Personal Services	Y	Yx	Yx	N
Hospitals	Yx	Yx	N	N
Government	Yx	Yx	Yx	N
Education	Yx	Yx	N	N
Public Assembly	Y	N	N	N
Parks	Y	Yx	N	N
Agriculture	Y	Y	Y	Y

Y = Recommended Yx = Recommended with Conditions N=Discouraged



Map 3.13: Little Rock Air Force Base Aviation Noise Zones: Existing Land Use Compatibility





## Zoning Compatibility

The cities of Jacksonville, Sherwood, and Cabot each have zoning regulations that apply to a portion of the areas that fall within the aviation noise contours generated by flight operations at Little Rock Air Force Base (see [Map 3.14](#)). In addition to their general zoning regulations, both Jacksonville and Sherwood have implemented an AICUZ overlay district that includes specific regulations to enhance the compatibility of land use within the affected areas. The extent of the cities' AICUZ overlay districts are defined with horizontal orange stripes in [Map 3.14](#). Combined, the municipal compatible use regulations cover around 835 of the nearly 2,150 acres of land (just under 40%) impacted by the noise contours that fall outside the installation boundary at Little Rock AFB.

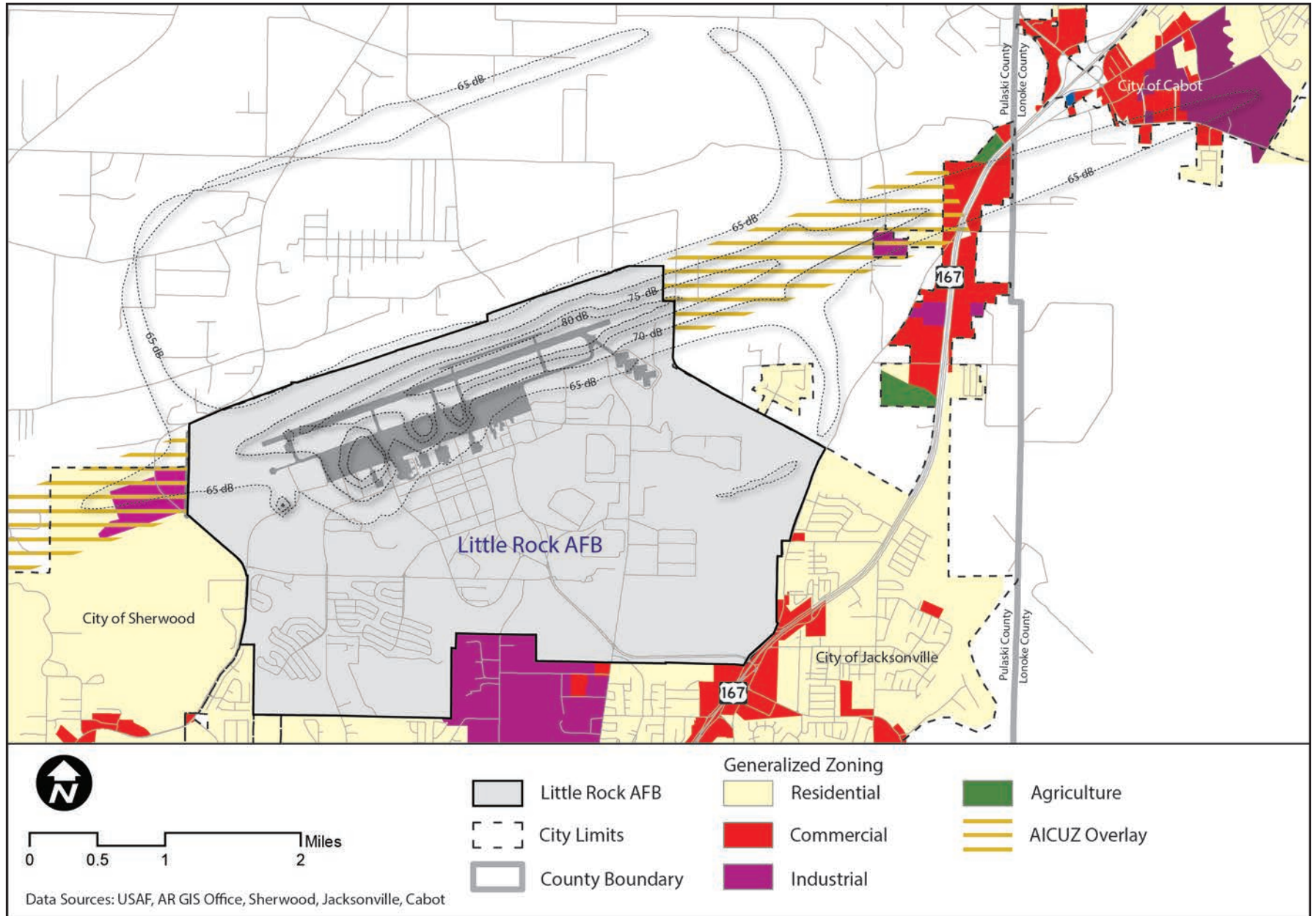
While the compatible use regulations afford a degree of enhanced protection for the affected areas, the general zoning district regulations (residential, commercial, industrial, etc.) applied by each of the three cities, where applicable, also influence the degree of compatibility for both current and potential land uses within the noise contours, including zoned areas that are outside of an AICUZ overlay. The areas that fall outside of the corporate limits and extraterritorial areas where zoning has been applied are within the jurisdiction of Pulaski County and Lonoke County and are not currently subject to zoning regulations.

Although similar in regulatory composition, the two municipal AICUZ overlay districts differ in one significant way from a compatible use standpoint. Sherwood's ordinance prohibits the establishment of residential dwellings within areas subject to 65+ dBA noise levels, while Jacksonville's ordinance permits them within areas subject to noise levels between 65 and 74 dBA. This, in turn, affects the overall degree of compatible use protection within the zoned areas because Jacksonville's jurisdiction covers a larger share of the portion of the noise contours that are subject to compatible use regulations.

The result of the assessment of compatible use protection provided by zoning regulation, including both general zoning district standards and the AICUZ overlays, is shown in [Map 3.15](#). The assessment compared the permitted uses as well as other factors, applied by each jurisdiction with the Air Force compatible use guidance in a similar manner to the existing land use compatibility assessment. Overall, the assessment found that, combined, approximately 280 acres (27%) of the 1,030 acres of the off-base land within the noise contours that is currently subject to municipal zoning regulation was compatible with Air Force land use compatibility guidance.



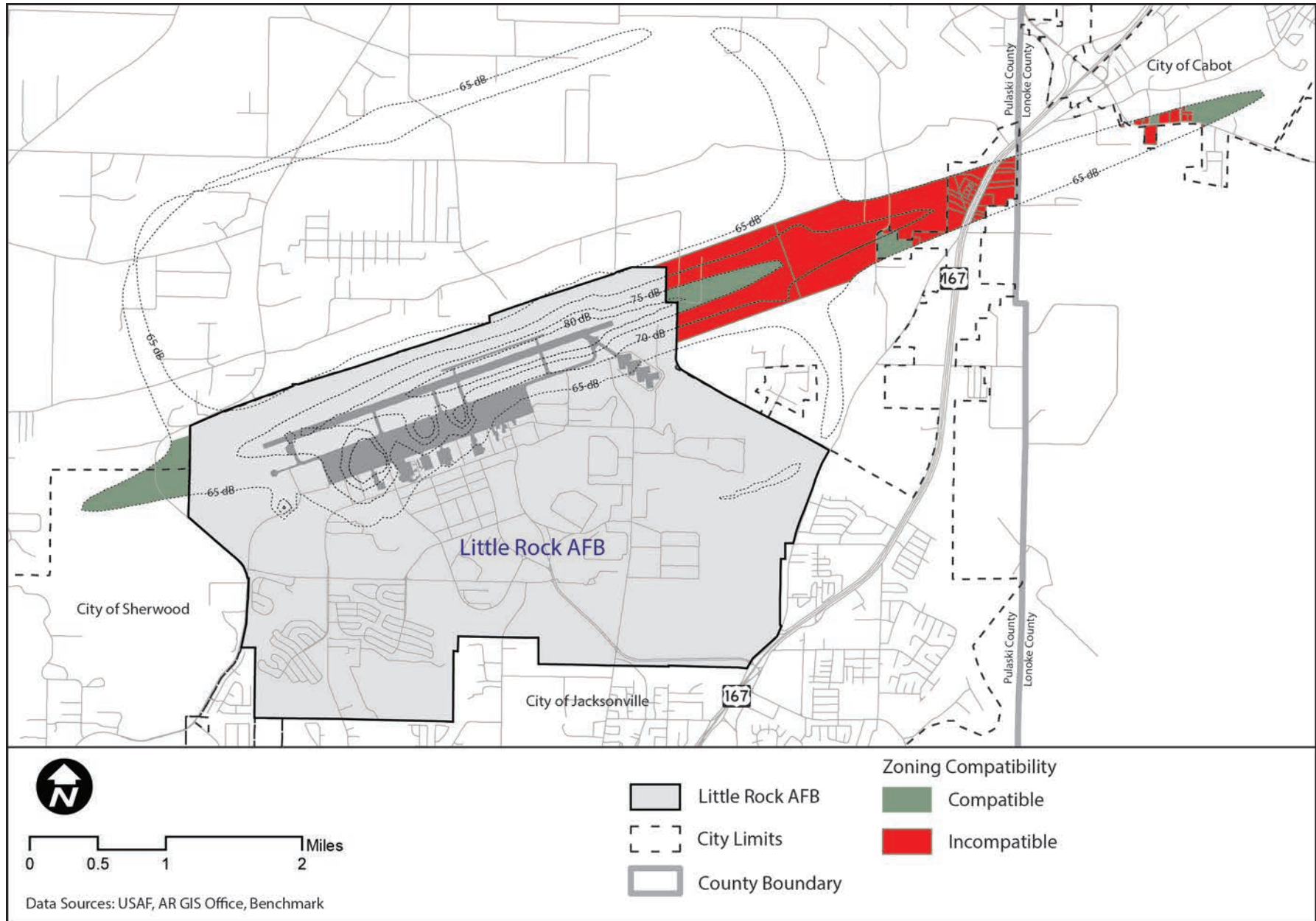
Map 3.14: Little Rock Air Force Base Aviation Noise Zones: Generalized Zoning





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Map 3.15: Little Rock Air Force Base Aviation Noise Zones: Zoning Compatibility





While all of the high noise area currently zoned by the City of Sherwood was determined to have compatible use protection through zoning regulations and 66% of the area within Cabot is compatible, based on the city’s general zoning regulations, only 14% of the area covered by Jacksonville’s zoning regulations have sufficient compatible use protection, despite the application of the city’s AICUZ overlay. As noted previously, this is due primarily to the permitting of residential dwellings in areas that fall within the 65–74 dBA noise contour. The remainder of the area impacted by the noise contours that is outside of the current zoning jurisdiction of the three cities is not assessed on this metric since zoning regulations have not been applied.

### Future Land Use Compatibility

The cities of Jacksonville, Sherwood, and Cabot each have adopted future land use plans that cover portions of the area impacted by aviation noise zones associated with Little Rock Air Force Base. Combined, just over 300 acres (14%) of the 2,150 acres of land impacted by aviation noise are covered by an adopted land use plan. The designated future land use classifications, are shown on the following page in [Map 3.16](#). Sherwood’s future land use map assigns rural/agricultural land use classifications to the portion of the noise contours covered by its plan, while Jacksonville’s plan has commercial future land use designated along the US 167 corridor where the noise contours intersect with the extent of its adopted plan, and the City of Cabot’s plan includes a mixture of residential, institutional, commercial and industrial future land use classifications where the noise contours fall within the boundaries of its future land use map.

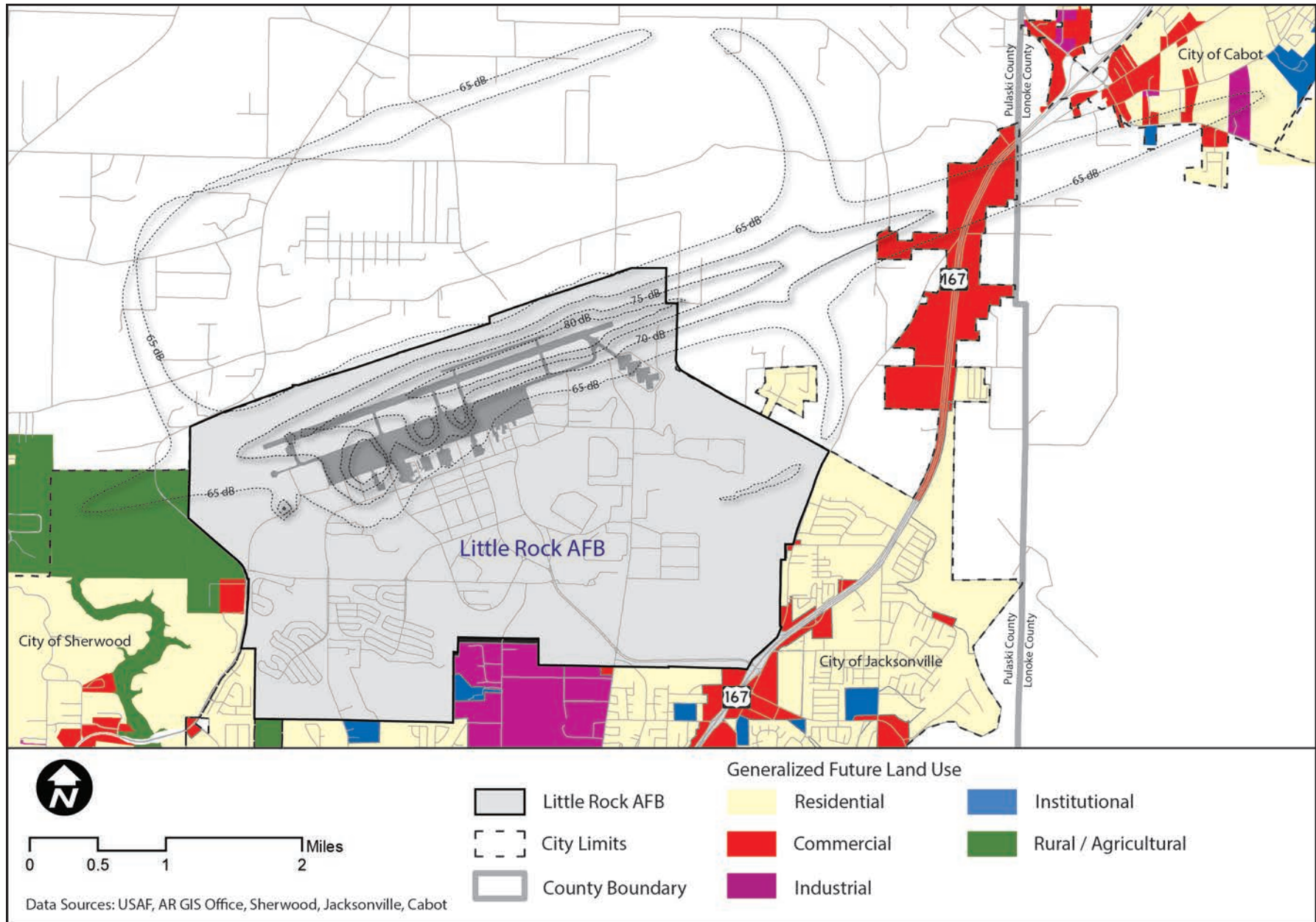
Like the existing land use and zoning assessments, the future land use classifications were compared to the Air Force compatible use guidance to determine the degree of compatibility that the adopted future land use plans provided for the areas that fall within the aviation noise contours. The result of the assessment, shown in [Map 3.17](#), found that overall, approximately 70% of the land included in the cities’ future land use maps within the noise contours had been designated with a future land use type that was compatible with the Air Force Compatibility guidance. This included 100% of the land designated by Jacksonville, 55% of the land area within Sherwood’s future land use plan, and 29% of the land within Cabot’s future land use plan. Like the zoning assessment, the absence of future land use guidance for the majority of the area that falls within the noise contours means that an assessment of the entirety of the impacted area is not possible. However, it can be assumed that the absence of planning guidance could lead to outcomes throughout the remainder of the area that are incompatible with Air Force compatible use guidance, particularly where there are no other constraining factors, such as zoning regulations, in place to guide land use and development decisions.



# Little Rock AFB Compatible Use Study

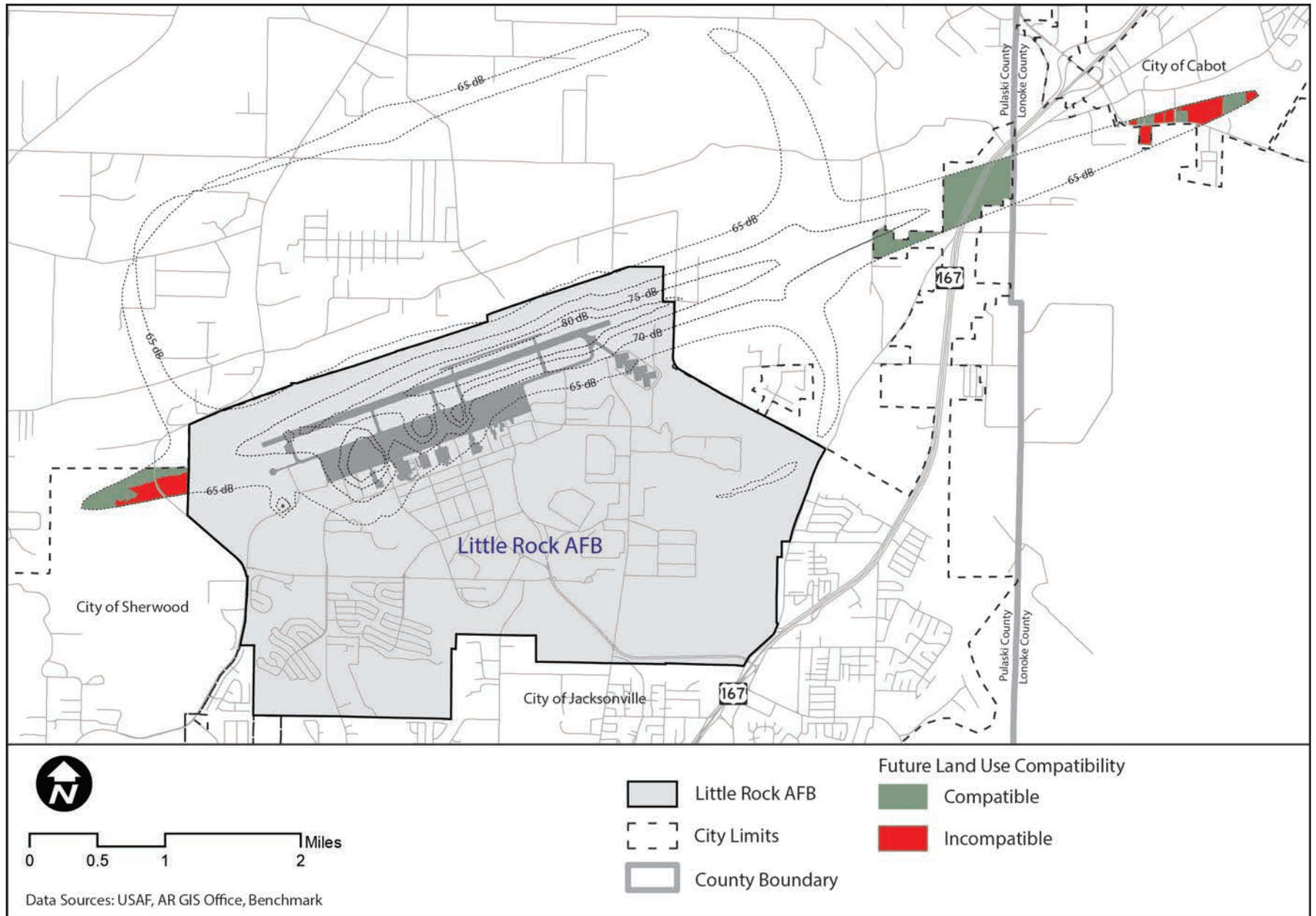
## Chapter 3: Conflict & Compatibility Analysis

Map 3.16: Little Rock Air Force Base Aviation Noise Zones: Generalized Future Land Use





Map 3.17: Little Rock Air Force Base Aviation Noise Zones: Future Land Use Compatibility



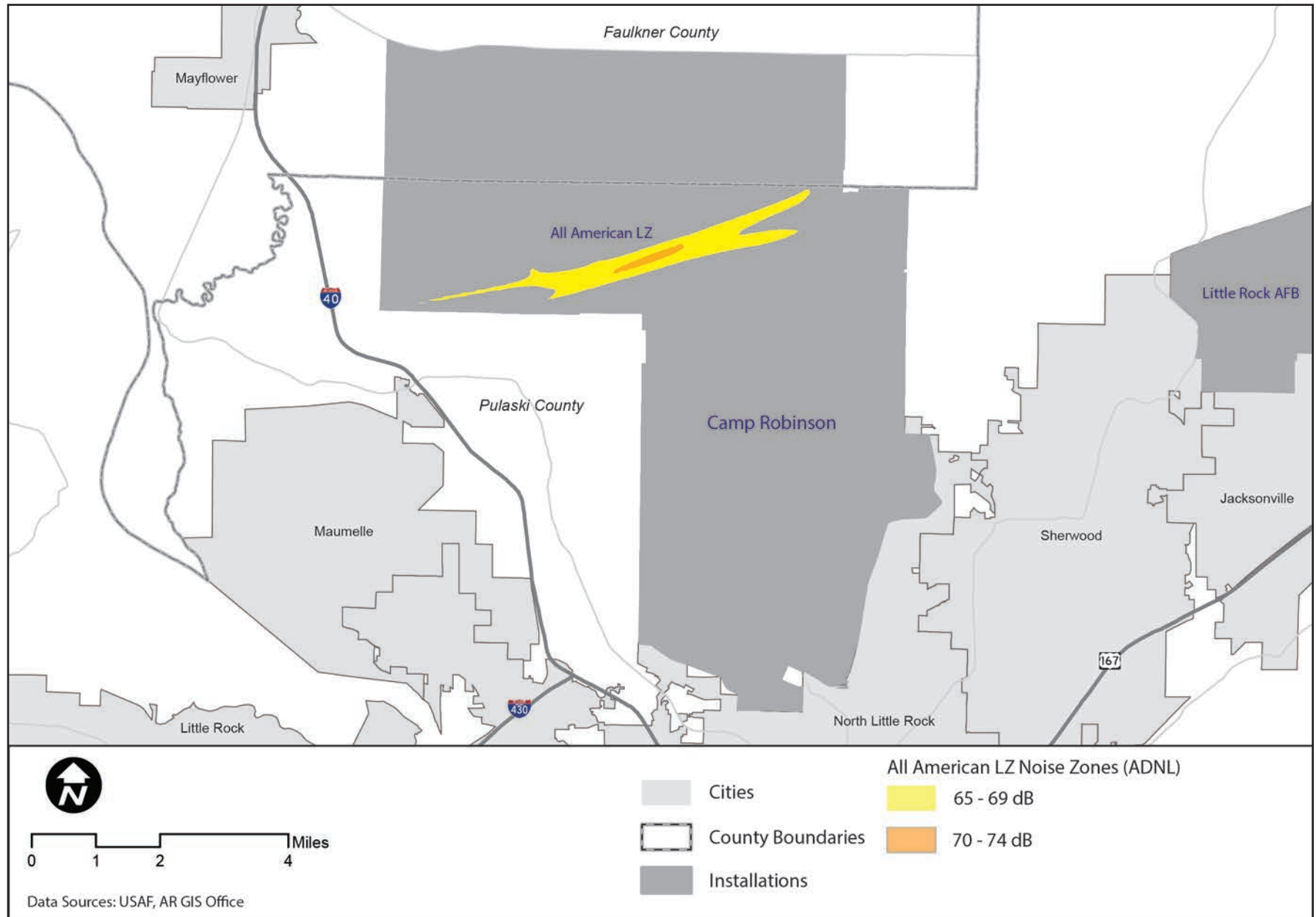


## All-American Landing Zone Noise Environment

In addition to the noise contours that have been established for aviation operations at Little Rock Air Force Base, similar noise zones have been identified that are associated with flight training operations that take place at the All-American Landing Zone. This sub-installation is used for flight operations by pilots training at Little Rock AFB, but it is located on Camp Robinson, an Arkansas Army National Guard installation located west of the base in Pulaski and Faulkner counties. These noise zones, shown in [Map 3.18](#) on the following page, include 65–69 dBA and 70–74 dBA noise contours. As the map indicates, the area covered by these noise contours does not extend off of Camp Robinson, and so there is not currently a compatible use concern related to noise generated by operations at All-American Landing Zone.



Map 3.18: All-American Landing Zone (Camp Robinson): Aviation Noise Zones





## IV. Obstructions to Aerial Navigation

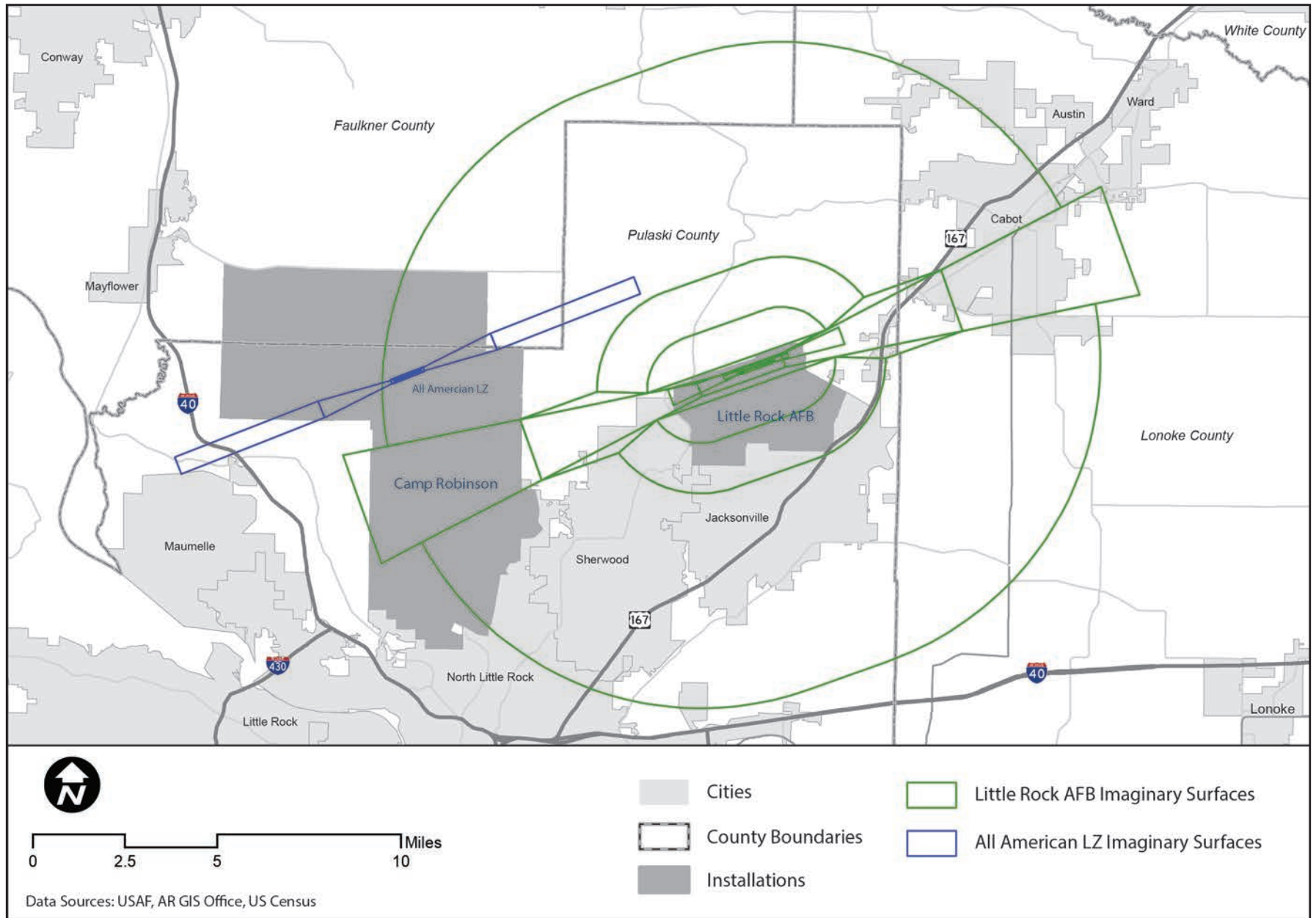
The ability of pilots training at Little Rock Air Force Base to navigate in an environment free of vertical obstructions that can pose a safety hazard is a critical compatibility factor that affects both the Air Force and civilian communities within low-level flight area. Typical obstructions include tall structures, such as telecommunications towers, water towers, wind turbines, and similar man-made features, which, if not properly reviewed before siting, can pose a danger to low-flying aircraft. The FAA has primary responsibility for coordinating the siting of such structures with aviation facilities, including those operated by the military. This is accomplished through the FAA's Obstruction Evaluation/Airport Airspace Analysis (OE/AAA) and the Department of Defense Siting Clearinghouse.

While the OE/AAA has review authority for potential obstructions, as a federal agency, it does not have land use regulatory authority, which is a power reserved by the states and generally delegated to local governments. The reviews performed by OE/AAA are technical and advisory in nature, with a focus on determining whether a tall structure poses a hazard to safe aerial navigation. If a review determines that a hazard exists, that is communicated to the applicant and the affected aviation facility, but the final approval or denial of such a structure is left for a final decision by the applicable state or local agency.

The areas of greatest concern for potential vertical obstructions fall within areas known as imaginary surfaces that are associated with runways. The extent of the imaginary surfaces associated with Little Rock Air Force Base and All-American Landing Zone are shown in [Map 3.19](#). The surfaces associated with Little Rock Air Force Base are established in 14 CFR Part 77, Subpart C. The elevation of the surfaces is tied to the reference elevation of the runway at the base (indicated by LRAFB to be 311 feet above MSL), and thus changes in topography can affect the height at which a structure can pose a hazard. Generally speaking, the surfaces closest to the runway have the lowest elevation, and extend upward to an altitude of 500 feet above the runway surface and outward to a distance of just under 10 miles at their greatest extent. As a non-standard runway, the All-American Landing Zone has imaginary surfaces that are similar to those at LRAFB, but are established in the DoD Unified Facilities Criteria Airport and Heliport Planning and Design manual (UFC 3-260-01). Since this particular type of imaginary surface is not established in the CFR, it is important for the base to ensure that its location and extent are known to the FAA to ensure coordination, notice and review of potential obstructions.



Map 3.19: Airfield Imaginary Surfaces: Little Rock Air Force Base and All American Landing Zone





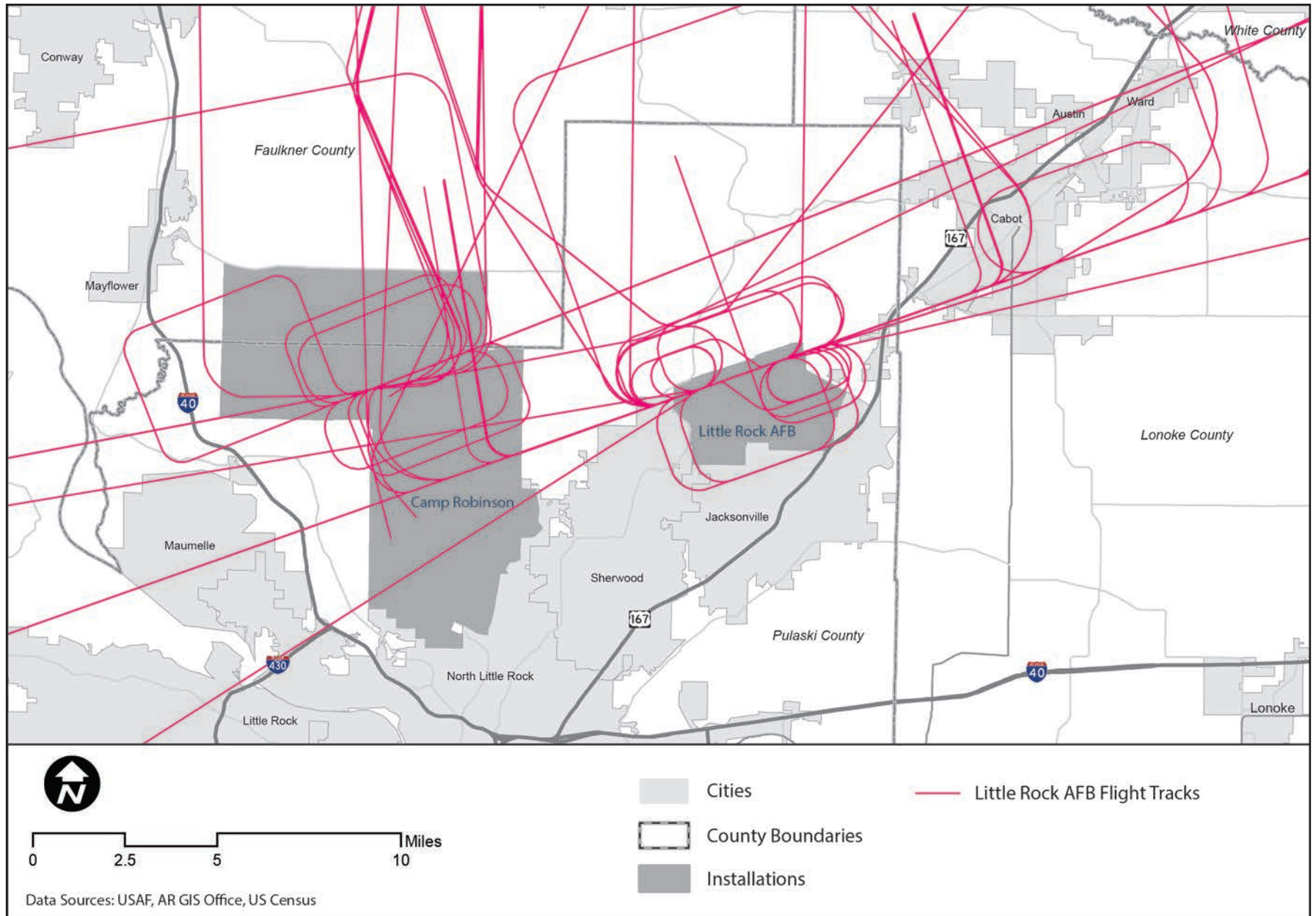
[Map 3.20](#) on the following page shows the location and density of the flight tracks that are utilized by pilots training at Little Rock Air Force Base to approach and depart from the base and the All-American Landing Zone. As the map shows, the flight tracks, have significant correlation to the imaginary surfaces associated with each of the facilities. By protecting airspace within the imaginary surfaces from encroachment by vertical obstructions to navigation, the communities can help to preserve the viability of the base's aviation mission.

As part of the compatibility analysis, the location of known tall structures was analyzed in the context of the imaginary surfaces for both Little Rock Air Force Base and All-American Landing Zone. An obstruction study prepared by the base was also reviewed to identify any known off-base structures that penetrated the imaginary surfaces. While not exhaustive, the analysis observed only two instances where tall structures exceeded the elevation at which they might interfere with safe aerial navigation. The first, a cellular tower located off of Highway 107 west of the base that penetrates the inner horizontal surface, was previously identified by the base in its obstruction study. The second is a telecommunications tower located on a ridge along Highway 107 north of the base near the Pulaski/Faulkner County line that likely penetrates the outer horizontal surface. The locations of known telecommunications towers and the two identified obstructions are shown in [Map 3.21](#).

In taking a comprehensive look at potential obstructions within the overall study area, a review of FAA wind turbine mapping data was completed as part of the CUS. At the time of the review, no wind farms were identified in the study area. Wind power planning data was also reviewed as part of the study, and no defined areas of high wind energy generation potential were identified in the study area either. Despite the low likelihood of wind energy development in the study area at the present time, advances in wind turbine technology could make the immediate region more viable for the establishment of wind power projects in areas that could cause compatibility concern in the study area, and therefore ongoing vigilance is warranted on the part of the study partners.



Map 3.20: Military Aviation Flight Tracks: Little Rock Air Force Base and All-American Landing Zone

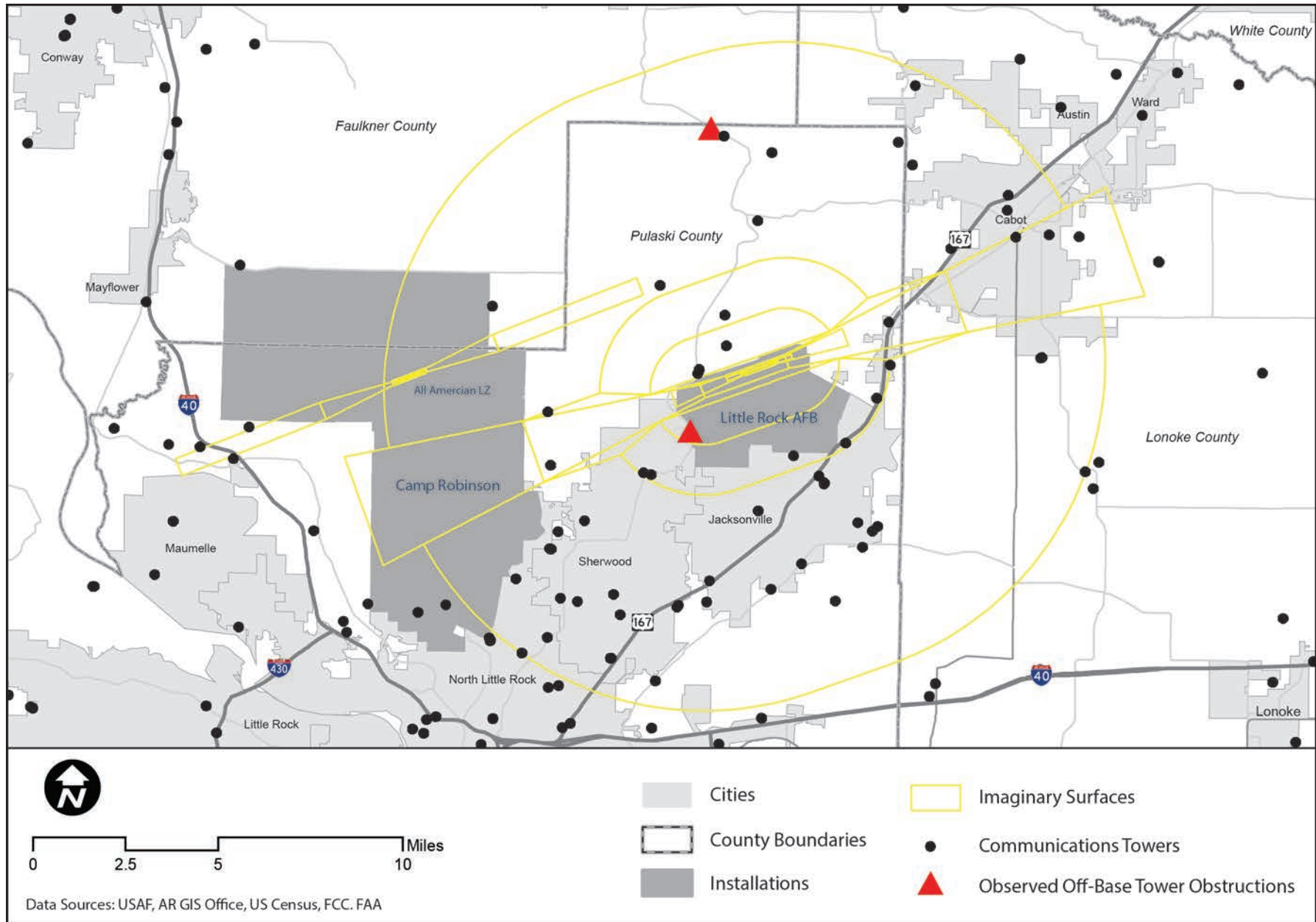




# Little Rock AFB Compatible Use Study

## Chapter 3: Conflict & Compatibility Analysis

Map 3.21: Telecommunication Tower Locations and Airfield Imaginary Surfaces



## V. Blackjack Drop Zone

Blackjack Drop Zone is a geographically separate training facility owned by Little Rock Air Force Base located east of Highway 5 in western White County. The drop zone consists of approximately 295 acres of land, and is surrounded by a compatible use easement consisting of an additional 100 acres that the Air Force purchased to prevent incompatible land uses from encroaching on the drop zone. The drop zone, its compatible use buffer and the primary flight tracks for airdrops are shown on [Map 3.22](#) on the following page. Blackjack's rural location affords a degree of inherent protection from encroachment as well, but White County does not currently regulate land use through zoning, nor does it have subdivision regulations or building permitting requirements, which means that any potential encroachments around the drop zone would most likely be discovered after the fact.

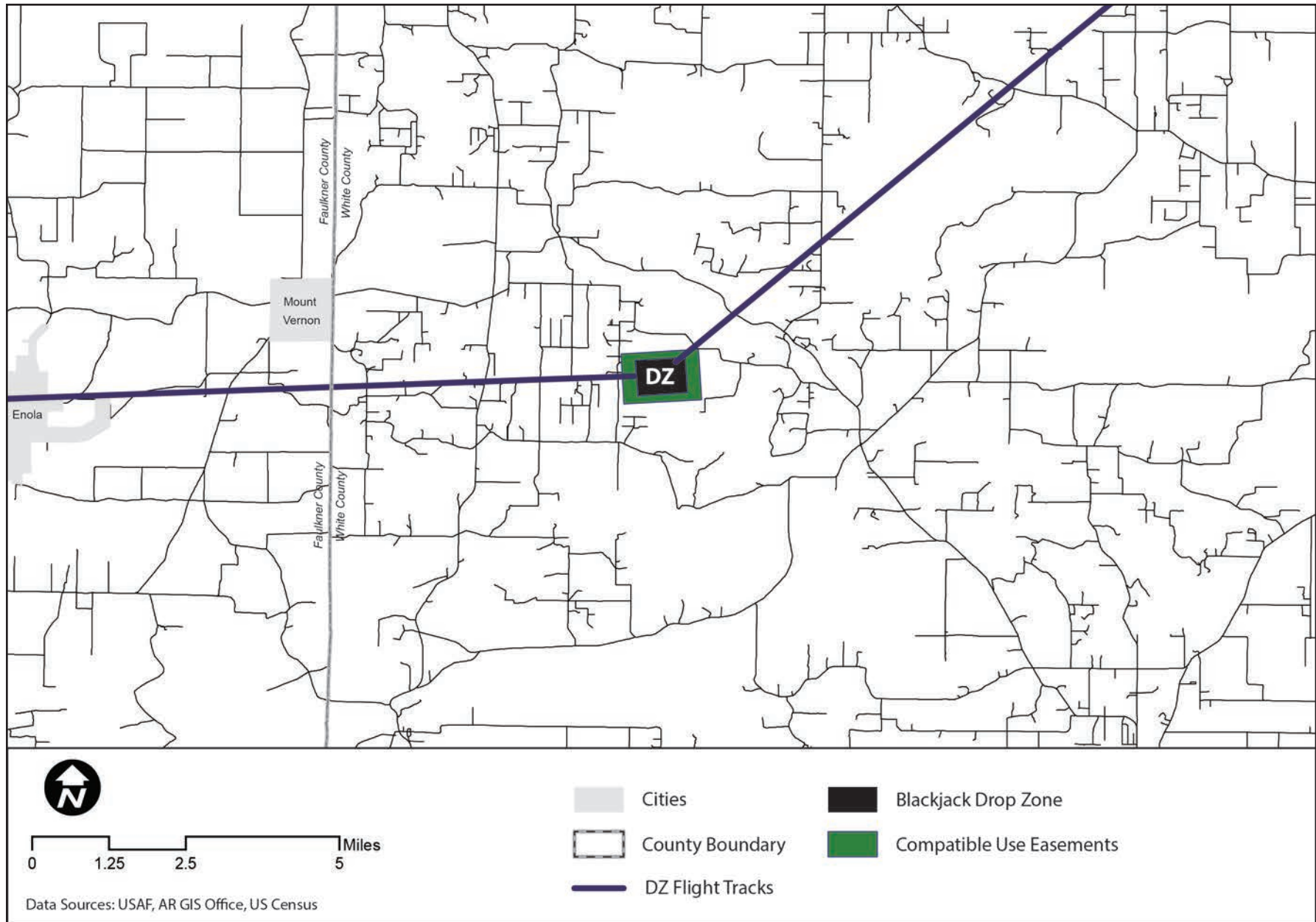


As its name implies, Blackjack DZ is the base's primary facility for airdrop training, which is a critical component of its overall pilot and aircrew training mission. According to the 2011 AICUZ study, airdrops are generally performed with aircraft flying at altitudes between 600 and 1,200 feet above ground level, with some airdrops occurring as low as 500 feet above ground level. With flights occurring at this level, the primary compatibility concerns would tend to be tall structures that could interfere with safe navigation and dense development patterns that could expose residents and noise-sensitive land uses to the hazards from missed airdrops and the potential for annoyance (and thus complaints) due to the noise from low flying aircraft.



Little Rock AFB Compatible Use Study  
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Map 3.22: Blackjack Drop Zone: Overview and Drop Zone Run-In Flight Tracks





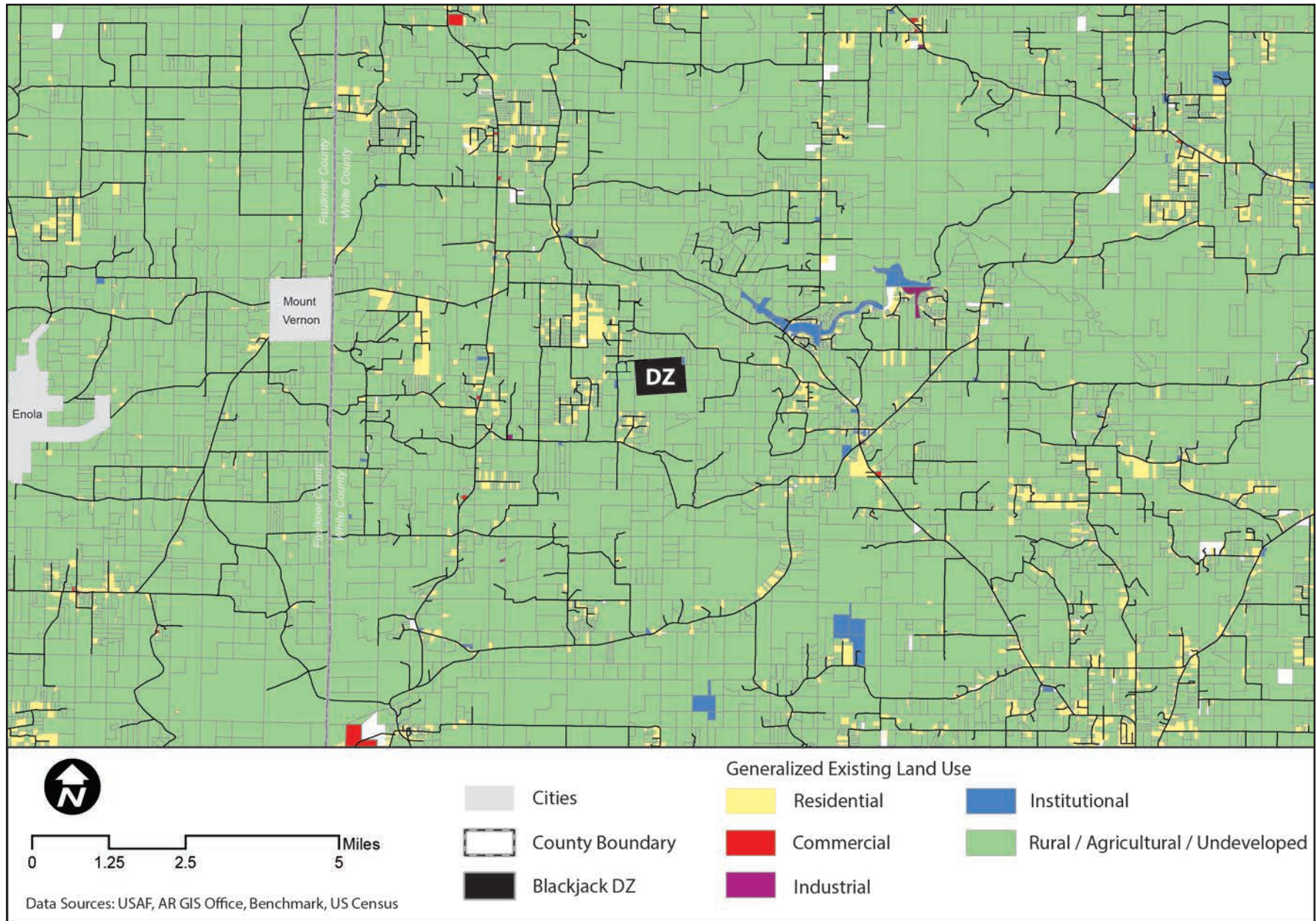
As noted, Blackjack DZ is located in a fairly rural portion of western White County. The existing land use pattern, shown in [Map 3.23](#), reveals a landscape primarily comprised of tracts of agricultural and undeveloped land, including those parcels that immediately border the drop zone that comprise the majority of the compatible use buffer area. Despite the overall rural nature of this part of White County, there are several pockets of residential development located in fairly close proximity to the drop zone, with small subdivisions identified on the map to the northwest, west and southwest within one mile or less of the drop zone property and its compatible use buffer. These developed areas are further identified by the relatively small size of the lots that have been subdivided, as shown in [Map 3.24](#), when compared to the much larger tracts of rural and agricultural land that surround them.

While there is no standard in this instance for determining whether the area around the drop zone is strictly compatible with the training mission and its potential impacts, the further subdivision of land into small parcels and development of the area with additional residential uses could pose future compatibility issues if a larger population is exposed to the potential for annoyance from low-level aircraft overflight and hazards associated with airdrop training.

With regard to the issue of potential obstructions to safe navigation, the study reviewed the location of known telecommunications towers in the area surrounding the drop zone (see [Map 3.23](#)). As the map shows, despite the rural location of the drop zone, the immediate area does contain a number of existing telecommunications towers, and though none are known to be hazards, several are located within two to three miles or less from the primary flight tracks. The presence of this number of towers in such a rural area indicates a likely future demand for additional wireless telecom infrastructure, which in turn could lead to a higher potential for an obstruction to be created.

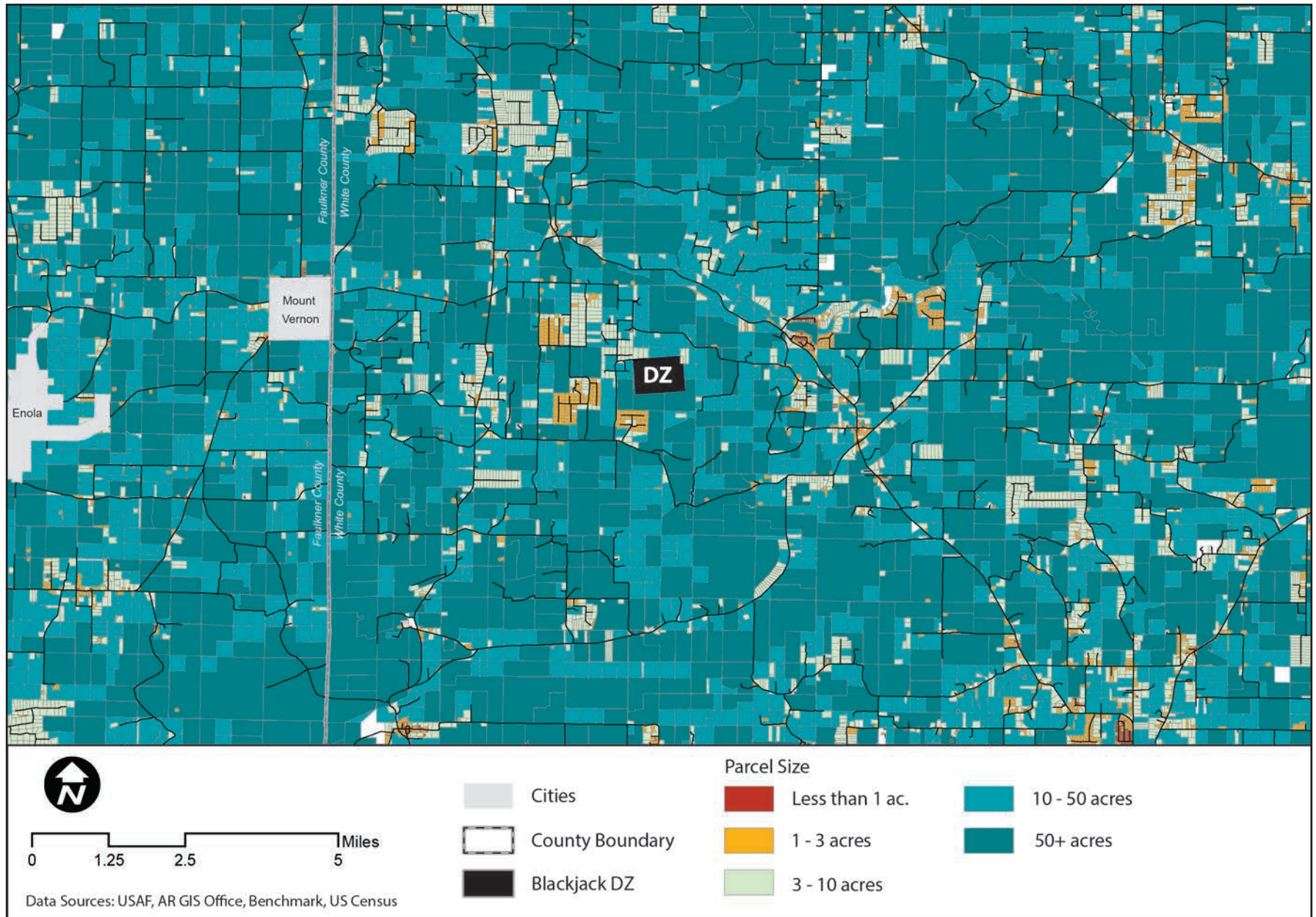


Map 3.23: Blackjack Drop Zone: Generalized Existing Land Use





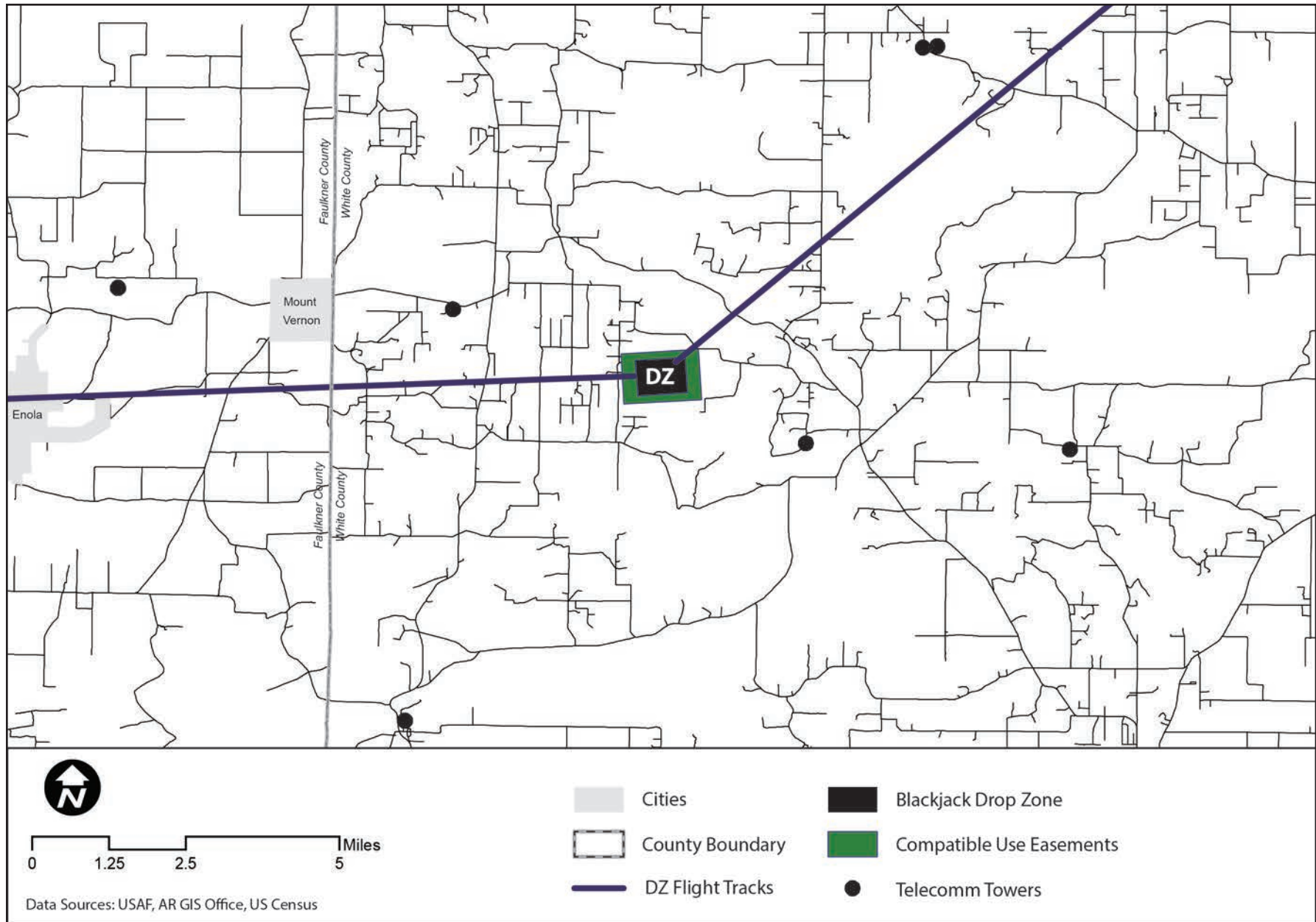
Map 3.24: Blackjack Drop Zone: Land Subdivision Pattern





Little Rock AFB Compatible Use Study  
**Chapter 3: Conflict & Compatibility Analysis**

Map 3.25: Blackjack Drop Zone: Telecommunication Tower Locations and Drop Zone Run-In Flight Tracks





## **VI. Civilian Unmanned Aircraft Systems Operations**

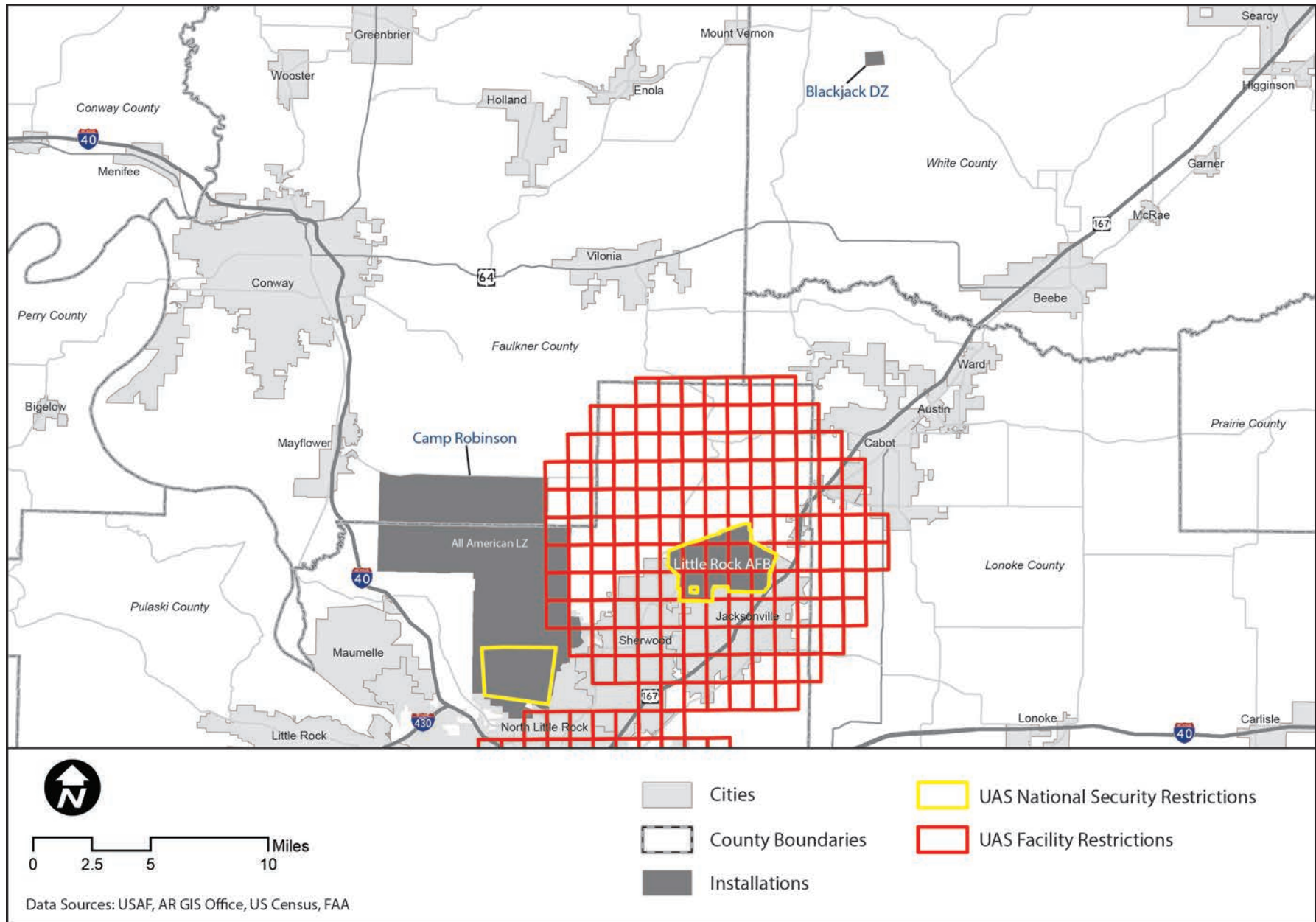
The rapid growth in both the commercial and recreational use of unmanned aircraft systems (UAS ) or drones has necessitated a heightened awareness of their potential to interfere with military aviation, particularly in the vicinity of military airports and low-level training areas. While the FAA regulates the operation of UAS by civilians, and has imposed altitude restrictions and defined certain areas as off limits for their use, a review of the current UAS restrictions in the study are revealed the potential for conflict, and thus hazard, in areas that are critical for military aviation but are not yet subject to FAA regulation. As [Map 3.26](#) on the following page shows, the current extent of federal UAS flight restrictions only covers the base proper and its Class C airspace in addition to the cantonment area at Camp Robinson and KLIT airport's Class D airspace. Absent from explicit FAA restriction or regulation at the present time are the airspace above All-American Landing Zone on Camp Robinson and Blackjack Drop Zone. Without the inclusion of these facilities in the FAA regulations, hobbyists and commercial operators could inadvertently fly into areas that could disrupt training and cause hazards to low flying military aircraft.



# Little Rock AFB Compatible Use Study

## Chapter 3: Conflict & Compatibility Analysis

Map 3.26: Unmanned Aircraft Systems Flight Restrictions





## VII. Explosives Safety Zones

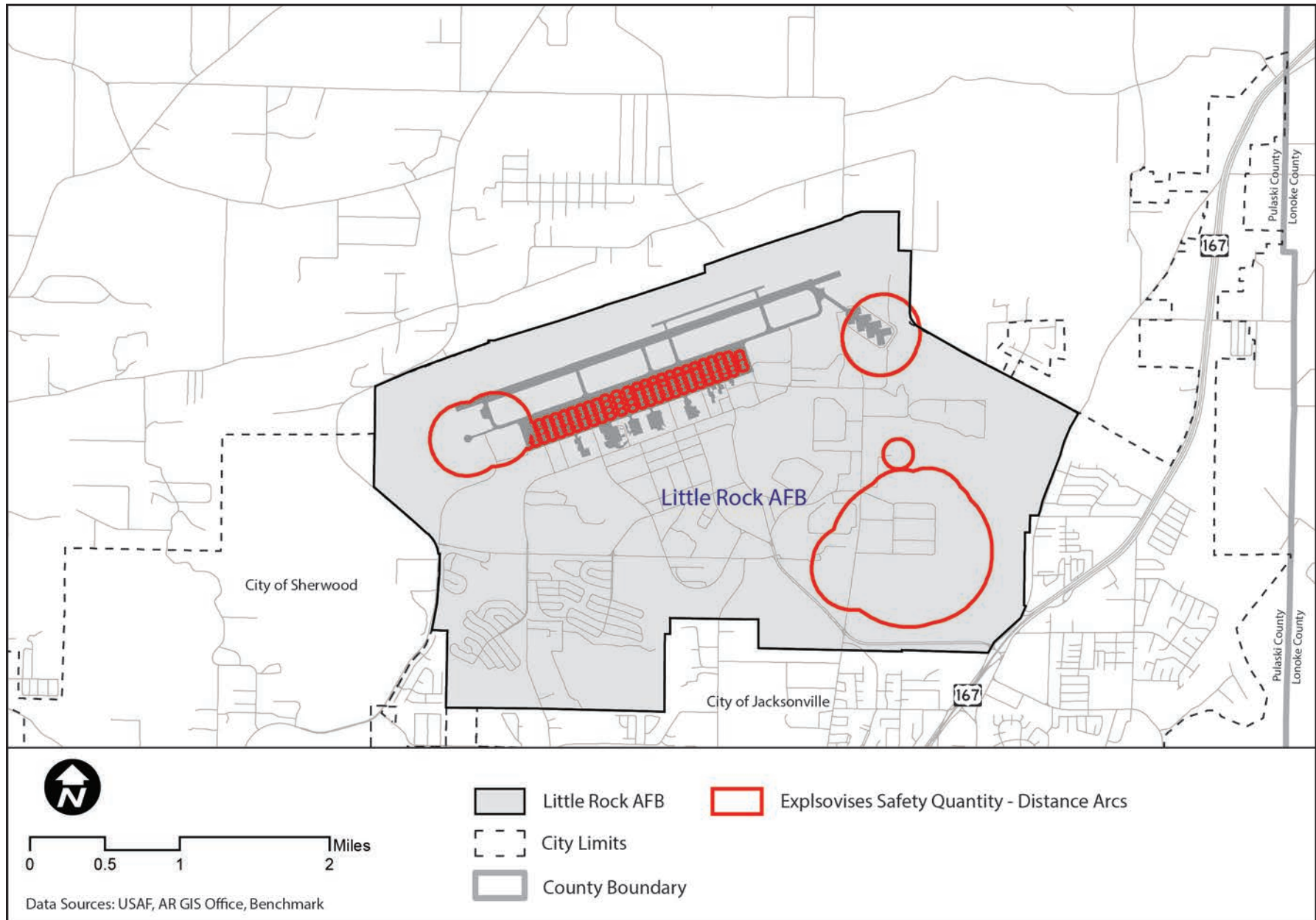
The Department of Defense Explosives Safety Board promulgates regulations (Defense Explosive Safety Regulation) for the safe handling and storage of explosive materials by DoD agencies and licenses locations on military bases that house explosives. Little Rock Air Force Base has a number of licensed explosives storage areas, and each area has a minimum required separation distance (quantity-distance arcs) from other explosives storage sites and unrelated uses, such as inhabited buildings. The required distances for separation of these sites on the base from inhabited buildings is shown in [Map 3.27](#) on the following page.

In the majority of circumstances, these licensed storage sites and their explosives safety quantity-distance are situated in such a manner where the entire safety zone is contained within the boundary of the installation. A careful review of the map reveals that the explosives safety zone associated with a pad in the alert area (“Christmas tree”) extends slightly off of the installation, across an intervening road (West Maddox Rd.) and onto private property. Because the safety zone encroached onto private property, the license for that pad was required to have an accompanying compatible use easement, much like what surrounds Blackjack Drop Zone. In this case, the Air Force purchased the perpetual development rights on the four acres of affected property and now makes regular inspections to ensure that it remains compatible with the potential explosive safety hazard.



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Map 3.27: Little Rock Air Force Base: Explosives Safety Quantity-Distance Arcs





# Chapter 4:

## Arkansas Planning and Land Use Framework



## **I. General Planning Overview**

Arkansas categorizes municipalities into three classes, first, second, and incorporated, which determines the municipality's legislative autonomy. First class cities have populations exceeding 2,500; second-class cities have populations exceeding 500; and incorporated towns have populations under 500. Arkansas is a limited home rule state, and grants home rule authority to first-class cities, while maintaining Dillon's Rule authority over second-class cities and incorporated towns. Unless specified by statute, cities not expressly granted home rule authority are limited in their legislative autonomy.

Home rule grants to municipalities and/or counties the power to govern and pass laws as they see fit and where not preempted by state and federal constitutions or laws. Section 14-43-602 of the Arkansas Code of 1987 Annotated (A.C.A.) states that "a [first-class] municipality is authorized to perform any function and exercise full legislative power in any and all matters of whatsoever nature pertaining to its municipal affairs, including, but not limited to, the power to tax." In contrast, Dillon's Rule only confers onto municipalities and counties the powers expressly granted in the constitution, those necessarily implied or necessarily incident to the powers expressly granted; or those powers that are indispensable or absolutely essential to the municipality or county. The State of Arkansas has several regulations regarding land use planning authority for local governments and land use planning requirements around military airfields.

The Primary Concern Jurisdictions involved in this study include Pulaski County and Lonoke County and the cities of Cabot, Sherwood, and Jacksonville, which are first-class municipalities. These municipalities have the power to enact their own planning ordinances and can regulate the area around Little Rock Air Force Base to ensure compatibility with and safety near the base. Section 14-56-404 of the Arkansas Code states that a first-class municipality may create a planning commission to adopt and enforce plans for the development of the municipality. Arkansas also permits joint planning agreements between two or more cities of the same class or between adjacent cities and counties, which permits joint cooperation in the exercise and performance of planning powers, duties, and functions as provided by state law for cities and counties.<sup>1</sup>

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<sup>1</sup> A.C.A. § 14-17-302



## II. Extraterritorial Jurisdiction

Arkansas allows municipal planning commissions to exercise territorial jurisdiction over lands beyond the corporate limits. In order to exercise these planning powers, a city must designate the planning jurisdiction within which it will act, based on population size; cities of 8,000 to 60,000 may exercise jurisdiction up to one mile beyond the city limits, cities of 60,000 to 150,000 may exercise jurisdiction up to two miles outside the city limits, and cities with a population over 150,000 may exercise jurisdiction up to three miles outside the city limits.<sup>2</sup> If the corporate limits of two or more municipalities are less than ten miles apart, like the cities of Jacksonville and Sherwood, the limits of their respective extraterritorial jurisdictions is a line equidistant between them or as agreed on by the municipalities.<sup>3</sup>

The state grants planning jurisdiction over certain military matters for first-class cities within five miles of an active military base.<sup>4</sup> These cities are required by the statute to adopt an ordinance that restricts or prohibits future uses within five miles of the city that might be hazardous to aircraft operation, including activities that:

- Release into the air any substance that would impair visibility or otherwise interfere with the operation of aircraft (i.e., steam, dust, or smoke); produce light emissions, either direct or indirect, that are reflective and that would interfere with pilot vision
- Produce electrical emissions that would interfere with aircraft communications systems or navigational equipment
- Attract birds or waterfowl, including, but not limited to, the operation of sanitary landfills, maintenance of feeding stations, or the growing of certain vegetation
- Provide for structures within ten feet of aircraft approach, departure, or transitional surfaces
- Expose persons to noise greater than 65 decibels

These cities must also ensure that local ordinances restrict future uses in the five-mile area that violate the height restriction criteria of Federal Aviation Regulation, 14 C.F.R. Part 77, Subpart C. The ordinance must also comply with the 2011 Little Rock Air Force Base AICUZ Study, focusing on public safety and the safe practice of airway operations. The ordinance may not prohibit single-family residential use on tracts one acre or more in area, provided that future construction complies with Guidelines for the Sound Insulation of Residences Exposed to Aircraft Operations, Wyle Research Report WR 89-7, and is regulated and inspected in accordance the city's existing building permit and inspection ordinances and procedures.<sup>5</sup>

<sup>2</sup> A.C.A. § 14-56-413

<sup>3</sup> A.C.A. § 14-56-413

<sup>4</sup> A.C.A. § 14-56-426

<sup>5</sup> A.C.A. § 14-56-426



### III. State Programs

This section discusses the relevant state statutes, commissions, and departments related to the development and compatibility of land around or near the Little Rock Air Force Base.

**Arkansas Department of the Military:** A.C.A. § 25-43-1201 establishes the Department of the Military as a cabinet-level division within the state government. The executive head of the Department of the Military is the Secretary of the Department of the Military, who is appointed by the governor subject to confirmation by the state senate. Section 12-63-101-305 governs military affairs and property, including armories, landing fields, and hangars at Air Force bases. The Secretary of the Department is responsible for designating, purchasing, and constructing armories and airfields; granting easements; or disposing of military property in a manner he or she sees fit that does not interfere with the operation of the Air Force base. The Secretary is authorized to enter into reciprocal agreements with any surrounding state regarding the loan, lease, or exchange of Arkansas National Guard equipment under his or her authority and control.

**Arkansas Economic Development Commission:** A.C.A. § 25-11-101 establishes the Arkansas Economic Development Commission (AEDC), which creates economic opportunity by attracting higher paying jobs, expanding and diversifying state and local economies, increasing income and investment, and generating positive growth throughout Arkansas. The Commission supports various military-related programs around the state that strengthen and sustain military installations in Arkansas and that result in economic growth in the host community, surrounding regions, and the state.

**Relevant Environmental Law:** The Division of Environmental Quality is involved with military property purchases and economic development projects that ensure any project is compatible with environmental protection efforts. A.C.A. § 8-13-101 establishes the role of Director of the Division of Environmental Quality, who is responsible for establishing and prescribing the duties of each division or office of the state government for the conduct of environmental affairs.

**Rural Development Commission:** A.C.A. § 15-6-102 creates the Arkansas Rural Development Commission and the Rural Services Division of the AEDC, which serves as the focal point for generating rural development policy initiatives for the State of Arkansas. The goal of the Commission is to revitalize rural communities and provide assistance and attention to those communities from state government. If rural lands develop around or near the LRAFB, it is important that the development remain consistent with the use, safety, and height requirements for military airfields. The Commission provides assistance to the Secretary of the Department of



Commerce and the general assembly in the integration and formulation of state rural development and revitalization policy and long-range plans for rural areas.

## A. Local Government

Arkansas Code Title 14 establishes the form and function of county and municipal governments. Counties and first-class municipalities have the authority to create planning commissions and draft zoning ordinances to regulate local zoning. Local zoning ordinances should be consistent with state and federal guidelines for Air Force compatibility and must comply with any relevant laws regarding development near active military facilities. This section highlights the state statutes that grant authority to county and municipal governments to exercise control over local zoning and planning.

### i. County Government

The Arkansas Constitution, Amendment 55, §1, permits county governments to exercise local legislative authority that is not expressly prohibited by the Arkansas Constitution. Each county has a County Planning Board charged with promoting the public interest in planning and preparing an official plan for its development. The board may prepare and recommend an official plan for the development of the county.<sup>6</sup> The board shall have the authority to confer with federal, state, municipal, and other county and regional authorities regarding matters pertaining to or affecting the planning or development of the county, or vice versa, for the purpose of assuring proper coordination of county development with that of other political subdivisions.<sup>7</sup> The county plan must promote the health, safety, convenience, prosperity, and welfare of the people in the county while remaining harmonious other federal, state, and local regulations and plans in the state. This includes ensuring that the county development plan is congruent with active military airfields, conservation and environmental protection, flood abatement, the provision of adequate public facilities and utilities, housing and transportation, and other matters that are logically integral to the long-term plan for orderly development or redevelopment of a county.

The County Planning Board has the authority to administer ordinances controlling the development of land through subdivision layout requirements, setbacks, and other zoning ordinances. The board has the authority to prepare a zoning ordinance for all or part of the unincorporated area of the county. It may provide for districts of compatible uses; for large-scale unified development;

<sup>6</sup> A.C.A. § 14-14-801

<sup>7</sup> A.C.A. § 14-17-205(b)



for the control and elimination nonconforming uses; and for such other matters as are necessary to the health, safety, and general welfare of the county. The zoning ordinance designates districts or zones of such shape, size, or characteristics as deemed advisable for all or part of the unincorporated area of the county. Finally, the regulations imposed within each district or zone must be uniform throughout the district.

## ii. Municipal Government

First-class cities, second-class cities, and incorporated towns have different levels of autonomy for purposes of zoning and land use planning. All three types of municipalities have the power to adopt and enforce plans for the coordinated and harmonious development of the municipality and its environs. Following the adoption and filing of the land use plan, the planning commission may prepare for submission to the legislative body a recommended zoning ordinance for the entire area of the municipality.<sup>8</sup>

Cities of the first and second class are authorized to establish zoning districts. Zones may be of three classes: manufacturing and industrial, commercial, and residential. The state grants additional powers to cities of the first class. This includes granting building permits for the construction of houses pursuant to established guidelines establishing the local quality requirements. A city may not issue a permit for a house or structure deemed unsafe, unsanitary, obnoxious, or detrimental to the public welfare. First-class cities also have the authority to appoint and remove department heads, including the building official.

Second-class cities and incorporated towns may also enforce building and safety codes for the building and construction of houses and other structures. Erection of structures requires a building permit, and permits may not be issued for the building of any house or structure deemed to be unsafe, unsanitary, obnoxious, or detrimental to the public welfare.

### *a. Active Military Bases and United States Airports*

As previously discussed, the Arkansas Code does include certain requirements and authorities for local governments in proximity to active airfields and US airports.

During the study, the Policy Committee appointed an ad hoc subcommittee to review the current statutory requirements for land use controls in military impact areas. The subcommittee worked with the consultant team to identify areas of current state legislation that might be updated to clarify the scope of the local governments' powers.

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<sup>8</sup> A.C.A. § 14-56-101 et seq.



First, A.C.A. § 14-56-413 authorizes municipalities to adopt planning ordinances (distinct from zoning ordinances) within their territorial jurisdictions. These territorial limits range from one to two miles, based on a municipality’s population. The CUS municipalities all have one-mile extraterritorial planning jurisdictions except North Little Rock, which has a two-mile jurisdiction. The statute authorizes zoning ordinances only in the extraterritorial areas of cities with a population of 8,000 or more that are situated on a navigable stream, which in this case, also includes only North Little Rock. Sherwood, Jacksonville, Maumelle, Austin, and Ward have adopted planning, not zoning, in their respective ETJs.

Section 14-56-426, adopted in 1995 and revised in 2005 and 2017, requires first-class cities within five miles of a military installation to restrict or prohibit land uses “that might be hazardous to aircraft operation.” In the vicinity of Little Rock Air Force Base, this results in four cities (Cabot, Jacksonville, North Little Rock, and Sherwood) with significantly overlapping jurisdictions. In addition, portions of LRAFB’s documented impact areas fall outside these territorial limits, in unincorporated areas of counties without jurisdiction-wide zoning regulations.

Land use regulation, as required by A.C.A. § 14-56-426, might typically be considered in the nature of “zoning.” However, it is unclear how or whether A.C.A. § 14-56-413 limits the type of regulation a municipality can adopt in the five-mile “military territorial jurisdiction” provided by § 14-56-426.

Finally, the relevance of A.C.A. § 14-56-301, et seq., also must be taken into consideration, because it appears to apply to military air installations and to authorize cities, and perhaps counties, to exercise zoning powers in surrounding areas. However, the statutes likely could not have taken into consideration the complexity of the jurisdictional overlap and statutory conflict that characterizes the CUS Study Area in 2020. In fact, it may be that § 14-56-301 was superseded by the passage of § 14-56-426.

After several meetings with the consultant team, the ad hoc subcommittee found the statutes may be clarified as to the scope of municipal and county authorities in their respective jurisdictions. The subcommittee also identified other potential revisions to the statutes that might clarify the scope of regulation and the process for review of potentially incompatible land uses. For example, like many modern statutory schemes in other states, the legislature could require coordination between military installations and local governments prior to major land use decisions. The Policy Committee recommended these issues be addressed and resolved among the communities, perhaps via revised legislation if needed, during CUS implementation. This is discussed in [Chapter 7](#).

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# Chapter 5:

## Local Government Zoning and Land Use Authority



## I. Introduction

This section explains the relationship between Little Rock Air Force Base’s operational impacts and the local planning and zoning ordinances of the Primary Concern Jurisdictions, which include Lonoke and Pulaski Counties, and the cities of Cabot, Jacksonville, and Sherwood. Most of these jurisdictions have zoning ordinances that regulate the land uses within their corporate jurisdictions. Arkansas Code Title 14 regulates local government. Subtitle 2, Chapter 17, of the Arkansas Code grants authority to counties to engage in zoning and planning while Subtitle 3, Chapter 56, governs municipal zoning and planning. [Chapter 5](#) also summarizes the military impacts experienced in each of the Primary Concern Jurisdictions.

A summary of military operational impacts experienced in the other CUS jurisdictions in the Study Area (Faulkner and White Counties and the cities of Austin, Lonoke, Maumelle, North Little Rock, and Ward) is provided in Section III of this chapter.

## II. Counties

### A. Lonoke County

#### i. LRAFB Impacts

Lonoke County is located northeast of LRAFB and includes the City of Cabot within its boundary. Lonoke County does not have a land use plan or zoning ordinance. However, much of the land encompassed by the 65–69 dBA DNL noise zone in unincorporated Lonoke County is illustrated on the City of Cabot Comprehensive Plan map as floodplain. [Table 5.1](#) illustrates the military impacts experienced in unincorporated Lonoke County.

#### ii. Land Use Plan

Lonoke County currently does not have a land use plan, though it is authorized by A.C.A. § 14-17-205(b) to adopt a plan and enact zoning ordinances.

#### iii. Zoning Regulations

Lonoke County does not have an adopted zoning ordinance. The portion of the 65–69 dBA DNL noise zone within Lonoke County is un-zoned. This area is largely rural/agricultural/undeveloped but also includes some subdivided residential lands.



Table 5.1: Military Impacts in Unincorporated Lonoke County

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
Lonoke County	65-69 dB	OH, A/D, T	yes	no	no	no	yes	no	no	no

Key: OH= Outer Horizontal Surface | A/D= Approach/Departure Surface | T= Transitional Surface

## B. Pulaski County

### i. LRAFB Impacts

Unincorporated Pulaski County abuts LRAFB, largely to the north of the base, but the county also includes the incorporated cities of Jacksonville and Sherwood. Sherwood shares a portion of its northeastern boundary with the base, and Jacksonville actually includes the base within its corporate jurisdiction (see [Map 3.1](#)). Though the base itself is located within the City of Jacksonville’s jurisdiction, much of the off-base portions of the APZs 1 and 2 as well as the 65–80+ dB noise zones to the northeast of LRAFB are located within unincorporated Pulaski County, though most are also fall with the City of Jacksonville’s extraterritorial jurisdiction (ETJ).

The Pulaski County Code of Ordinances does not contain provisions related to the Little Rock Air Force Base or contain an AICUZ overlay district. The cities of Jacksonville and Sherwood exercise extraterritorial jurisdiction within the unincorporated county and each as enacted zoning provisions related to the Air Force base. However, neither exercises zoning authority within the ETJ portions of the County. The extraterritorial jurisdictions of Maumelle and North Little Rock, within Pulaski County, also encompass portions of the imaginary surfaces and flight tracks for both LRAFB and All-American Landing Zone. Each is authorized to zone within their ETJs (one mile for Maumelle, two miles for North Little Rock), but neither has done so with respect to military impacts.

[Table 5.2](#) illustrates the military impacts experienced in on lands within unincorporated Pulaski County that are not within a municipal ETJ.



Table 5.2: Military Impacts in Unincorporated Pulaski County

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
Pulaski County	65-69 dB	IH, C, OH, A/D, T	yes	no	no	A/D	yes	no	no	no

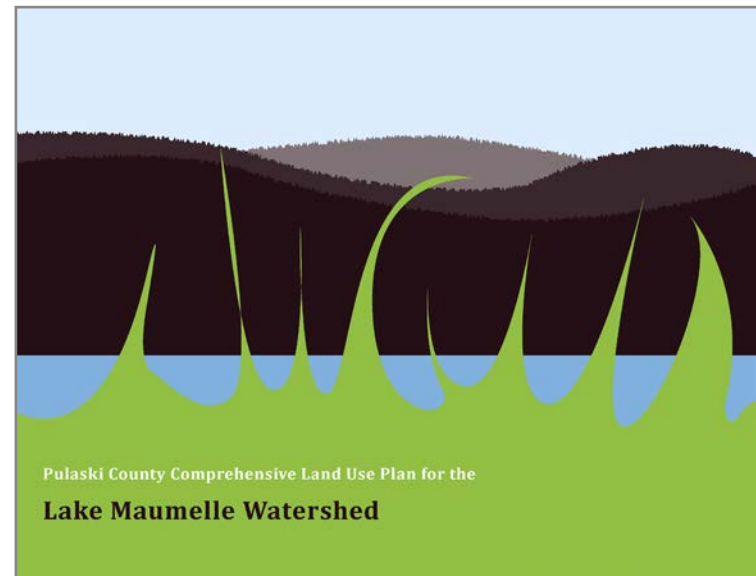
Key: IH= Inner Horizontal Surface | C= Conical Surface | OH= Outer Horizontal Surface | A/D= Approach/Departure Surface | T=Transitional Surface

ii. Land Use Plan

Pulaski County does not have a county-wide land use plan, but it has adopted a Comprehensive Land Use Plan for the Lake Maumelle Watershed as well as a Master Road Plan, a Stormwater Management Plan and Design Manual, and a Subdivision and Development Code. None of these documents address military-related land uses and do not include policies related to military land use compatibility at this time.

iii. Zoning Regulations

Pulaski County applies zoning in the Lake Maumelle Watershed area only. However, the County’s zoning regulations in that area do not address impacts from Little Rock AFB.





### III. Municipalities

#### A. City of Cabot

##### i. LRAFB Impacts

The City of Cabot is situated about nine miles northeast of Little Rock Air Force Base and includes areas within the base’s 65–69 dBA DNL noise zone, but not the APZs. However, the city’s extraterritorial jurisdiction encompasses lands in APZ 2.

Most Air Force aircraft generally depart and arrive north of Little Rock AFB. The DNL noise zones from aircraft operations at Little Rock AFB only encompass approximately 76 acres of land in the City of Cabot,<sup>1</sup> which is currently zoned industrial, along with smaller parcels of general commercial and open-display commercial zoning.

Table 5.3 illustrates the military impacts experienced in the City of Cabot and its ETJ.

Table 5.3: Military Impacts in the City of Cabot and Its ETJ

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
City of Cabot	65-69 dB	OH, A/D, T	yes	no	no	no	yes	no	no	no
Cabot ETJ	65-74 dB	OH, A/D, T	yes	APZ 2	no	no	yes	no	no	no

Key: OH= Outer Horizontal Surface | A/D= Approach/Departure Surface | T= Transitional Surface

<sup>1</sup> LRAFB AICUZ Study 2011



## ii. City of Cabot General Plan

The City of Cabot General Plan, adopted pursuant to A.C.A. § 14-56-412, serves as an official public statement by the City of Cabot for facilitating orderly growth and development within its territorial jurisdiction. The City of Cabot exercises extraterritorial jurisdiction up to one mile beyond its corporate limits.

The General Plan provides Cabot's history, topography, utility capacity, transportation systems, financial condition, existing infrastructure, and surrounding land use. The land use policies of the plan include promoting additional residential and commercial growth, avoiding "strip" type commercial development, and protecting existing neighborhoods from adverse land uses.<sup>2</sup> The Plan does not include information pertaining to land use compatibility with Little Rock AFB.

One of the goals of the City of Cabot General Plan is to promote additional residential growth. About 88% of the land within the Cabot planning area boundary is designated for low-density residential use, which as defined in the General Plan as no more than 3.5 dwellings per acre.<sup>3</sup> USAF guidelines consider low-density residential use at densities less than or equal to one dwelling per acre. Compliance with USAF-recommended compatibility guidelines will support quality of life and land use compatibility, particularly as to noise impacts, in the western portion of the city.<sup>4</sup>

## iii. Zoning Regulations

The City of Cabot is a first-class city in Lonoke County. The city adopted a Unified Development Code (UDC) pursuant to A.C.A. § 14-56-402, which includes a Zoning Code (Article IV) and a Subdivision and Development Code (Article V). The ordinance provides that the section of the UDC dealing with subdivision and development regulations apply to the entire planning area, which includes the extraterritorial jurisdiction one mile outside the city limits. The portions dealing with zoning apply only within the corporate limits of the City of Cabot.<sup>5</sup>

The City of Cabot, Arkansas Zoning Code was adopted pursuant to A.C.A. § 14-56-416 to implement the land use portion of the Cabot General Plan. The zoning code regulates lot coverage; the height, area, bulk, location, and size of buildings; open space; and the uses of land, buildings, and structures. The zoning code consists of 13 zoning districts, including seven types of residential

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<sup>2</sup> City of Cabot 1999

<sup>3</sup> City of Cabot 1999

<sup>4</sup> LRAFB AICUZ Study 2011

<sup>5</sup> Cabot, AR Code of Ordinances, Part II, Section 1.3



districts as well as business, commercial, and industrial districts. The code also describes three annexation methods.<sup>6</sup> However, currently, the code does not include land use restrictions related to impacts on or from Little Rock AFB, though it does contain provisions related to airport land use in general. The lands within the city that experience sound impacts within the 65–69 dBA DNL noise zone are zoned predominately industrial, along with smaller parcels of general commercial and open-display commercial zoning.

#### iv. Current and Future Development Projects

There are several projects within Cabot to encourage economic development and expansion, primarily in the western part of the city. The City also is currently developing the Arkansas Highway 321 corridor in its southern and eastern portions. This includes all of Highway 321 and its primary traffic-shed from US Highway 67/167 to just east of Highway 321’s intersection with Dogwood Lane. A large portion of the area near the US Highway 67/167 Interchange is zoned for industrial development. However, this area may not be suitable for modern industrial development because of the mix of residential and commercial uses nearby. The Highway Plan discourages future intrusion of industrial development into the 321 corridor and proposes the transition of areas zoned for industrial development to commercial or residential.<sup>7</sup>

At the Highway 321/5 Interchange, much of the land west of the interchange is outside the Cabot city limits. The planning commission recommends annexing these surrounding areas so the city can rezone the area around the corridor. The interchange serves as Cabot’s “front door,” and the commission wants to beautify this area with landscaping and development. The expansion will likely result in increased residential districts around the Highway 321 corridor, which may pose compatibility issues with the Air Force Base noise zone.

To further accommodate city expansion, the Cabot planning commission also proposes the Master Street Plan within its land use plan as a means to develop transportation improvements in the area. This plan must be consistent with state and local planning requirements and provide guidelines for future development. As Cabot continues to expand, compliance with the LRAFB AICUZ recommendations and those of this study may avoid incompatible uses in the future.

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<sup>6</sup> City of Cabot 2007b

<sup>7</sup> City of Cabot Highway 321 Corridor Plan, 2013, p. 9



## B. City of Jacksonville

### i. LRAFB Impacts

The City of Jacksonville is a city of the first class, located in Pulaski County and it extends south and southeast of Little Rock AFB. The base itself is found within the Jacksonville city limits, and the City has zoned the installation boundary to address land uses in the current accident potential zones. The housing area at Little Rock AFB was annexed by the City of Jacksonville in the 1970s and the remainder of Little Rock AFB, including the airfield, was annexed in 1993.<sup>8</sup>

As discussed in detail in [Chapter 7](#), interpretations of municipal and county zoning powers, and other land use related authorities vary; particularly with respect to A.C.A §14-56-413 and 14-56-426. This has led to differing approaches to military-related planning and zoning in the Study Area.

Many of the recommendations in [Chapter 7](#) and summarized in [Appendix C](#) hinge on these areas of authority being mapped and clarified by legislation or agreement.

[Table 5.4](#) illustrates the military impacts experienced in the City of Jacksonville and its ETJ.

Table 5.4: Military Impacts in the City of Jacksonville and Its ETJ

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
City of Jacksonville	65-80+ dB	IH,C, OH, A/D, T	yes	APZ 2	no	no	no	no	no	no
Jacksonville ETJ	65-80+ dB	IH, C, OH, A/D, T	yes	APZ 1+2	no	no	no	no	no	no

Key: IH= Inner Horizontal Surface | C= Conical Surface | OH= Outer Horizontal Surface | A/D= Approach/Departure Surface | T=Transitional Surface

<sup>8</sup> LRAFB AICUZ Study 2011



## ii. Land Use Plan

Although the City of Jacksonville does not have a land use plan, it adopted a Land Use and Master Street Plan and the Official Zoning Ordinance of the City of Jacksonville pursuant to A.C.A. § 14-56-416.

The Land Use and Master Street Plan designates Little Rock AFB as “Air Base” land use. Areas along US 167 within APZ 2 and noise zones are designated for commercial land uses, which is generally compatible with Air Force guidance. Recommendations in Chapter 7 include the City’s consideration to adopt a full land use plan.

## iii. Zoning Regulations

The Official Zoning Ordinance of the City of Jacksonville regulates lots, structures, and uses within the City of Jacksonville corporate limits and extraterritorial jurisdiction. The zoning ordinance includes 17 zoning districts, including multiple types of residential, commercial, and industrial districts; as well as several overlay districts.<sup>9</sup> Little Rock AFB is within the Jacksonville city limits, the northern and eastern portions of the installation are zoned as an Air Force base district and the southern portion (military family housing) is zoned as single-family residences.

The land within the eastern and western clear zones is completely within the installation boundary and is part of the Air Force base zoning district. Portions of the eastern and western APZs are also within the installation boundary; this land is also zoned Air Force base district.

## iv. Military-Related Land Zoning Regulations

The City of Jacksonville has adopted an ordinance extending its zoning related to the accident potential zones into unincorporated Pulaski County, within its one-mile statutory ETJ. The areas included in Jacksonville’s Air Installation Compatible Use Zone overlay district are limited to the mapped clear and accident a potential zones “lying within and outside the corporate limits of the City... ” In other words, Jacksonville has not extended zoning, related to the 2011 AICUZ or any other land use matters, into the full one-mile jurisdiction granted it under A.C.A. § 14-56-413 or the five-mile jurisdiction authorized by A.C.A. § 14-56-426.

The purposes of the overlay district are to provide for the health, safety, and welfare of citizens in compliance with Arkansas law and the 2011 LRAFB AICUZ Study. In addition to promoting safety around LRAFB, the goal of the overlay district is to address

<sup>9</sup> City of Jacksonville 2004b



environmental concerns created by violations of the overlay district provisions and to preserve and enhance the economic value of the property within the overlay district.

The Jacksonville AICUZ overlay district limits land uses as specified in A.C.A. § 14-56-426 and directs the future development and use of land within the CZ, APZ 1, and APZ 2. Permissible uses, with some limitations, include agriculture, manufacturing, public assembly, public service, recreation, residential, shopping districts, trade, business and offices, and transportation and utilities. Certain uses are restricted based on the type of zone, including the CZ and APZs 1 and 2. Noise attenuation is required for construction in the CZ, APZ 1, and APZ 2 where noise exceeds 75 dB. Recall that the CZ is located entirely within LRAFB boundaries.

As currently drafted, there are some inconsistencies between the permissible uses in the Jacksonville AICUZ overlay district and those recommended by federal guidelines. The Jacksonville ordinance provides that all permissible uses are conditional uses of the property and are required to be low-density and low-intensity uses. Permissible uses within the overlay district's Clear Zone include only agricultural and low-density residential, limited to one single-family home per one acre of land. This allowance for one single-family home per acre is a requirement under A.C.A. 14-56-426, though current Air Force guidance recommends against any structures in the CZ, other than those associated with airfield navigation.

All uses except shopping districts are permitted in APZ 1, and all others are permitted in APZ 2. By contrast, current Air Force guidance recommends against, for example, residential uses in the CZ and APZ 1, and limitation of residential uses in APZ 2 to two dwelling units per acre or less. Current Air Force guidance recommends a more limited set of land uses in the APZs than what Jacksonville's overlay district allows. See [Chapter 3](#) for further discussion of zoning compatibility in the accident potential zones and noise zones.

In addition, the overlay district also prohibits vegetation that would inhibit the safe operation of aircraft at Little Rock AFB. The ordinance provides that land uses may not release materials into the air that impair aircraft operation or include light or electromagnetic emissions or conditions that attract wildlife that would create a hazard to air operations. Further, no structure may be placed within ten feet of an aircraft approach or departure surface, violate height restrictions, or create a hazardous interference with the operation of aircraft.



### C. City of Sherwood

#### i. Little Rock AFB Impact

The City of Sherwood is located to the west and southwest of Little Rock Air Force Base in Pulaski County. None of the base itself is located within the city. It is a city of the first class and its population is approximately 29,500. Sherwood annexed part of the land in the westernmost APZs associated with LRAFB and, like Jacksonville, has enacted an AICUZ overlay applicable within both its corporate limits and beyond. This Planning Area Boundary, as denoted on the Sherwood Vision 2040 Map, extends territorial jurisdiction to the west of the Sherwood City Limits, to include lands most likely to become part of the city over the next 25 years.

Current land use in the APZs is largely compatible with Air Force guidance (see [Map 3.5](#)), though current zoning is incompatible in parts of APZ 1 (see [Map 3.7](#)). Both APZ 1 and 2 are partly within Sherwood city limits as well as the City’s ETJ.

[Table 5.5](#) illustrates the military impacts experienced in the City of Sherwood and its one-mile ETJ.

*Table 5.5: Military Impacts in the City of Sherwood and Its ETJ*

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
City of Sherwood	65-69 dB	IH,C, OH, A/D, T	yes	APZ 1+2	no	no	no	no	no	no
Sherwood ETJ	65-69 dB	IH, C, OH, A/D, T	yes	APZ 1+2	no	no	no	no	no	no

Key: IH= Inner Horizontal Surface | C= Conical Surface | OH= Outer Horizontal Surface | A/D= Approach/Departure Surface | T=Transitional Surface



## ii. Land Use Plan

The City of the Sherwood Comprehensive Plan is consistent with and adopted in accordance with the provisions of A.C.A. § 14-56-403. In 2017 the Sherwood Planning Commission revised its Comprehensive Plan, *Sherwood Vision 2040*, to guide the city through the next couple of decades. The Comprehensive Plan provides a broad and flexible guideline for growth and development, but, under Arkansas law, it is not regulatory in nature and thus does not stand in for the zoning and subdivision regulations themselves.<sup>10</sup> Though Little Rock AFB is not directly addressed in the plan, Sherwood's AICUZ overlay ordinance provides for development requirements and zoning districts that are consistent with noise zone and APZ safety requirements. This is discussed in section iii., below.

## iii. Zoning Regulations

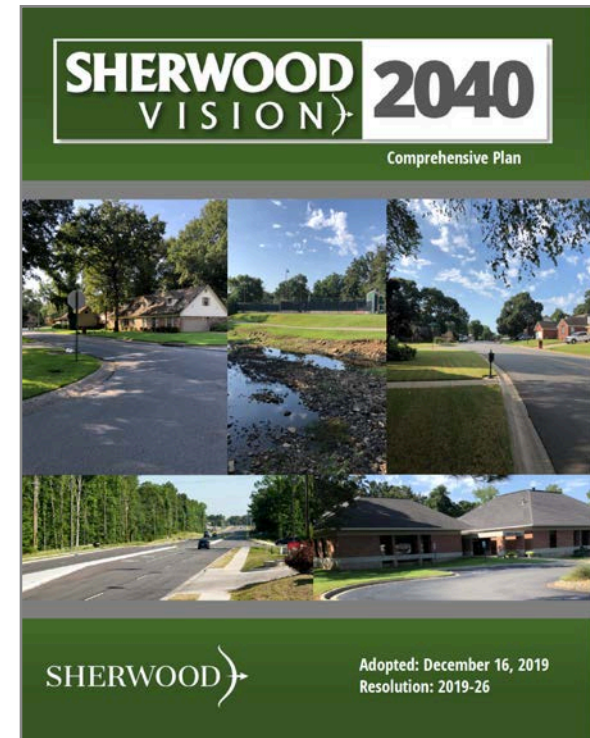
The City of Sherwood has enacted zoning regulations pursuant to A.C.A. § 14-56-412 to address development within the corporate limits of the City of Sherwood. The ordinance includes 14 zoning districts, including multiple types of residential, commercial, and industrial districts.<sup>11</sup> The Sherwood AICUZ overlay district regulations are very similar to Jacksonville's and prohibit the uses enumerated in A.C.A. § 14-56-426.

The Sherwood AICUZ overlay district sets forth the compatible uses within the overlay district in Section 14.09.02 of the City of Sherwood Zoning Code. Like the Jacksonville ordinance, Sherwood's AICUZ overlay district ordinance states that no use may create a hazardous interference with operation of aircraft within the overlay district. This includes houses or any construction within the AICUZ overlay district that releases a hazardous substance or light emission that would impair the operation of aircraft. In addition, the overlay prohibits development that may attract waterfowl, including landfills, feeding stations, and plants and vegetation. Finally, the ordinance prohibits the maintenance of structures within ten feet of an aircraft approach/ or departure surface and requires that no use exposes any person to a noise level greater than DNL 65 dB or violates the height restriction criteria of FAR Part 77.<sup>12</sup>

<sup>10</sup>^ Sherwood Vision 2040

<sup>11</sup>^ City of Sherwood 1986

<sup>12</sup>^ City of Sherwood Zoning Code § 14.09.02





The City of Sherwood AICUZ overlay district is identical to Jacksonville’s in terms of allowable uses. Sherwood also allows uses in the CZ and APZs that are inconsistent with current Air Force guidance. Most uses allowed under the overlay are permissible only as conditional uses. Other uses like manufacturing, or any category of public assembly, service, or utility are permissible as low intensity and low-density uses as a conditional use of the property. According to the ordinance, the only permissible uses within the clear zone include conditional use agricultural and low-density residential. APZ 1 permits all uses except shopping districts and APZ 2 permits all uses, subject to conditions set forth in the ordinance.

Current Air Force guidance recommends a more limited set of land uses in the APZs than what Sherwood’s overlay district allows. See [Chapter 3](#) for further discussion of zoning compatibility in the accident potential zones and noise zones and [Chapter 7, Recommendation B.1.](#), for updating the ordinance during CUS implementation.

#### **IV. Additional CUS Jurisdictions**

[Table 5.6](#) on the following page summarizes the military impacts experienced in the non-Primary Concern Jurisdictions, which include Faulkner and White Counties and the cities of Austin, Lonoke, Maumelle, North Little Rock, and Ward.



Table 5.6: Military Impacts in Non-Primary Concern Jurisdictions

	INSTALLATION/FACILITY THAT AFFECTS THE JURISDICTION									
	LRAFB				All-American Landing Zone				Blackjack Drop Zone	
	Noise	Imaginary Surfaces	Flight Tracks	APZs	Noise	Imaginary Surfaces	Flight Tracks	APZs	Drop Zone Buffer	Flight Tracker
Faulkner County	no	OH	yes	no	no	A/D	yes	no	no	yes
White County	no	no	yes	no	no	no	yes	no	yes	yes
City of Austin	no	A/D	yes	no	no	no	yes	no	no	no
City of Lonoke	no	no	no	no	no	no	no	no	no	no
Lonoke ETJ	no	no	no	no	no	no	no	no	no	no
City of Maumelle	no	no	yes	no	no	A/D	no	no	no	no
Maumelle ETJ	no	no	yes	no	no	A/D	yes	no	no	no
City of North Little Rock	no	OH, A/D	yes	no	no	no	no	no	no	no
North Little Rock ETJ	no	OH, A/D	yes	no	no	no	no	no	no	no
City of Ward	no	A/D	yes	no	no	no	yes	no	no	no

Key: OH= Outer Horizontal Surface | A/D= Approach/Departure Surface



# Chapter 6:

## Federal Land Use Requirements and Opportunities



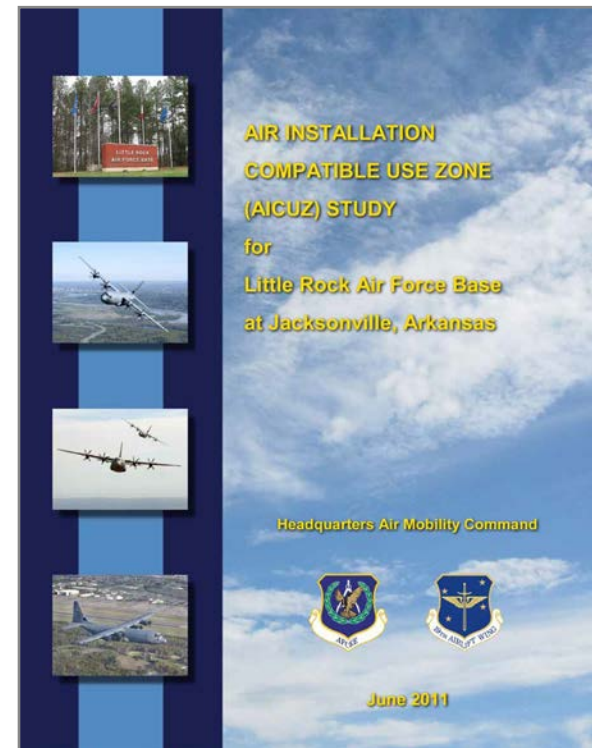
## I. Introduction

This section discusses federal land use requirements and programs related to active military bases that influence the state and local zoning requirements around the Little Rock Air Force Base. Many of the federal land use programs offer financial assistance to public and private entities to sell their land surrounding the Air Force base and bring the land into compliance with the AICUZ overlay districts, encouraging the conversion of non-compliant land into compatible, low-density uses, including conservation, wildlife habitat restoration, or light agricultural uses.

## II. Air Force Encroachment Management Program and Air Installation Compatible Use Zone Studies

The Air Force Encroachment Management (AFEM) program and Air Installation Compatible Use Zone (AICUZ) studies provide the guidelines for zoning practices within cities that host active military bases. AICUZ studies provide recommendations for municipalities to revise certain aspects of their zoning codes to be compliant with the recommended safety practices specified by the AFEM programs. For example, the cities of Jacksonville and Sherwood have discrepancies in their zoning codes that differ from the federal recommendations. Those ordinances can be revised to better reflect the safety standards set forth by the Air Force.

The AFEM program is a cross-functional program that uses a variety of planning and management efforts to address potential encroachment and sustainment challenges facing military installations and their surrounding communities.<sup>1</sup> Compatible use studies, formerly known as joint land use studies, implement the AFEM program, as do other planning efforts, including AICUZ studies, Installation Development Plans, range management programs, environmental management plans, airspace management programs, and communications programs.



<sup>1</sup> AFI 90-2001, 3 September 2014



AICUZ studies are a component of the AFEM program. AICUZ studies assess the noise and accident potential associated with active military air installations, as well as the compatibility of nearby civilian land uses. The objective of the AICUZ program is to protect the public health, safety, and welfare while sustaining military training and operational missions.

As is the case with this CUS, the AICUZ study is a foundational document for the planning efforts that follow it. An AICUZ study also uses sound modeling to identify noise contours associated with the type of aircraft used. Using this information, the AICUZ study recommends the most appropriate land uses for maintaining compatibility between military operations and the adjacent community. The most recent AICUZ Study for Little Rock Air Force Base was conducted in 2011.

### **III. Defense Community Infrastructure Pilot Program (DCIP)**

Title 10 US Code § 2391(d) authorizes the Secretary of Defense to provide grants to “address deficiencies in community infrastructure supportive of a military installation” through the Defense Community Infrastructure Pilot Program (DCIP). Congress authorized the DCIP for ten years following enactment of the National Defense Authorization Act for Fiscal Year 2019, but did not fund the program in FY2019. Fiscal Year 2020 marks the first time funding has been available for the DCIP.

“The Consolidated Appropriations Act for Fiscal Year 2020 (PL 11693) provides \$50 million for the Office of Local Defense Community Cooperation (OLDCC) to obligate prior to September 30, 2020. On May 6, 2020, the Secretary of Defense approved OLDCC to implement this program with the eligibility criteria and grant process provided under this notice.”<sup>2</sup>

The DCIP focuses on three priorities established by the Secretary of Defense: military family quality of life, military resilience, and military value.

The statute defines “community infrastructure” as a product or facility that is located off of a military installation and is owned by a state or local government or not-for-profit, member-owned utility service.<sup>3</sup> Thus, eligible applicants for DCIP funding include only state and local governments and not-for-profit, member-owned utility services.

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<sup>2</sup> DoD, Announcement of Federal Funding Opportunity for the Defense Community Infrastructure Pilot Program, May 2020

<sup>3</sup> 10 U.S.C. § 2391(e)(4)



The Final Federal Funding Opportunity (FFO) for the FY2020 DCIP identifies other eligibility and programmatic requirements, including those discussed below, which may or may not be the same in subsequent funding years.

Individual awards range from \$250,000 to \$25 million. Unless the project location is in a rural area or for national security reasons, grantees must provide a non-federal funding match totaling at least 50% of project costs, per the FFO (note 10 U.S.C. § 2391(d)(2) requires a minimum 30% match for non-rural projects). The FFO defines “rural area” as a city, town, or unincorporated area with a population of 50,000 or less. An applicant proposing a project in a rural area must specifically request a waiver of the matching requirement.

The FFO defines eligible community infrastructure projects as “any complete and usable transportation project, school, hospital, police, fire, emergency response, or other community support facility; or water, wastewater, telecommunications, electric, gas, or other utility infrastructure project that:

- Support a military installation;
- Are owned by a state or local government or a not-for-profit, member owned utility service;
- Will enhance military family quality of life, resilience or military value at the supported military installation;
- Are endorsed by the local installation commander representing the installation benefiting from the proposed project; and
- Are construction-ready.”<sup>4</sup>

Further, at least 50% of the beneficiaries of a project funded by the DCIP must be active-duty military service members and their families.

Eligible costs include hard construction and renovation costs, project administration, contingencies, and capital equipment. Soft costs may be used as the required non-federal match, if such costs are incurred after August 13, 2018 (the date of original authorization of the DCIP).

The first step in the application process involves submittal of a proposal to OLDCC. A review panel ranks the proposals, and OLDCC invites the applicants with the highest ranked proposals to submit a full grant application.

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<sup>4</sup> FFO, Section C.3., p. 3



A letter of endorsement from the local installation commander is a key element of the proposal and application process. If the applicant proposes a local match waiver based on national security reasons, the letter of endorsement must address these reasons.

Another key requirement is that the proposed construction can begin within 12 months of the grant award. This requires “all necessary final design and planning, federal and state/local environmental planning, and local permitting actions” to be “substantially complete.”<sup>5</sup> As with other federal funding, compliance with the National Environmental Policy Act is required.

## **IV. Other Federal Programs Related to Military Base Compatibility**

### **A. Air Force Community Partnership Program**

The Air Force Community Partnership (AFCP) program brings together civic and Air Force leaders to identify potential areas of mutual benefit and value and to develop initiatives to achieve those benefits. The AFCP program promotes coordination at the local level through implementation of initiatives such as cooperative medical/EMT training, shared firing ranges, coordination with local nonprofit organizations to donate excess/unsold commissary supplies, and shared recreational resources. Currently, Little Rock Air Force Base receives private grant funding for the base library. The cooperative initiatives developed through the AFCP program provide mutual financial benefits and, perhaps more importantly, strengthen relationships between a military installation and the surrounding community.

### **B. Department of Defense Siting Clearinghouse**

The Department of Defense (DoD) developed a structured process for developers to request a mission compatibility evaluation of a proposed energy project.<sup>6</sup> Some states have incorporated notifying DoD about proposed energy projects into their requirements. In accordance with 10 US Code § 183a (c)(6), if an energy project proposed is known to be inside a military training route or in a radar surveillance line-of-sight that the DoD owns or operates in, then the project must be filed at least one year prior to construction.

Renewable energy conflicts have not been identified during the 2020 LRAFB CUS, but it will be likely be a continuously emerging issue affecting all Air Force bases.

<sup>5</sup> FFO Questions and Answers, Part I, Section A, Questions 27 and 56; June 4, 2020

<sup>6</sup> Part 211 of Title 32 CFR

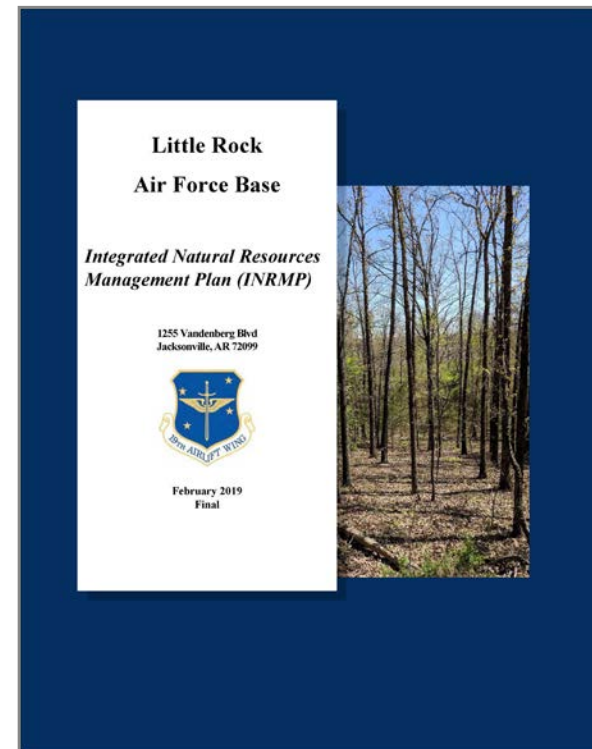


Development of energy infrastructure has the potential to create hazards to military aircraft and training and testing activities, including glint, glare, radar and electromagnetic interference. Tall structures also create potential hazards to aircraft flying at lower altitudes. Recognizing the need for a coordinated evaluation process, Congress directed, in 2011, the establishment of the DoD Siting Clearinghouse to assess proposed energy projects, including wind turbines, solar power towers, and electrical transmission lines, and to analyze their potential impact on the military mission. This review process provides the DoD an opportunity to identify ways to prevent, minimize, or mitigate potential adverse impacts before the Secretary of Transportation takes final action on an energy developer's application.

### C. Bird/Wildlife Aircraft Strike Hazard (BASH) Plans

Little Rock AFB has an Integrated Natural Resources Management Plan (INRMP) that includes a Bird/Wildlife Aircraft Strike Hazard (BASH) plan, drafted in 2018. It is discussed in more detail in [Chapter 2](#). The installation-specific Environmental Management Plan (EMP) is based on the US Air Force's standardized INRMP template, and is developed in cooperation with applicable stakeholders, which may include Sikes Act cooperating agencies and/or their local equivalents, to document how natural resources will be managed.

The DoD created the BASH prevention program in response to concerns with safety and property damage. An estimated 3,000 strikes involving military aircraft occur each year, resulting in over \$75 million in property damage.<sup>7</sup> A BASH plan specifies procedures to minimize hazards, including through education, operational changes, land management practices, and bird eradication using, for example, bio-acoustic devices or pyrotechnics. BASH plans are a component of a military air installation's INRMP.



<sup>7</sup> DoD, <http://www.dodpif.org/groups/bash.php>



## D. Readiness and Environmental Protection Integration Program

Established in 2003, the DoD’s Readiness and Environmental Protection Integration (REPI) program helps maintain military readiness by addressing encroachment near military installations, primarily through buffer partnerships. Partnerships are established through voluntary agreements between the military, state and local governments, and environmental conservation organizations. The REPI program offers funding to acquire easements from willing landowners in order to preserve existing compatible land uses and wildlife habitat on lands around military installations. According to Air Force guidance, REPI projects should enhance Air Force operational requirements for current and future missions; however, REPI funds generally cannot be used to protect clear zone lands, but should be “part of a larger comprehensive compatible land use strategy.”<sup>8</sup>

There have been no REPI projects in the State of Arkansas. The development of a REPI program would benefit the Little Rock Air Force Base and the surrounding municipalities in Arkansas to assist land owners in selling their land to avoid holding land that is subject to the strict permissible use guidelines of the AICUZ overlay districts and general prevention of future encroachment of incompatible uses around the military base.<sup>9</sup>

## E. United States Department of Agriculture Partnerships

### i. Agricultural Conservation Easement Program

The Natural Resources Conservation Service (NRCS), a division of the United States Department of Agriculture (USDA), administers the Agricultural Conservation Easement Program (ACEP). Authorized by the 2014 Farm Bill, this program replaced the Farm and Ranch Lands Protection Program and the Grassland Reserve Program. The ACEP helps protect agricultural lands, wetlands, and forestlands by providing financial and technical assistance to landowners, state and local governments, American Indian tribes, and non-governmental organizations. On August 6, 2020, the USDA announced that the NRCS will award up to \$360 million to locally driven, public-private partnerships that improve the nation’s water quality, combat drought, enhance soil health, support wildlife habitat, and protect agricultural viability.<sup>10</sup> The three USDA programs include agricultural land easements, the Healthy Forests Reserve Program, and the Wetlands Reserve Enhancement Partnership.

<sup>8</sup> AFI 32-7063, Section 5.3.2.2

<sup>9</sup> DoD, [http://www.repi.mil/Portals/44/Documents/Resources/REPI\\_FactSheet\\_EncroachmentPartnerships\\_032917.pdf?ver=2017-03-31-111658-547](http://www.repi.mil/Portals/44/Documents/Resources/REPI_FactSheet_EncroachmentPartnerships_032917.pdf?ver=2017-03-31-111658-547)

<sup>10</sup> USDA News Release, USDA to Invest up to \$360 Million in Partner-Driven Conservation, August 6, 2020



*a. Agricultural Land Easements*

The NRCS provides up to 50% of the market value of agricultural land easements (ALE) that protect working agricultural lands and other lands with conservation value. Light agriculture is a permissible use in both the municipal zoning ordinances of the primary concern jurisdictions and is generally recommended as a compatible use by current Air Force guidance. Landowners who own property near the APZs can receive compensation for providing easements on their land if the base expands or encroaches further into the cities. Where grasslands with special environmental significance are protected, up to 75% of the easement's market value may be provided.

*b. Healthy Forests Reserve Program*

The Healthy Forests Reserve Program (HFRP) protects private forestlands through easements, 30-year contracts, and 10-year cost-share agreements. The three main objectives of the HFRP are to promote the recovery of endangered and threatened species, improve biodiversity, and enhance carbon sequestration.

*c. Wetlands Reserve Enhancement Partnership*

The Wetlands Reserve Enhancement Partnership (WREP) assists in the protection, enhancement, and/or restoration of high priority wetlands, which are those offering critical habitat for migratory birds and other wildlife.

ii. Sentinel Landscapes Partnership

The Sentinel Landscapes Partnership, established in 2013, is a collaborative effort between the USDA, DoD, and United States Department of the Interior (DOI). There have been no partnerships with LRAFB, but other Air Force bases have participated. The partnership is intended to leverage resources in locations where the priorities of these three agencies overlap. The Partnership defines sentinel landscapes as “working or natural lands important to the Nation’s defense mission—places where preserving the working and rural character of key landscapes strengthens the economies of farms, ranches, and forests; conserves habitat and natural resources; and protects vital test and training missions conducted on those military installations that anchor such landscapes.”<sup>11</sup>

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<sup>11</sup> Sentinel Landscapes Partnership, <http://sentinellandscapes.org/about/>



While the Sentinel Landscapes Partnership is not a grant program per se, designation of a sentinel landscape may increase the likelihood of success in obtaining funding from a partner agency (i.e., USDA, DoD, DOI) or other program. Of the six designated sentinel landscapes, all include well over a dozen local, state, and federal partners working to advance shared goals of resource conservation and maintenance of military readiness.

### iii. United States Forest Service Forest Legacy Program

The United States Forest Service (USFS) Forest Legacy Program (FLP) encourages voluntary protection of privately owned forestlands. The FLP provides grants to state agencies, and this funding is utilized to acquire conservation easements on or provide for the fee simple purchase of environmentally important forests under threat of development or conversion to non-forest uses. Landowners can participate in this program to sell their land if it is impacted by the zoning restrictions related to the LRAFB.

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# Chapter 7:

## Strategies and Recommendations



## I. Introduction

Chapter 7 sets forth recommendations for maintaining and enhancing long-term land use compatibility between the civilian populations that live and work near LRAFB and its outlying installations. These recommendations build on the Conflict and Compatibility Analysis set forth in [Chapter 3](#) of the CUS and the authorities and programs identified in [Chapters 4, 5, and 6](#).

Over the course of the study, the Policy and Technical Committees developed these recommendations based on stakeholder and community input. The decision to implement them, it should be noted, is entirely up to the local stakeholders, LRAFB, and the local governments that participated in the study. For that reason, this chapter includes a prioritization of the committees' recommendations, highlighting those most critical to maintaining and enhancing land use compatibility.

There are two discrete phases needed to fully effectuate the recommendations in this report: adoption and implementation.

While the CUS process itself resulted in a series of prioritized recommendations, unless these recommendations are adopted and implemented by local governments and stakeholders, the full benefits of the committees' and community's efforts will not have been achieved. Therefore, during the final stages of the CUS, the community and committee members began planning for an immediate start to the CUS Implementation Phase.

### A History of Collaboration

The communities and LRAFB have a long history of communication and coordination that has created an environment with very little in the way of major encroachment threats.

Over the years, to the extent potential conflicts have been identified, local planners, officials, and stakeholders have worked in partnership to take action to address those concerns before they became a threat.

Therefore, preceding the discussions of most of the seven procedural contexts for implementation in this chapter is a callout box titled "The Current Environment," which details "what's already working" today.



## II. Chapter Organization

The CUS Strategies and Recommendations are organized according to the procedural context in which they would be implemented. For example, those implemented through the local land use planning process have been grouped into section A, Land Use and Small Area Planning, whereas strategies implemented through coordination among staff and designated officials are grouped into section E, “Inter-Agency Cooperation,” for example. The seven procedural contexts are as follows:

- Land Use and Small Area Planning
- Zoning and General Code Provisions
- Subdivision Regulations
- Notice to Property Owners and Occupants
- Inter-Agency Cooperation
- Public Outreach and Communication
- Ongoing Land Use Planning Activities

The sources of potential land use incompatibilities within the CUS Study Area, including the more compact Focus Areas, evaluated during the study, include the following:

- Land Use Encroachment
- Airspace and Interference
- Safety and Accident Potential
- Noise Impacts
- Transportation, Including Aviation and Highways
- Civilian UAS Usage affecting LRAFB Operations
- Explosives Safety
- Cultural and Natural Resources

### Relationship Between Recommendations

Some strategies or recommendations may be referenced within two or more procedural contexts, because some tasks will be implemented through more than one procedure.

For example, the categories of “Inter-Agency Cooperation” and “Ongoing Land Use Planning Activities” each contain recommendations related to a community-wide Memorandum of Understanding for facilitating ongoing land planning around LRAFB installations.

The MOU would be developed in the context of inter-agency cooperation and implemented in the context of ongoing planning activities.



Each of these subjects was evaluated within the CUS Study Area and individual Focus Areas, which are shown in Maps [1.1](#) and [1.2](#). It is within these geographic areas that the CUS Strategies and Recommendations, discussed below, apply, based on the compatibility analyses described in Chapter 3 and the authorities identified in Chapters 4 through 6.

Each recommendation is described in detail in the section that follows and summarized in Appendix C in matrix form, for ease of review. In both cases, the recommendations are organized according to the procedural context in which they fall, as described above. However, the highest-priority recommendations also have been consolidated into a separate list included at the beginning of the section that follows.

### **III. Compatible Use Strategies & Recommendations**

The Policy Committee recognized that each CUS strategy and recommendation is important to maintain compatibility in the region; therefore, the overall priority given to a particular tool is relative to the urgency of the issue to be addressed, overall costs, and, in particular, whether immediate safety and quality of life concerns are implicated. The Policy Committee's recommendations were prioritized as medium or high priority.

These priority indicators also are included in the narrative discussion below for reference. In both the summary and the narrative, the highest-priority strategies and recommendations are presented first.

A central thread running through the recommendations of the CUS Policy Committee relates to the need to clarify the land use, planning, zoning, and subdivision authorities of the local governments surrounding LRAFB's installations within the Study Area.

The LRAFB community has adopted a significant slate of tools to maintain land use compatibility, including state statutes, zoning, and a history of informal communications and coordination over the years.

Many of the recommendations from the CUS Policy Committee seek to formalize these arrangements and to clarify the relative roles of LRAFB and the local jurisdictions through the initial development of a Memorandum of Understanding. See [Recommendation E.3](#).



## High Priority CUS Strategies and Recommendations

The highest-priority recommendations within each procedural context are:

### **Procedural Context: Land Use and Small Area Planning**

- Prepare or Revise Land Use Plans to Address Military Impact Areas
- Update Existing Land Use Plans in Sherwood and North Little Rock

### **Procedural Context: Zoning and General Code Provisions**

- Prepare Updates to Existing AICUZ Overlay Boundaries in Sherwood and Jacksonville
- Prepare Updates to Existing AICUZ Overlay Regulations in Sherwood and Jacksonville
- Prepare AICUZ Overlay Regulations within Pulaski County, Lonoke County, and Cabot
- Add Height and Interference Review to Local Development Review Processes
- Include Review of Military Impacts During Consideration of Annexation Applications

### **Procedural Context: Subdivision Regulations**

- Prepare Regulatory Requirement for Plat Acknowledgments

### **Procedural Context: Notice to Property Owners and Occupants**

- Provide Notice on Local Permit Approval of Potential Military Impacts on Property
- Prepare Purchaser and Tenant Awareness Disclosures

### **Procedural Context: Inter-Agency Cooperation**

- Appoint CUS Implementation Committee
- Seek Funding from State Military Affairs Grant Program
- Prepare a Memorandum of Understanding (MOU) for Regional Coordination with LRAFB
- Prepare Legislative Revisions to Clarify Scope of Local Government Authorities
- Prepare GIS Layers Illustrating Extent of Local Government Regulatory Authorities
- Facilitate LRAFB Input Prior to Local Approvals of New Growth-Inducing Infrastructure
- Monitor Defense Community Infrastructure Program (DCIP) for Funding Opportunities in the Region

### **Procedural Context: Public Outreach and Communication**

- Set Up Military Planning & Coordination Website
- Prepare Public Outreach Materials on Civilian UAS Regulations and Risk Areas, Including Street Signs

### **Procedural Context: Ongoing Land Use Planning Activities**

- Establish a Standing Military Planning & Coordination Committee
- Maintain Updated MOU for Continued Community-Wide Coordination
- Support the Jacksonville Economic & Cultural Alliance as the Coordinating Agency for Ongoing Inter-Agency Coordination



## Strategies and Recommendations Summary

The matrix at Appendix C indicates the agencies or parties affected by or responsible for implementing the development of each tool. Once CUS implementation begins, however, the CUS Implementation Committee may engage stakeholders in addition to those currently listed. Also, the estimated timeframes for implementation, costs, and potential funding sources for each task are provided. It should be noted, in particular, that whether OLDCC can or will provide funding for an implementation task depends on availability of OLDCC funds and other priorities and demands of the DoD at the time such funds are requested.

The anticipated timeframes for implementation of each recommendation are shown in the summary as:

- S (Short-term): within the first 3 years following completion of the CUS
- M (Medium-term): the next 10 years
- L (Long-term): the next 20 years

The range of estimated costs for each recommendation is broken down as follows:

- \$ = less than \$5,000
- \$\$ = between \$5,000 and \$25,000
- \$\$\$ = greater than \$25,000



## A. Land Use and Small Area Planning

Land use and small area planning affords cities and counties an opportunity to establish a cohesive and deliberate vision for future land uses within their jurisdictions or within portions thereof that face land use challenges. As is clear from the compatibility analyses in [Chapter 3](#), LRAFB and its installations within the Study Area represent a unique and significant land use in this region of the state. Further, as noted in [Chapter 2](#), additional civilian growth is expected in the region and, of course, the community wishes to expand and protect the Air Force presence here.

Therefore, the CUS Policy Committee recommended that the City of Jacksonville and Pulaski County undertake planning efforts to directly address the vision these communities have for lands in the vicinity of LRAFB or Camp Robinson, and that North Little Rock and Sherwood update their plans for the same purposes, consistent with the 2020 CUS. In addition, the Committee recommended any other planning documents, whether related to transportation, economic development, or other matters impacting land use, be updated to reflect the recommendations and findings of this study.

### A.1. Prepare or Revise Land Use Plans to Address Military Impact Areas (High Priority)

Some cities and counties in Arkansas have adopted jurisdiction-wide land use plans or, the more limited alternative, area plans, which address only a portion of the jurisdiction.

These plans establish the community's vision for its future, but they are not mandates; that is, they are not directly enforceable without the force of an implementing regulation behind them.

Nonetheless, land use and small area plans are necessary precursors to implementing regulations that ensure the vision the community develops for its future comes to fruition. Also, lacking the urgency that crafting an ordinance may have in some cases, the planning process allows community members, appointed bodies, and elected officials to discuss and clarify a consensus view of its future.

#### **The Current Environment**

The cities of North Little Rock and Sherwood have jurisdiction-wide land use plans, which are described in more detail in [Chapter 5](#).

In 2011, Pulaski County, adopted a small area plan applicable within the Lake Maumelle Watershed, which it updated in December 2012.

Other local governments have also adopted localized economic development plans, including, for example, Cabot's Master Street Plan, Lonoke County's Northwest Planning Areas Map, Pulaski County's Master Road Plan, and North Little Rock's 2013 Bicycle Plan.



## Little Rock AFB Compatible Use Study Chapter 7: Compatible Use Study Recommendations

Sherwood and North Little Rock have adopted jurisdiction-wide land use plans, and Pulaski County has adopted an area plan applicable only within the Lake Maumelle Watershed. Neither Jacksonville nor Cabot have full land use plans.<sup>1</sup>

While Sherwood's and North Little Rock's land use plans reflect the range of key land use issues in those jurisdictions, Pulaski County's "Comprehensive Land Use Plan for the Lake Maumelle Watershed" illustrates an effective means of planning for key land use issues, even where a community has not adopted a full land use plan.

Similar to the Lake Maumelle watershed, compatibility issues in any military community amount to an urgent and important land use concern that warrants a deliberate, long-term approach to planning.

Therefore, the CUS Policy Committee considered the criticality of all jurisdictions within the CUS Study Area adopting either land use plans or areas plans to address, at the very least, military land uses in their futures. However, after deliberation and input from the more outlying rural areas, and based on the compatibility assessment in [Chapter 3](#), the Committee limited its recommendation to adopt new land use or area plans for Pulaski County, the City of Jacksonville, and the City of Cabot, given the adjacency of each of these local governments to LRAFB and/or Camp Robinson. These are the jurisdictions, in addition to Sherwood, with primary noise and accident potential impacts, although some lower level noise contours also are present in Lonoke County. Though Lonoke County may also consider small area planning, it has not engaged in the level of planning in the unincorporated areas as has Pulaski County.

Unincorporated Pulaski County has a number of documented military impacts present within its jurisdiction, including: a noise zone (65–69 dB), as well as imaginary surfaces and flight tracks associated with both Camp Robinson and LRAFB. Jacksonville, of course, has even more extensive impacts, including: noise zones (65–80+ dB), APZ 2, and imaginary surfaces and flight tracks associated with LRAFB, but not Camp Robinson. In addition to flight tracks and imaginary surfaces, including approach and departure surfaces associated with LRAFB, Cabot also has 65–74 dB noise zones in its ETJ and 65–69 dB noise zones within its corporate boundaries.

With the completion of this study, the members of the CUS Policy Committee emphasized the importance of pursuing a deliberate approach to land planning in these most critical operational areas. The 15-month CUS process marked the community's first compatible use study and its initial step to formally incorporate prior AICUZ findings with comprehensive land use planning efforts in the individual jurisdictions. Therefore, the Committee felt it important to recommend these three jurisdictions, at least, pursue planning in the areas with documented military impacts.

<sup>1</sup> The 2011 AICUZ Study indicates the City of Cabot adopted a "general plan" in 1999 and during the course of this Study it was confirmed the City, in 2015, prepared a draft land use plan map. However, the general plan for the City was not able to be verified and may well not remain in effect.



## A.2 Update Existing Land Use Plans in Sherwood and North Little Rock (High Priority)

As noted in [Chapter 5](#), and as shown in Appendix B, the City of Sherwood adopted Sherwood Vision 2040, pursuant to A.C.A. § 14-56-403, in December 2019, just after the start of the CUS. In addition, the City of North Little Rock has a Comprehensive Land Use Plan which sets forth nine generalized land use goals for the city.

However, neither adopted plan directly addresses the presence of, or impacts related to, Little Rock Air Force Base. Neither city has impacts associated with Camp Robinson within their boundaries or ETJs. Impacts from LRAFB may be of less concern for North Little Rock because it is further from the base and has only imaginary surfaces and flight paths within its primary and extraterritorial jurisdictions. Sherwood, on the other hand, has more extensive documented impact areas within both its corporate and extraterritorial jurisdictions, including noise zones (65–69 dB), APZ 1, and APZ 2 as well as imaginary surfaces and flight tracks associated with LRAFB.

Therefore, the Policy Committee recommended the CUS Implementation Phase include preparation of revisions to both the Sherwood and North Little Rock land use plans to incorporate this study’s results and recommendations into the applicable elements of the cities’ plans. Revisions could be made to the applicable chapters of the Sherwood Vision 2040 plan and to the goals set out in the North Little Rock plan.

For example, Goal 3.3 of the Sherwood plan (“Enhance the city’s land use regulations and development review processes”) could be revised to add a policy incorporating LRAFB’s input into its zoning and review procedures.

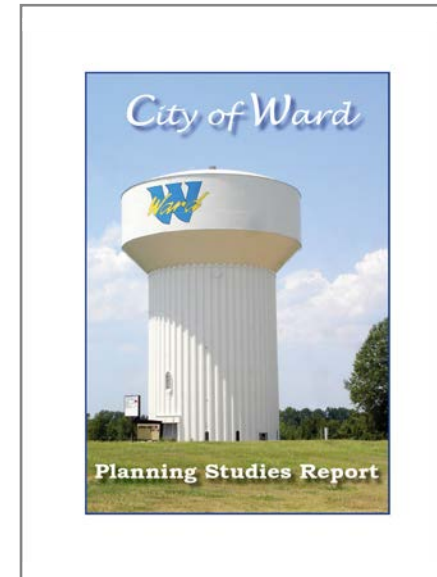
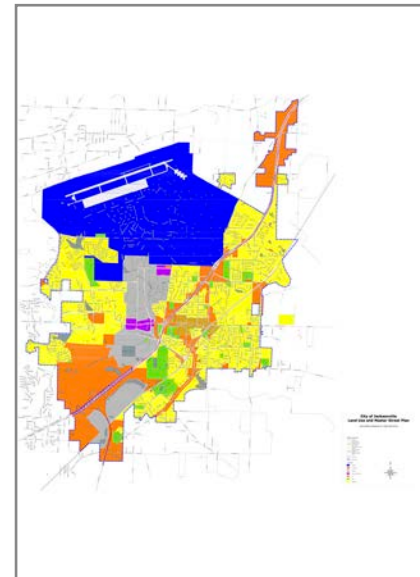
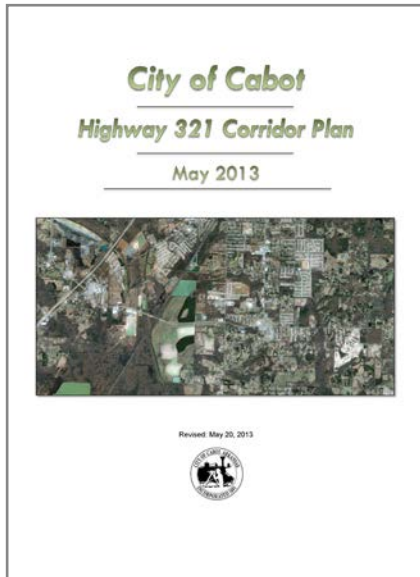
Similarly, Goal 8 of the North Little Rock plan (“Promote and sustain a progressive and positive planning process for North Little Rock”) could be supplemented by noting the CUS’s recommendations related to LRAFB input, particularly on matters related to height and obstruction concerns.

Alternatively, Sherwood and North Little Rock also could create separate chapters, sections, or addenda to their plans that address military-related land use issues specifically and, as applicable, cross-referencing the 2020 CUS.

A.3. Prepare Updates to Other Policy and Planning Documents (Medium Priority)

As noted above and in [Chapter 5](#), the CUS participating jurisdictions have prepared a range of planning and policy documents related to transportation corridors, economic development, hazard mitigation, bike and pedestrian planning and the like. During the CUS Implementation Phase, each of the local governments should identify current policy documents and plans impacted by the recommendations of the 2020 CUS or which may simply benefit from being supplemented by the study findings.

By incorporating the findings of the CUS into the region’s policy and planning documents, the community meaningfully demonstrates its awareness of the impact LRAFB has on many of the areas of land use each jurisdiction addresses.





## B. Zoning and General Code Provisions

Both Sherwood and Jacksonville have adopted military-based zoning that applies within each of their corporate jurisdictions, as well as portions of unincorporated Pulaski County. Both cities reference authorities provided in A.C.A. 14-56-201, -301, 401, and 413(a)(1)(A), as well as 14-56-426 in their AICUZ zoning overlays.

During the course of developing the 2020 CUS, the Policy and Technical Committees put a great deal of effort into evaluating the scope of municipal and county authority regarding not only military-related land uses, but zoning and land use in general.

In fact, the Policy Committee appointed an ad hoc subcommittee to work with the consultant team to identify areas of current state legislation that might be updated to clarify the scope of the local governments' powers. Based on the feedback of the subcommittee, the Policy Committee concluded the scope of open legal and statutory questions was significant enough to warrant taking up the matters during CUS implementation. And, in fact, the Committee included a number of recommendations in this chapter facilitating clarification of statutory authorities and, subsequently, implementation of corresponding CUS recommendations during implementation of this study.

For context, note the CUS recommendations directly connected to these needed statutory clarifications include all five recommendations under [Section B](#), but also three important recommendations under [Section E](#), as well. Together, they are as follows:

- B.1. Prepare Updates to Existing AICUZ Overlay Boundaries in Sherwood and Jacksonville
- B.2. Prepare Updates to Existing AICUZ Overlay Regulations in Sherwood and Jacksonville
- B.3 Prepare AICUZ Regulations within Pulaski County, Lonoke County, and Cabot
- B.4 Add Height and Interference Review to Local Development Review Processes
- B.5. Include Review of Military Impacts During Consideration of Annexation Applications
- E.3 Prepare a Memorandum of Understanding (MOU) for Regional Coordination with LRAFB
- E.4 Propose Legislative Revisions to Clarify Scope of Local Government Authorities
- E.5. Prepare GIS Layers Illustrating Extent of Local Government Regulatory Authorities

### The Current Environment

The Cities of Sherwood and Jacksonville have adopted zoning overlays protecting properties from some impacts associated with LRAFB's mission and operations.

The cities apply the overlays within Sherwood's and Jacksonville's corporate boundaries, as well as beyond, within APZ and CZs.

Additional impacts associated with noise and potential airspace intrusions also have been documented, but are not yet addressed fully, according to current Air Force guidelines.

There are varying interpretations of the scope of authority local governments have with regard to military-related, zoning, under A.C.A § 14-56-301, -412, and -426, which need to be reconciled to fully implement the recommendations set out here.



### B.1. Prepare Updates to Existing AICUZ Overlay Boundaries in Sherwood and Jacksonville (High Priority)

The AICUZ overlays adopted by the Cities of Jacksonville and Sherwood each address clear zones, accident potential zones, and, to a degree, potential airspace interference. However, neither overlay maps the imaginary surfaces and flight tracks associated with LRAFB, which could be impacted by new land uses and structures, and neither includes noise zone impacts, which each experiences in both their corporate and extraterritorial jurisdictions.

Therefore, the Policy Committee recommended the AICUZ boundaries for Sherwood and Jacksonville be augmented by other documented impact areas shown in the 2011 AICUZ Study, based on the compatibility analysis in [Chapter 3](#) of the 2020 CUS.

However, it also is important the cities update the regulations implemented within the overlay boundaries, which is discussed in the following section.

### B.2. Prepare Updates to Existing AICUZ Overlay Regulations in Sherwood and Jacksonville (High Priority)

Jacksonville and Sherwood adopted their AICUZ overlays in 1999 and 2007, respectively.

Since that time, not only was a subsequent AICUZ Study prepared for LRAFB, but the Air Force also has updated its guidance regarding land use compatibility with noise impacts and accident potential. Though noise-related compatibility standards would be new in these jurisdictions, current regulations related to accident potential and safety lack complete consistency with AFH 32-7084 and AFI 32-7063, most recently updated in December 2015.

For example, the AICUZ overlay district adopted by Sherwood in 2007, currently permits one “residential structure” per acre, within the Clear Zone, APZ 1, and APZ 2. AFI 32-7063, on the other hand, recommends no residential uses be permitted in the clear zones or APZ 1, and only limited single-family development of not more than two units/acre in APZ 2. So, in some cases, the local overlays are more restrictive than current Air Force Guidance and in others less restrictive. Therefore, the CUS Policy Committee recommended both Sherwood and Jacksonville update their AICUZ regulations—in addition to their boundaries—during the Implementation Phase of the CUS.

Clarification of the scope and nature of the land use and zoning authorities of the jurisdictions in the CUS Study Area may involve amendments to the Arkansas Statutes, discussions between the local governments, and inter-local agreements, or all three.

The five recommendations in [Section B](#) will necessarily build on the recommendations related to an MOU for regional coordination ([Recommendation E.3.](#)) and/or revisions to Arkansas statutes related to the allocation of land use and zoning powers of local government ([Recommendation E.4](#))



### B.3. Prepare AICUZ Overlay Regulations within Pulaski County, Lonoke County, and Cabot (High Priority)

Overlay zones are a commonly used zoning tool that add specific regulations to lands in a certain geographic area beyond those required generally by the underlying zoning district. They already are being used locally, as noted above. Military overlays serve several purposes.

First, they may indicate areas within which notice and coordination between the Air Force and the local governments will occur, providing a means of implementing the recommendations in [Section E, Inter-Local Cooperation](#). This type of overlay might indicate only those areas within which coordination would occur and would not govern allowable land uses in the area. This may be appropriate where land use compatibility is not as urgent a concern, but where potential conflicts, including those related to Air Force airspace, may still present themselves on a case-by-case basis.

Second, an overlay zone could limit the allowable land uses within them to those that are compatible with the Air Force's mission. This approach would be aligned with the existing zoning or general codes for the adopting jurisdiction and would identify any conditional, discretionary, or special uses that would be appropriate given a proposed development's proximity to an LRAFB installation or impacts from Air Force operations. In this regard, the overlays would be similar to the initial overlays adopted in Sherwood and Jacksonville.

In order to fully implement a regional regulatory framework, at least in the jurisdictions most heavily impacted by LRAFB operations, the CUS Policy Committee recommended, in addition to Jacksonville and Sherwood, that Pulaski County, Lonoke County, and Cabot also adopt limited AICUZ zoning to address the compatibility issues identified in [Chapter 3](#).

In addition to coordination protocols, new overlays in these jurisdictions would relate to noise (unincorporated Pulaski County and Cabot), accident potential (unincorporated Pulaski County, but within Cabot's one-mile planning jurisdiction), and airspace interference potential (unincorporated Pulaski County, Lonoke County, and Cabot) associated with LRAFB operations at the base as well as the Camp Robinson All-American Landing Zone.

Given the proximity of these three jurisdictions to LRAFB installations and operations, the Committee gave this recommendation high priority and recommended they be adopted during the CUS Implementation Phase.



#### B.4. Add Height and Interference Review to Local Development Review Processes (High Priority)

As shown on Maps [3.19](#) and [3.20](#) in [Chapter 3](#), the imaginary surfaces and flight tracks associated with LRAFB operations at the main base, the All-American Landing Zone, and the Blackjack Drop Zone impact each of the jurisdictions participating in the CUS, except the City of Lonoke. Therefore, in most jurisdictions there is the possibility of a structure (like a communications tower) or a land use (like a landfill or electromagnetic device) being established that interferes with Air Force airspace.

The only jurisdictions at the time of the CUS that addressed this potential incompatibility were Sherwood and Jacksonville, as is discussed above. In each case, the cities appear to apply airspace protections throughout their one-mile extraterritorial “planning jurisdictions” (see section 14.09.02(F), City of Sherwood Zoning Code; section 15.20.01, Sherwood Subdivision Regulations; and section 18.66.050, City of Jacksonville Zoning Code, Title 18).

However, as noted above and discussed in detail in [Recommendation E.4.](#), A.C.A. § 14-56-426 also appears to extend the extraterritorial powers of most of the CUS jurisdictions to up to five miles for purposes of regulating documented military impacts, like Air Force airspace. And, of course, this airspace is impacted by the land use decisions of most of the local government jurisdictions.

Therefore, in conjunction with the other four recommendations in [Section B](#) and Recommendations [E.3.](#), [E.4.](#), and [E.5.](#), the Policy Committee recommends that each participating local government adopt measures to mitigate potential impacts on the Air Force airspace above their jurisdictions. These measures will likely be regulatory in jurisdictions that have zoning and are closest to an installation boundary, but may be non-regulatory, voluntary, or by inter-local agreement in jurisdictions that do not have zoning and are further from the installations.

#### **No One-Size-Fits-All Solutions**

The members of the CUS Policy Committee recognized each local government jurisdiction is unique and that the solution or recommendation that works for one, may not work for all.

For example, some jurisdictions are more urbanized, while others are largely rural. Some have full zoning, while many do not. Some are more heavily impacted by base operations, while the impacts on others are less frequent or less intense.

The recommendations in the 2020 CUS reflect the unique nature of each jurisdiction and agency participating including LRAFB.



### B.5. Include Review of Military Impacts During Consideration of Annexation Applications (High Priority)

Building on its analysis of extraterritorial jurisdictions, the Policy Committee also felt it important for municipalities and landowners to take into account military impacts within an area planned for annexation. Indeed, annexations are an important component in the land development process, as seen at the largest scale recently in 2008 with Sherwood’s annexation of the Gravel Ridge community, which nearly double the city’s size.

First, property owners may not be aware at all that their unincorporated lands are subject to documented military impacts or that a planned future use of their property could negatively impact base operations. Annexation is, after all, the first step rural property owners may take to develop property.

The Policy Committee recommendation, therefore, is twofold.

First, during the planning process or during the next land use plan updates, municipalities should add consideration of military impacts to their planning models and policies. For example, the Sherwood Vision 2040 Comprehensive Plan calls for an Annexation Plan to identify future annexation areas and Annexation Analyses prior to voluntary annexation.<sup>1</sup> Both the eventual plan and analyses should include consideration of LRAFB impacts, as shown in [Chapter 3](#), and any subsequent AICUZ studies prepared for LRAFB.

Second, when a site-specific annexation is under consideration, the Committee recommends that ordinances and internal protocols require consideration of the impact, if any, the annexation, if approved, could have on LRAFB or, conversely, LRAFB operations could have on future development and property owner expectations about buildability in the area. For example, note that Policy 3.4.4. of *Vision 2040* requires annexation as a condition of utility extension. These extensions, not to mention the cost and time required to finalize the annexation, will bring expectations of a return on investment. It is best, of course, if property owners are made aware through pre-planning processes of whether military impacts are present on lands under consideration for investment.

[Recommendation B.5.](#) may be accomplished in part, as noted above, through preparation of site-specific Annexation Analyses in the case of Sherwood, but also should be made part of also the annexation process and regulatory framework for each of the municipalities.

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<sup>1</sup> *Sherwood Vision 2040*, p. 46



## C. Subdivision Regulations

### C.1. Prepare Regulatory Requirement for Plat Acknowledgments (High Priority)

Consistent with the theme of the recommendations in Sections B and D, the Policy Committee recommended local governments exercising subdivision authorities revise their regulations to require acknowledgment on newly approved plats that impacts from Air Force operations may be present on the lots on the plat and that future purchasers are encouraged to inquire with local agencies or local installation officials.

For example, regulatory language could read as follows:

*“Property owners should be aware that (i) parcels in this subdivision and its subsequent occupants could experience Air Force operational impacts, including impacts related to noise, vibration, odors, flight safety hazards, and other impacts related to operations associated with Little Rock Air Force Base; and (ii) the property may be subject to regulatory limitations on development due to the property’s proximity to an Air Force installation.”*

The language developed during the CUS Implementation Phase may vary, of course, following discussions and input by each participating jurisdiction. Note too, this recommendation would run in tandem with [Recommendation D.1.](#) related to similar permitting acknowledgment for zoning and land use applications.

#### The Current Environment

The following jurisdictions currently regulate subdivisions of land:

Cabot

Jacksonville

Lonoke

Maumelle

North Little Rock

Sherwood

Ward



## D. Notice to Property Owners and Occupants

It is important for a number of reasons that property owners and other occupants of land be aware of the impacts they may experience associated with nearby military activities. So too it is important that they be aware of any limitations—regulatory or otherwise—on the expected use of their property as early as possible in the process of development, purchase, or lease.

First, of course, is the element of fairness. Some moving into the area may not be familiar with the extent of the bases' importance and influence in the region. Others may be unaware of the extent of military impacts and, in particular, of the distance from the installations' actual boundaries where a land use could negatively impact US military operations.

Second, many communities have found a correlation with military awareness of impacts and tolerance of those impacts. In other words, where the population is stable and the presence of the military installation is long-term, there may be fewer complaints of those impacts, since the history and importance of the local military installation in the community is well known.

Therefore, the Policy Committee identified three recommendations related to property owner and occupant awareness.

### **Communicating Early & Often**

Members of the Policy and Technical Committees pointed out the importance of the base officials and local planning and zoning officials communicating early and often when a proposed land use or infrastructure plan could impact LRAFB operations.

If a local jurisdiction has begun informal discussions with a landowner regarding a development near an Air Force installation, the jurisdiction would communicate this to the designated Air Force liaison, perhaps sooner and more broadly than may be required by an ordinance, MOU, or statute, so site planning may be finalized in consideration of any preliminary base comments.

Similarly, if a proposed Air Force operation or land use near a base boundary could have an off-base impact, the Air Force would consult the neighboring jurisdiction to ensure the project meets the land use and operational goals of both parties, even where state or federal law may not require coordination



#### D.1. Provide Notice on Local Permit Approval of Potential Military Impacts on Property (High Priority)

Consistent with [Recommendation C.1.](#), the Committee recommended that all building, zoning, and land use approval documents include a notation or even the applicant's acknowledgment that the property and its eventual occupants may experience noise, safety, or other impacts associated with Air Force operations at the LRAFB installations.

Approvals including such an awareness statement may include building permits, rezonings, annexations, certificates of occupancy, site plans, conditional/special uses, and planned developments.

The language would be determined by each local government during the CUS Implementation Phase, and may be similar to that set forth in [Recommendation C.1.](#)

#### D.2. Prepare Purchaser and Tenant Awareness Disclosures (High Priority)

The State of Arkansas does not currently require a residential real estate disclosure at time of closing. However, the Arkansas Realtors Association does recommend agents representing sellers encourage them to complete a standard disclosure form that includes known impacts from noise and other nuisances.

The Policy Committee considered recommendations for providing supplemental voluntary real estate disclosures related specifically to military impacts in the vicinity of Little Rock AFB, All-American Landing Zone, and Blackjack Drop Zone to local realtors in the area. However, after evaluating mandatory military disclosures used in other states, the Committee elected to recommend seeking a statutory revision that would *require* disclosure of military impacts. And, only if that effort were not successful, to develop a standard *voluntary* form for local real estate agents and business community members to provide to potential purchasers, tenants, and investors. If possible and deemed effective, the Committee indicated a preference that disclosure be achieved through revisions to current disclosure forms instead of additional new forms.

During the CUS Implementation Phase, the Committee recommended that the communities and real estate professionals evaluate disclosure options and other means of notifying potential purchasers of military impacts and to work with the local legislative delegation to develop a revised statute for consideration as soon as possible. Input and involvement of the Arkansas Realtors Association and the North Pulaski Board of Realtors during CUS implementation was also recommended.



### D.3 Street Signage

Some communities have used street signs as a means of not only creating awareness of the immediate presence of military impacts and operations along a given portion of roadway, but also generalized awareness in the community.

For example, the photo at the top left shows a sign near Grissom Air Reserve Base, alerting travelers along State Highway 31, which passes through an off-base portion of the clear zone, to refrain from congregating in the area, consistent with Air Force guidance discouraging gatherings of population in the CZs.

Similarly, the sign in the photo at the bottom left puts current and future residents of a subdivision near Shaw Air Force Base on notice of the potential to experience jet noise associated with that air installation.

Although, with LRAFB's long history in the area, awareness may be sufficiently broad. Nonetheless, the Policy Committee recommended the Implementation Committee evaluate the pros and cons of using signage to supplement awareness and therefore to enhance community compatibility. The Implementation Committee would, of course, receive the benefit of community input, including that of the real estate industry, prior to making a final recommendation on signage in the community.





## E. Inter-Agency Cooperation

Effective coordination among CUS participants already is occurring, even where processes have not been formalized or adopted by local ordinance, including, but not limited to, development and infrastructure projects that had the potential for impacts on both sides of the fence. Also, as noted in the discussion of [Recommendation E.4.](#), the Arkansas statutes do not currently require military–local government coordination prior to development permitting and approvals or even rezonings, which will in some cases impact LRAFB operations or may be impacted by them.

The Committee, therefore, recommended that LRAFB and the local governments formalize coordination efforts through an MOU for regional cooperation, perhaps in support of any overlay regulations that also require coordination, where applicable. See [Recommendations B.1. through B.4.](#)

This section describes additional recommendations the CUS Policy Committee made as a result of its work during the 2020 CUS process related specifically to formalizing the informal, though effective, nature of coordination between LRAFB officials and civilian community stakeholders. Doing so was important to the Committee for several reasons.

First, as noted in [Chapter 2](#) and in several local plans, growth in the communities around LRAFB installations is expected to continue. For example, the City of Sherwood alone projects 13,000 to 20,000 additional residents by 2040. See *Sherwood Vision 2040*, p. 19.

Second, as the Committee found during the CUS compatibility analysis, detailed in [Chapter 3](#), some potential incompatibilities exist with current and zoned land use near LRAFB. For example, the study found existing land use incompatibilities in APZ 1 and the potential for current zoning to allow additional ones. See [Maps 3.16](#) and [3.17](#). It is therefore critical that the regulatory tools recommended in [Section B](#) be supplemented by a formalized coordination effort to ensure proposed future land uses do not negatively impact operations at LRAFB.

### The Current Environment

Little Rock Air Force Base has existed since 1955. It has been and remains an integral part of what make this community unique.

Over the last 65 years, civilian leaders and local officials have interacted with military leaders to keep lines of communication open and, as a result, the base and the community remain good neighbors, with few areas of land use incompatibility.



Implementation of the inter-agency cooperation recommendations begins with the establishment of a CUS Implementation Committee that will oversee the implementation of the high priority recommendations in this chapter. In fact, the CUS project manager began assembling the Implementation Committee as the study was being completed in the Fall of 2020.

#### E.1. Appoint CUS Implementation Committee (High Priority)

A CUS Implementation Committee will oversee CUS Phase II and the development of the tools and work products recommended in this chapter, according to priority. The duration and cost of Phase II will depend, in part, on which recommendations the Implementation Committee elects to pursue first. During its final discussions, the Policy Committee indicated a preference to pursue implementation of the high priority recommendations within the first year to 18-months following completion of the CUS.

Therefore, as Phase II of the CUS process begins, the administering local agency, likely the City of Jacksonville, will finalize the “CUS Implementation Committee” in late 2020 or early 2021. This Committee will consist of members of the jurisdictions involved in the CUS itself, other impacted levels of government, and affected stakeholder groups.

Based on the experience of the Policy and Technical Committees during development of the CUS, the recommendation is to include both policy and technical expertise on a single CUS Implementation Committee to continue the efficient and informed work that began with the CUS.

Upon initiation of the CUS Implementation Phase, the Committee will meet periodically (virtually or in-person) and, as needed, call upon staff members of the participating agencies to provide technical support.



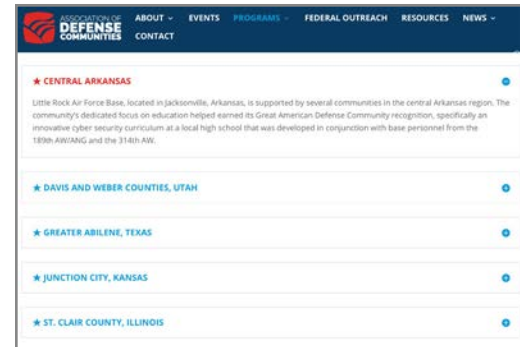
## E.2. Seek Funding from State Military Affairs Grant Program (High Priority)

The Military Affairs Grant Program (MAGP), administered by the Arkansas Economic Development Commission (AEDC), provides funding for projects that sustain and strengthen military installations in Arkansas. The first grant awarded by through the MAGP, in 2018, provided funding to the City of White Hall to develop a CUS for Pine Bluff Arsenal.<sup>1</sup>

Also in 2018, the AEDC awarded over \$375,000 in MAGP funding to the LRAFB Community Council and Jacksonville High School to develop a first-of-its-kind cybersecurity training curriculum.<sup>2</sup> This partnership exposes students to the field of cybersecurity, a rapidly expanding career field in both military and civilian contexts. Students have opportunities to work with LRAFB cybersecurity personnel, as well as educators from Arkansas State University-Beebe.

Applicants eligible for MAGP funding include counties, cities, economic development agencies, military community councils, military installations, and state agencies.<sup>3</sup> The program operates on a quarterly grant cycle, subject to available funding (which is appropriated by the state legislature). The FY20-21 state budget authorized \$500,000 for the program. At the time of this writing, the anticipated program budget for each of the next two fiscal years (FY21-22 and FY22-23) is \$750,000.<sup>4</sup>

In Phase II, the community should identify components of the CUS Implementation Plan, particularly any high-priority recommendations, that could be funded by the MAGP. According to AEDC, the grant program typically funds multiple smaller projects during a budget year, rather than one large project that utilizes the entire budget appropriation. Many of the high priority recommendations in this chapter have moderate associated costs (estimated at less than \$25,000). Thus, the MAGP represents a potential source of significant funding to help advance the CUS recommendations.



*The Association of Defense Communities named the Central Arkansas region to the 2020 class of Great American Defense Communities, due in part to the innovative cybersecurity training curriculum. This program received MAGP funding in 2018.*

<sup>1</sup> <https://www.arkansasedc.com/news-events/newsroom/detail/2018/04/09/governor-aedc-announce-first-military-affairs-grant-award>

<sup>2</sup> [https://www.arkansasedc.com/news-events/newsroom/detail/2018/05/14/governor-aedc-announce-\\$377-812-military-grant-for-cyber-training-at-jacksonville-high-school](https://www.arkansasedc.com/news-events/newsroom/detail/2018/05/14/governor-aedc-announce-$377-812-military-grant-for-cyber-training-at-jacksonville-high-school)

<sup>3</sup> AEDC Military Affairs Grant Program Rules, May 2017, available: [https://www.arkansasedc.com/docs/default-source/community-resources/military\\_affairs\\_grant\\_program\\_rules.pdf?sfvrsn=d4ee83fa\\_4](https://www.arkansasedc.com/docs/default-source/community-resources/military_affairs_grant_program_rules.pdf?sfvrsn=d4ee83fa_4)

<sup>4</sup> Arkansas State Legislature Budget Hearing Information (2021-2023 Biennium), Volume 02 – Department of Parks, Heritage & Tourism, DFA and Department of Commerce, Summary Budget Information, p. 338, available: <https://www.arkleg.state.ar.us/Committees/Document?type=pdf&source=2019%2FSummary+Budget+Manuals&filename=Volume%202%20-%20Dept%20of%20Parks,%20Heritage%20and%20Tourism,%20DFA%20and%20Dept%20of%20Comm> (last accessed December 28, 2020)



### E.3. Prepare a Memorandum of Understanding for Regional Coordination with LRAFB (High Priority)

As is discussed in greater detail under [Recommendation E.4.](#), most of the high-priority recommendations of this study will benefit from a deliberate and facilitated effort to define and then articulate the roles each local government, the base, and the state will play in the future to maintain compatibility between Air Force and civilian land uses.

A.C.A. § 14-56-426 was passed in 1995 to require local governments near an Air Force base to take specific steps to advance compatibility. In fact, the legislature was one of the first states to take such a step. The Policy Committee has recommended this section be updated to reflect the current regulatory and land use environment in the CUS Study Area to provide a clear and solid foundation for full CUS implementation.

And, further, a Memorandum of Understanding (MOU) should be developed to lay out the framework for ongoing planning activities (see [Recommendation G.2.](#)) and to establish a consensus view of where the authority to regulate, plan, and coordinate stops and starts for each local government.

Therefore, the Policy Committee recommended that CUS implementation begin with and be built around the development of an MOU early on. The Committee envisioned the development of the MOU to include the following:

- An initial statement of the current legislative framework and settled areas of law related to municipal and county land use powers, including those related to military impacts
- An inventory of areas of uncertainty as to local government authority
- A survey of the manner in which other communities in Arkansas and other states are addressing compatibility and coordination in the modern military context
- A series of one-on-one focus group meetings with local governments, the base, and other stakeholders identified by the CUS Implementation Committee to ensure a complete understanding of the interests and needs of each for the resulting MOU

#### **Regional Coordination Area Designated**

Because participating CUS jurisdictions vary so widely with respect to their proximity to LRAFB installations, their use of zoning or planning tools, and their development densities the CUS Implementation Committee should consider designating a “regional coordination area” within which parties to the MOU, including LRAFB, agree to coordinate on major land use changes.

Coordination triggers may include major rezonings, adoption of new zoning or planning provisions, and development of new growth-inducing infrastructure, like roads, water, and wastewater.



- One or more joint meetings of the parties to finalize an MOU that accomplishes the following:
  1. Sets out a consensus view of the best regulatory approach to ongoing planning and zoning in the CUS Study Area long-term
  2. Defines the scope of authority the parties to the MOU agree best meet those needs
  3. Clarifies the locations in which regulations are most appropriate versus those where non-regulatory approaches are most feasible and are sufficient to meet compatibility objectives
  4. Maps these locations and provides GIS data for local use
  5. Delineates the geographic extent of agreed-to authorities and boundaries
  6. Any other matters the Implementation Committee deems feasible and appropriate

In addition, the MOU likely will address, among other things:

- Ongoing coordination
- The operational protocols of a standing Military Planning & Coordination Committee (see [Recommendation G.1.](#))
- The maintenance of a dedicated military planning and coordination website or webpage (see [Recommendation F.1.](#))
- The manner in which local regulations and state legislation (current or as revised on the recommendation of the CUS Implementation Committee) work together to achieve a comprehensive approach to compatibility long-term
- How notice will be provided and comments received when cooperation between the base and local governments is needed
- How cooperation between LRAFB and the local governments will occur as to lands that are not subject to zoning regulations, but that may be affected by military impacts
- Procedures for regular updates by the base to local governing bodies
- Notice or expected changes in military missions (temporary or permanent)

The MOU will be coordinated and consistent with any adopted overlay zoning, as discussed with respect to [Recommendations B.1. through B.5.](#) as well as any proposed changes to Arkansas state legislation, discussed in [Recommendation E.4.](#)

At the time the CUS was completed, the Policy Committee believed full implementation of the CUS recommendations may also depend on key clarifications to state legislation. However, the Committee also recognized that local stakeholders may arrive at an agreed-to set of legislative changes through the initial discussions that lead to the eventual development of a complete MOU; and, also, that the MOU eventually may need to reflect the final version of any legislative revisions, which may follow adoption of legislative changes.



Once the parties to the MOU reach agreement on the threshold issue of jurisdiction, however, the legislative revisions discussed in Recommendation E.4. should be undertaken as quickly as possible.

#### E.4. Prepare Legislative Revisions to Clarify Scope of Local Government Authorities (High Priority)

The Policy Committee recommends the CUS Jurisdictions work collaboratively to prepare and seek legislative support for revisions to A.C.A. § 14-56-426 and other affected statutes regarding the scope and nature of local government regulatory jurisdiction over areas impacted by LRAFB operations; particularly as the statutes relate to extraterritorial powers and overlapping areas of authority and impacts.

The subcommittee found, however, the statutes could benefit from clarification of the scope of municipal authority in territorial jurisdictions subject to A.C.A. § 14-56-426. The subcommittee also identified other potential revisions to A.C.A. § 14-56-426 that would help clarify the scope of regulation and make the legislation consistent with modern statutes in other states, including:

- Requiring notice of and coordination with LRAFB prior to major land use decisions in the impact areas;
- Clarifying whether or to what extent section -426 requires counties to regulate or zone for military uses;
- The applicability of future AICUZ and other studies updating impact areas and guidelines;
- Applying the requirement to permit single-family residences in appropriate areas only, based on current Air Force guidance;
- Requiring action on any new statutory mandate by local government within a fixed timeframe, with the requirement for a recurring review period to address changed conditions or guidelines;
- Clarifying, if needed, the distinctions between zoning and other statutory powers;
- Clarifying or exploring the applicability of the statutes to other Arkansas military, guard, and reserve installations.

#### **The Scope of LRAFB's Review and Comment of Local Development Actions**

While it is important that LRAFB receive notice of pending land developments presenting real threats to compatibility it also is in all parties' interest to avoid coordination on minor developments not likely to impact base operations.

The base and local governments will define an effective balance during CUS implementation, based on project size (acres, units, square footage), distance from the installations, or land use types.

Other sections of the Arkansas Code may be relevant for consideration or proposed revisions, during this process, including A.C.A. 14-56-413, and -301, *et seq.*



### **Ad Hoc Legislative Subcommittee**

During development of the CUS, the Policy Committee appointed an ad hoc legislative subcommittee to review the current statutory requirements for land use controls in military impact areas. The subcommittee worked with the consultant planners and attorneys to identify areas of current state legislation that might be updated to clarify the scope of the local governments' powers.

The subcommittee focused on the relationship between two Arkansas statutes that authorize municipalities to act outside their corporate boundaries: A.C.A. [§ 14-56-413](#) and [§14-56-426](#).

A.C.A § 14-56-413 authorizes municipalities to adopt planning ordinances (distinct from zoning ordinances) within their territorial jurisdictions. These territorial limits range from one to two miles, based on a municipality's population. The statute authorizes "zoning ordinances only in territorial jurisdictions of cities with a population of 8,000 or more that are situated on a navigable stream."

A.C.A §14-56-426 requires first-class cities within five miles of a military installation to restrict or prohibit land uses "that might be hazardous to aircraft operation." In the vicinity of Little Rock Air Force Base, this results in four cities (Cabot, Jacksonville, North Little Rock, and Sherwood) with significantly overlapping jurisdictions. In addition, portions of LRAFB's documented impact areas fall outside these territorial limits, in unincorporated areas of countries without jurisdiction-wide zoning regulations.

The subcommittee found the statutes could benefit from clarification of the scope of municipal authority in territorial jurisdictions subject to A.C.A §14-56-426. The subcommittee also identified other potential revisions to the statute that might clarify the scope of regulation and the process for review of potentially incompatible land uses.

Based on the feedback of the subcommittee, the Policy Committee concluded the scope of open legal and statutory questions was significant enough to warrant taking up the matters during CUS implementation. The Policy Committee included a number of recommendations in this chapter facilitating clarification of statutory authorities and, subsequently, implementation of corresponding CUS recommendations during implementation of this study.



Based on the work of the legislative subcommittee and the need for a facilitated regional effort, the Policy Committee ultimately concluded the scope of open legal and statutory questions was significant enough to warrant taking up the matters during CUS Implementation (see callout box, next page). Several overarching guiding principles during that process would include:

- That the authorities addressed by the CUS Implementation Committee be limited solely to military-related land uses (i.e., accident potential, noise, and hazard surfaces), not zoning or land use powers unrelated to military impacts;
- That the authorities addressed be limited geographically to those lands included in a documented military area of impact only;
- The preference that cities regulate within their corporate jurisdictions and extraterritorial areas, which include documented impact areas;
- The ability for counties to decide whether to regulate unincorporated areas or to defer by agreement to the extraterritorial jurisdiction of a city;
- Impacts impacting more than one jurisdiction, should be addressed by a city to which the area of overlap is most logically located (i.e., avoid “leap-frogging”);
- That accident potential and noise impacts are most appropriate impacts for mandatory restrictions or zoning; and
- Rural areas and certain areas subject to less restrictive imaginary surfaces may be appropriately addressed through coordination, public awareness, and other non-regulatory tools.

Since the Arkansas Legislature meets only every two years for legislative business, the Policy Committee recommended that the CUS Implementation Committee undertake legislative revisions as soon as the parties come to an agreed to jurisdictional framework in [Recommendation E.3.](#)—hopefully in the spring of 2021 before that session of the legislature adjourns. The Committee further noted that a common jurisdictional framework was the key prerequisite to preparing legislation, even if completion of the full MOU extended beyond.

#### E.5. Prepare GIS Layers Illustrating Extent of Local Government Regulatory Authorities (High Priority)

Due to the number of local government jurisdictions within LRAFB impact areas, the various territorial jurisdictions (discussed in [Recommendation E.4.](#)), and the existing AICUZ overlay zoning districts in Jacksonville and Sherwood, mapping the extent of local government regulatory authorities is an important component of the CUS Implementation Plan.

Mapping extraterritorial areas that are both authorized and active under state statute will allow CUS Jurisdictions, citizens, and stakeholders to be readily aware of the geographic extent of zoning and planning powers currently being exercised. It also informs



development of the MOU (see Recommendations [E.3.](#) and [G.2.](#)) and helps illustrate the need for the legislative revisions discussed in [Recommendation E.4.](#) Therefore, the Committee recommended either that a regional GIS database be established to reflect the legislative authorities and jurisdictions clarified following completion of Recommendations [E.3.](#) and [E.4.](#) or that the GIS database of an existing jurisdiction be expanded or updated to include all areas within the CUS Study Area and/or CUS regional coordination area. As noted above, the CUS Implementation Committee may determine whether Pulaski County has the capacity and resources to fulfill this role or whether the CUS Implementation Phase should include establishment of an independent database.

#### E.6. Facilitate LRAFB Input Prior to Local Approvals of New Growth-Inducing Infrastructure (High Priority)

The need to coordinate on land use matters may go beyond those necessarily captured in the local planning and zoning context. For example, expansions to growth-inducing infrastructure initiated by local governments or other agencies may be coordinated with LRAFB to ensure infrastructure extensions are not setting up encroachment vulnerabilities for the future.

For example, a proposed road extension into an APZ 1 area does not, by itself, create an incompatibility with Air Force accident potential guidance. However, dense residential development that naturally could be expected to result from the road extension may well create an incompatibility.

The objective of coordinating early and often will best be met—along with property owner expectations—where even these types of infrastructure expansions are coordinated prior to approval, through regulatory, MOU, or other mechanisms developed during CUS implementation.

#### E.7. Monitor Defense Community Infrastructure Program for Funding Opportunities in the Region (High Priority)

[Title 10 US Code § 2391\(d\)](#) authorizes the Secretary of Defense to provide grants to “address deficiencies in community infrastructure supportive of a military installation” through the [Defense Community Infrastructure Pilot Program \(DCIP\)](#). Congress authorized the DCIP for ten years following enactment of the National Defense Authorization Act for Fiscal Year 2019, but did not fund the program in FY2019. Fiscal Year 2020 marks the first time funding has been available for the DCIP.

The DCIP focuses on three priorities established by the Secretary of Defense: military family quality of life, military resilience, and military value.



The statute defines “community infrastructure” as a product or facility that is located off of a military installation and is owned by a state or local government or not-for-profit, member-owned utility service.<sup>5</sup> Thus, eligible applicants for DCIP funding include only state and local governments and not-for-profit, member-owned utility services.

The Final Federal Funding Opportunity (FFO) for the FY2020 DCIP identifies other eligibility and programmatic requirements, including those discussed below, which may or may not be the same in subsequent funding years.

Individual awards range from \$250,000 to \$25 million. Unless the project location is in a rural area or for national security reasons, grantees must provide a non-federal funding match totaling at least 50% of project costs per the FFO (note 10 U.S.C. § 2391(d)(2) requires a minimum 30% match for non-rural projects). The FFO defines “rural area” as a city, town, or unincorporated area with a population of 50,000 or less. An applicant proposing a project in a rural area must specifically request a waiver of the matching requirement.

The FFO defines eligible community infrastructure projects as “any complete and usable transportation project, school, hospital, police, fire, emergency response, or other community support facility; or water, wastewater, telecommunications, electric, gas, or other utility infrastructure project, that:

- Support a military installation;
- Are owned by a state or local government or a not-for-profit, member owned utility service;
- Will enhance military family quality of life, resilience or military value at the supported military installation;
- Are endorsed by the local installation commander representing the installation benefiting from the proposed project; and
- Are construction-ready.”<sup>6</sup>

Further, at least 50% of the beneficiaries of a project funded by the DCIP must be active-duty military service members and their families.

In September 2020, the DoD announced the first grants awarded through the Defense Community Infrastructure Pilot Program. These 16 grants, totaling approximately \$50 million, leverage an additional \$45 million in non-federal funds. Funded projects include recreational and sports complexes, educational facilities, emergency medical facilities, and utility infrastructure improvements.

In November 2020 the US Senate released its proposed FY2021 spending package, which proposes a \$100 million increase in funding for the DCIP.

<sup>5</sup> 10 U.S.C. § 2391(e)(4)

<sup>6</sup> FFO, Section C.3., p. 3



## Little Rock AFB Compatible Use Study Chapter 7: Compatible Use Study Recommendations

A key requirement is that the proposed construction can begin within twelve months of the grant award. This requires “all necessary final design and planning, federal and state/local environmental planning, and local permitting actions” to be “substantially complete.”<sup>7</sup> As with other federal funding, compliance with the National Environmental Policy Act is required.

The CUS Implementation Committee should monitor the DCIP for potential funding opportunities in FY2021 and beyond. The community could use funding in a variety of ways to support the three DCIP priorities.

For example, LRAFB has a legacy of supporting education, including through establishment of the University Center, a degree center of Arkansas State University-Beebe. The Jacksonville Little Rock AFB University Center offers educational programs for both military and community members.

The City of Jacksonville contributed \$5 million to the construction of a new facility, located just off-base, in 2011. This location allows community members to use the facility without special security or access requirements. Improvements to this facility could be eligible for DCIP funding.

The City of Jacksonville provides water service to and treats wastewater from LRAFB. In addition, LRAFB has developed a strong partnership with Entergy, the local utility, to improve energy efficiency and reduce costs.<sup>8</sup> Improvements to these critical infrastructure systems also could be eligible for DCIP funding.



*The Jacksonville Little Rock AFB University Center offers educational programs for both military and community members.*

<sup>7</sup> FFO Questions and Answers, Part I, Section A, Questions 27 and 56; June 4, 2020

<sup>8</sup> Utility Services Case Study: Energy Efficiency Upgrades for Little Rock AFB, Federal Emergency Management Program, November 2000, available: <https://www.nrel.gov/docs/fy01osti/26811.pdf>



#### E.8. Evaluate Opportunities within the Air Force Community Partnership Program (Medium Priority)

While the DCIP is an opportunity for military communities and the Department of Defense to share in the costs and benefits of capital/infrastructure projects, the Air Force Community Partnership (AFCP) program facilitate partnerships built on shared resources and capabilities beyond infrastructure.

The Air Force Community Partnership program brings together community and Air Force leaders to identify opportunities for and engage in mutually beneficial partnerships. These partnerships often result in reduced operational costs and improved service delivery and, perhaps more importantly, strengthen relationships between a military installation and the surrounding community.

The AFCP program facilitates coordination at the local level on initiatives as varied as the participating communities. Examples include the following:

- Shared firing ranges
- Cooperative medical/EMT training
- Shared refuse management services
- Cooperative educational programs
- Shared water and wastewater treatment facilities

The AFCP process involves three groups: a leadership committee, consisting of key decision makers; work groups, consisting of Air Force and community members with expertise related to the potential partnerships; and stakeholders/participants representing a broad range of community members.<sup>9</sup>

LRAFB was an early participant in the AFCP program, which has resulted in several local partnerships, including a memorandum of agreement with the Central Arkansas Library System (CALS) in which CALS provides staff for events at LRAFB to support base library staff. The CUS Implementation Committee, LRAFB, and the CUS Jurisdictions should evaluate opportunities for continued engagement with the AFCP program, including an assessment of potential new partnerships to address common issues and leverage resources.

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<sup>9</sup> Air Force Community Partnership Program, Groups and Roles, available: <https://community.apan.org/wg/airforcepartnerships/p/aboutus>



#### E.9. Increase Statewide Coordination (Medium Priority)

This study recommends that the standing Military Planning and Coordination Committee (see [Recommendation G.1.](#)) work to increase statewide coordination efforts related to mission sustainment and military value and encroachment-related matters.

This could include coordination with the Commanding Officers of Arkansas military installations and with the Arkansas Economic Development Commission's Military Affairs office as well as consideration of statewide legislation or inter-agency agreements to facilitate the development of statewide military planning tools and coordination frameworks.

The CUS Implementation Committee also should explore recommending regular meetings of the Commanding Officers from around the state. Other states like Florida, for example, have a formalized means of coordination among high-ranking military officials and state officials to ensure communication between these levels of government.

Finally, the Policy Committee also discussed the benefits of having a designated state-level grant writing subject matter expert to ensure Arkansas installations are fully availing themselves of available resources and programs, particularly those at the federal level.

#### E.10. Perform Strategic Planning to Stand Up a Readiness and Environmental Protection Integration Program with Conservation and Community Partners (Medium Priority)

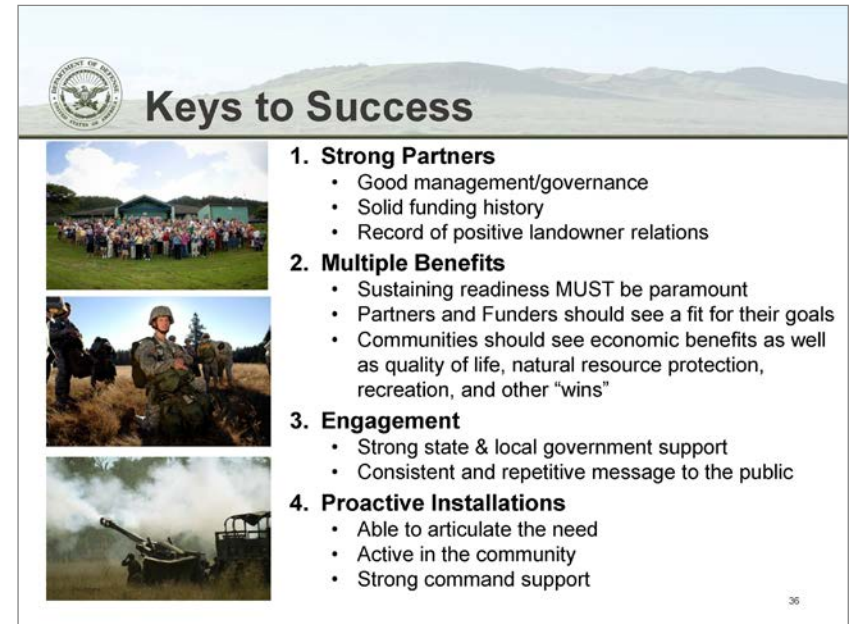
The Little Rock AFB Installation Complex Encroachment Management Action Plan (ICEMAP) provided recommendations for the installation to engage with community partners to develop a REPI program to identify partnership conservation solutions to help mitigate the impacts of off-base land uses that are potentially incompatible with military training and operations through [10 U.S.C. §2684a](#) and [16 U.S.C. §670c-1](#).

These authorities allow Little Rock AFB to enter cost-sharing partnerships with willing property owners that protect compatible land uses and address regulatory restrictions that inhibit military activities on non-DoD properties in the vicinity of installations. Through proactive work with conservation partners, a Little Rock AFB REPI program can provide win-win-win solutions that support the community, preserve agricultural and natural lands, and most importantly, protect and enable current and future military training and operations. During the CUS process, multiple stakeholders shared an interest in establishing such a program after the completion of the CUS. However, developing and standing up a successful REPI program requires a thorough understanding of unique tools

available under federal authorities, as well as an understanding of the collaborative interests of potential compatible land use partners that may include private conservation organizations and local communities.

Therefore, the Policy Committee recommended the base work with conservation and community partners to stand up a local REPI program, which may include the following steps:

- Seek specialized expertise and obtain education on REPI program fundamentals and best practices, including information on project planning and real estate execution requirements.
- Identify initial and ongoing leadership structure and personnel needs for installation stakeholders to provide input, identify metrics, and execute the program.
- Engage with potential eligible entity community partners to identify interest in the program, geographic focus areas, and collaborative funding opportunities.
- Engage with installation stakeholders and develop GIS maps that prioritize partner focus areas and locations that support military readiness.
- Develop a written REPI five-year plan that identifies mission capabilities, encroachment threats, a holistic encroachment mitigation strategy, a desired end state, and the expected strategic benefit.



The slide titled "Keys to Success" features a Department of Defense seal in the top left corner. It lists four key areas: 1. Strong Partners (Good management/governance, Solid funding history, Record of positive landowner relations), 2. Multiple Benefits (Sustaining readiness MUST be paramount, Partners and Funders should see a fit for their goals, Communities should see economic benefits as well as quality of life, natural resource protection, recreation, and other "wins"), 3. Engagement (Strong state & local government support, Consistent and repetitive message to the public), and 4. Proactive Installations (Able to articulate the need, Active in the community, Strong command support). Three small images are on the left: a group of people, a soldier with a dog, and a military vehicle.

*This excerpt from a DoD presentation on the REPI program identifies keys to REPI program success.*

Little Rock AFB should seek specialized expertise and perform strategic planning to stand up an installation REPI program. Strategic planning may include obtaining education and identifying best practices, identifying leadership and personnel requirements, engaging with potential community partners, performing a GIS analysis to identify priority areas of mutual interest, and developing a written REPI five-year plan. To start this process, the installation should engage with the Air Force Civil Engineering Center (AFCEC/CIUB), which leads USAF REPI programming, to understand potential frameworks, procedures, and Air Force guidance for the program. Additional strategic planning could occur with installation staff or with support from AFCEC or specialized consultants. These efforts should be designed to work with and support CUS goals to promote collaborative military and community conservation solutions.



#### E.11. Formalize Protocol for Periodic LRAFB Updates to Local Governments and the Community (Medium Priority)

As noted throughout this study, there currently is a significant amount of informal coordination amongst the CUS Jurisdictions and LRAFB. For example, the City of Jacksonville’s mayor briefs newcomers on-base every month, and LRAFB personnel briefs the Jacksonville City Council as needed.

However, the Policy Committee recommends increasing this type of interaction between LRAFB and local governing bodies as well as the community.

First, regularly scheduled updates by LRAFB representatives to local governing bodies and planning commissions would address ongoing or anticipated future activities at LRAFB, Blackjack Drop Zone, or the All-American Landing Zone. These updates should be consistently made and formalized, perhaps as part of the Memorandum of Understanding (see Recommendations [E.3.](#) and [G.2.](#)). Written communications may augment in-person presentations or may be provided in lieu of meeting in person, if issues appropriately allow. Written updates also could be posted on the dedicated military planning and coordination website (see [Recommendation F.1.](#)).

Second, the Committee recommended the CUS Implementation Committee explore the possibility of the base holding “State of the Base” briefings either annually or biannually to welcome the community onto LRAFB and offer the chance to hear the latest news and plans for the Air Force locally directly from base command. One possibility would be to hold a State of Base address during the recurring air shows on-base.

Other CUS communities have found this connection augments relationships between the community and the military and helps to mitigate the risk of misinformation being disseminated.



### E.12. Continue to Pursue Initiatives for Improved Quality of Life for Military Families (Medium Priority)

Access to quality public education remains one of the most important quality of life issues for military families. Little Rock AFB can continue to support educational programs and initiatives by leveraging installation resources and partnerships with local schools, including the continued participation of senior Air Force personnel on the local school board. As part of an overall effort to reduce challenges for military families, public educational opportunities can influence future basing decisions.

The Arkansas Department of Education provides the Purple Star School Award to recognize military-friendly schools. Both Cabot and the Jacksonville-North Pulaski School Districts have multiple schools recognized as Purple Star Schools, and with districts growing, developing new programs and facilities, it is expected that many more Awards will be granted to the Districts that serve Little Rock Air Force Base.



Continuing to expand the number of awarded schools in the area and prioritizing resources and programming that serve the needs of military families significantly improves quality of life. Little Rock AFB can also build on its relationships with the local community colleges and universities to provide enhanced opportunities, including special programs and discounted tuition rates, for military personnel and their dependents. Little Rock AFB and the City of Jacksonville have already established a joint university center that facilitates education opportunities for the military population and local community. Jacksonville Lighthouse Charter School–Flightline Upper Academy provides an on-base public education option for 5th through 8th grades.

In addition, working with the Community Council, Jacksonville-North Pulaski School District (JNPSD), community members, and AEDC Military Affairs, the Jacksonville Economic Development and Cultural Alliance was awarded a cybersecurity grant that funded the development of a cybersecurity education program for the JNPSD. This program includes collaboration with the University of Arkansas, Arkansas State University, and the University of Central Arkansas, and contributed to LRAFB's receipt of two national awards for community relations. This program is unique and prepares certified entry-level cybersecurity specialists right out of high school.

In a 2020 Department of the Air Force assessment of public education quality in school districts serving Air Force installations, the following areas were identified for Little Rock AFB as requiring additional support: student learning rate, suspension rate, and chronic absenteeism rate. Several policies could be adopted by school districts to improve public education support for military families.



One option would be to allow children of an active duty military member who is transferring to a military installation to complete early remote registration with the chosen school. By the time a military family receives PCS orders, certain classes or extracurricular activities may already have been filled for the academic semester or year.

Another opportunity to improve military family quality of life and stability is through improving license portability for military spouses who work in occupations, including health care and teaching, that require licenses. When moving to a new state as part of a permanent base change, spouses with professional licensure requirements face more significant barriers to employment due to lengthy, complex processes to obtain licensure within the new state. In 2019, the State of Arkansas passed Act 820, which enabled military personnel, veterans, and their spouses to automatically be granted a professional license in Arkansas if they held an equivalent license issued by another state or territory. To build on that improvement, a military spouse liaison could be established at the installation level to assist spouses who are seeking employment or who are underemployed. Little Rock AFB and its community stakeholders should continue to understand potential limiting factors to military family quality of life and work together to advocate for and pursue solutions.

Little Rock AFB could also consider establishing an innovation lab for on-base and community benefits. Numerous Air Force installations across the country are standing up innovation labs that are designed to provide a collaboration space equipped with 3D printers, virtual reality equipment, and other technology to cultivate innovative ideas. An on-base innovation lab could also support entrepreneurs and entrepreneurial initiatives within the community through partnerships with Little Rock AFB. These combined efforts help create a stronger, more resilient community and enhance base–community partnerships.

#### **LRAFB Community Council**

The Little Rock Air Force Base Community Council, a civilian non-profit organization that works to support the base, its mission, and its people, has played an important role in connecting the base with the community.

The Community Council promotes, plans, and carries out functions and events supportive of the community and the base mission, including, for example, the annual air show. LRAFB leadership and other personnel often attend quarterly Community Council meetings. The Community Council membership includes representatives from the Jacksonville-North Pulaski School Board and the Jacksonville community.



## F. Public Outreach and Communication

Communities that host military installations benefit from frequent outreach and communication from officials at the installation on matters that impact their lives, businesses, and quality of life. Indeed, that level of communication by Little Rock AFB has been very good over the years.

While communication may not initially appear to be related to encroachment and land use compatibility, generally speaking, it promotes cooperation when matters directly impacting compatibility arise. This allows a more expedient and fair response from all parties, thereby reducing the potential for encroachment that would threaten base mission or the communities' quality of life.

### F.1. Set Up Military Planning & Coordination Website (High Priority)

The first source of information for many people today is the internet. The Policy Committee, therefore, recommended establishment of a dedicated military planning and coordination website to facilitate public engagement and provide a single source of reliable and current information about the CUS implementation process.

The website could be a page on an existing agency website, likely the City of Jacksonville, or a standalone website. The Committee anticipated that Pulaski County's GIS staff would assume an important role in creating the website if parcel-level information can be made available to public users.

It would serve as a central location for information related to land use and military planning in the area, including topics such as:

- The 2020 CUS and related materials
- Anticipated changes in mission at LRAFB, when applicable
- GIS layers available to citizens to easily identify applicable regulations
- Downloadable brochures identifying regulations, policies, impact areas, and points of contact
- How to avoid land uses and land use activities (like drone use or radio frequency interference) that would negatively impact air operations at LRAFB or All-American Landing Zone

#### The Current Environment

In the public survey (see [Appendix A](#)) 77% of respondents characterized communications between the Air Force and the community as good (50.2%) or fair (26.8%).

Respondents also indicated a preference for communication from Little Rock AFB via social media and via the LRAFB website.



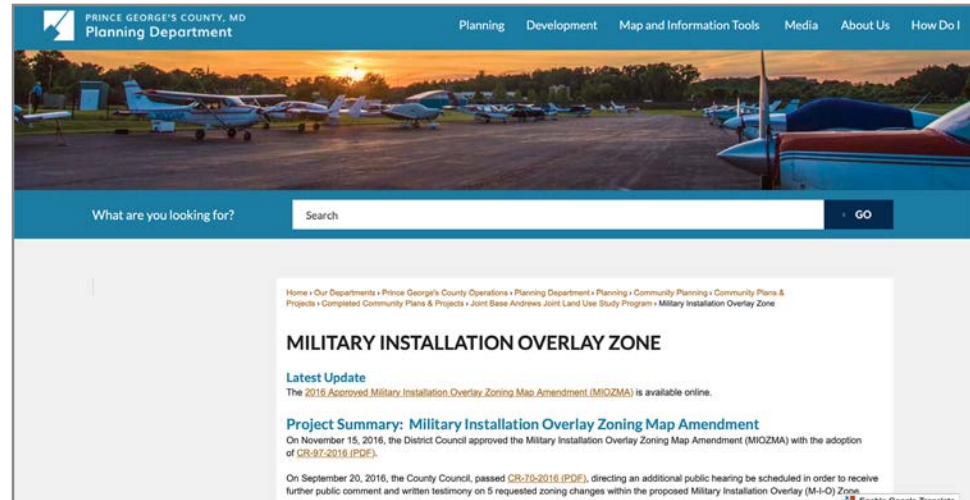
- A story map feature that presents a cohesive, easy-to-follow story of LRAFB’s relevance to the community and the importance of the community’s ongoing coordination with the base related to land use matters
- Frequently Asked Questions (e.g., “What is the economic impact of LRAFB in our community?” “Are there limitations on the use of my property based on LRAFB operations?”)
- Contact and reporting information for LRAFB

Regardless of the final location and management responsibility of the website, all CUS jurisdictions would be linked and would participate in its content and functionality. The structure and management of the website or webpage would be addressed in the Memorandum of Understanding described in [Recommendation E.3](#).

#### F.2. Prepare Public Outreach Materials on Civilian UAS Regulations and Risk Areas, Including Street Signs (High Priority)

The CUS process revealed few current concerns with the civilian use of unmanned aircraft systems (UAS), or drones, in the vicinity of LRAFB. However, drones continue to increase in popularity for personal, commercial, and government use. As noted in [Chapter 3](#), while the FAA regulates the operation of UAS by civilians and has imposed altitude restrictions and defined certain areas as off-limits for their use, a review of the current UAS restrictions in the CUS Study Area revealed the potential for conflict, and thus hazard, in areas that are critical for military aviation but are not yet subject to FAA regulation. There are national security restrictions over LRAFB and a portion of Camp Robinson, as well as off-base restrictions, but there are no restrictions over All-American Landing Zone (see [Map 3.19](#)).

The Policy Committee recommended that steps be taken to ensure the public is aware of restrictions on the use of drones near LRAFB and AALZ and of their potential danger to Air Force operations in the area.



*Prince George’s County, MD maintains military overlay zone information on its Planning Department’s [website](#).*

These steps should include publicization by the CUS Jurisdictions and LRAFB of federal requirements and FAQs (including website links for FAA and other relevant federal agencies) related to the use of “drones” in the vicinity of LRAFB and AALZ. In particular, the community should seek to increase public awareness of how to notify LRAFB of proposed drone use within federally protected areas. The community should also evaluate the need for signs near the installation to notify the public about federally protected airspace.

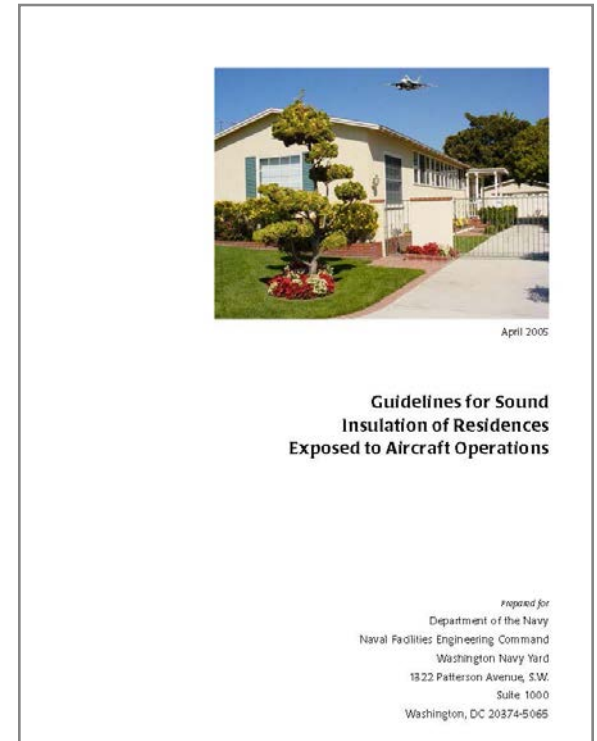
### F.3. Prepare Public Outreach Materials for NLR Construction Standards (Medium Priority)

Although noise from Little Rock AFB, Camp Robinson, and the Blackjack Drop Zone is present in the community, most respondents to the CUS public survey either do not find the noise disruptive (64.8%), or do not experience noise impacts from operations at all (28.5%). However, one respondent finds the noise severely disruptive, and two respondents characterize the noise as so bad they wish they could move.

The local jurisdictions within documented noise zones should make noise level reduction (NLR) construction standards available to citizens, builders, and developers. NLR helps mitigate noise associated with military air operations and training. These would be available for use voluntarily for residential or non-residential developments, but would not be mandatory or required by code.

Examples of NLR techniques include:

- Using fixed or casement windows with weather-stripping, rather than sliding, pivoting, or double-hung windows;
- Using solid-core wood exterior doors with vinyl seal around the edges; and
- Increasing the amount of insulation in walls and ceilings.



*In the late 1980s, the Department of the Navy and the FAA jointly commissioned the preparation of Guidelines for Sound Insulation of Residences Exposed to Aircraft Operations. In 1992, the document was published more broadly by the US Department of Transportation. The Guidelines were updated in 2005, and remain a widely used resource for NLR in residential buildings*



## G. Ongoing Land Use Planning Activities

Land use compatibility can be maintained and strengthened through effective coordination between military installations and the communities surrounding them. This section, therefore, identifies two strategies for ongoing, long-term coordination.

The history of pre-planning and coordination already in place has created an environment that is relatively free of significant encroachment concerns.

### G.1. Establish a Standing Military Planning and Coordination Committee (High Priority)

Once the recommended CUS tools have been developed and full implementation has begun, the CUS Policy Committee recommends the establishment of a standing committee to facilitate ongoing planning and coordination in the region.

The committee, perhaps designated as the “Military Planning and Coordination Committee” or “MPCC,” would meet on a regular basis, or simply would be convened by its members as circumstances warrant. The MPCC would serve as a clearinghouse for issues and information related to military-related planning in the region and may adopt bylaws to guide its structure and protocol. The primary objective is to ensure that the Air Force, local jurisdictions, and citizens have a designated agency to which they may address military compatibility issues.

If an MOU is developed for purposes of ongoing military–civilian coordination (see Recommendations [E.3.](#) and [G.2.](#)), the MPCC would be responsible for ensuring its provisions are met and for overseeing changes to the agreement. The organizational structure of the MPCC could be formalized into the MOU, but a separate set of formal or informal bylaws may be more fitting.

### The Current Environment

LRAFB and the surrounding CUS Jurisdictions have a long history of working together to avoid land use incompatibilities. As demonstrated in [Chapter 3](#), this practice has paid off, as there are very few major threats to land use compatibility at this time.

Nonetheless, the CUS Policy Committee has recommended a complete toolbox of strategies to protect the current operating environment over the long run including the strategies for continued coordination discussed in this section.



### G.2. Maintain Updated MOU for Continued Community-Wide Coordination (High Priority)

Once the community develops the tools recommended here, in Phase II, the question arises of what framework will remain in place to monitor the implementation of those tools. This will be the final and ongoing phase referred to as Phase III in the next section, The Next Phases: CUS Implementation & Tools Adoption. The CUS Policy Committee recommended consideration of a Memorandum of Understanding to memorialize this local coordination framework for the purpose of maintaining the current positive encroachment environment.

As discussed in [Recommendation E.3.](#), the Policy Committee recommended the CUS Implementation Committee consider keeping the MOU in draft form until a legislative solution is settled upon (see [Recommendation E.4.](#)). This would ensure the MOU is finalized consistent with the final legislative and local regulatory framework.

Once the MOU is finalized, it will guide the continuing work of the MPCC (see [Recommendation G.1.](#)) and other community stakeholders in matters related to military land use planning, after the recommended CUS tools have been implemented in Phase II.

#### **The CUS Implementation Committee**

As discussed in [Recommendation E.1.](#), a CUS Implementation Committee will oversee CUS Phase II and Development of the tools and work products recommended in this chapter, according to priority.

The Committee will be established in late 2020 or early 2021, and will consist of representatives from CUS Jurisdictions, LRAFB, other impacted agencies, and affected stakeholder groups.

### G.3. Support the Jacksonville Economic & Cultural Alliance as the Coordinating Agency for Ongoing Inter-Agency Coordination (High Priority)

The City of Jacksonville's Economic and Cultural Alliance served as the lead agency and program manager for the 2020 CUS and was anticipated to serve the same role during the CUS Implementation Phase to follow. In order to build on its base of experience, and given LRAFB's location within the Jacksonville city limits, the Policy Committee recommended that the MOU discussed in [Recommendation E.3.](#) designate the City of Jacksonville as the coordinating agency on regional military issues moving forward. Accordingly, so long as the City is able, it would continue to provide staff support to the CUS Implementation Committee and (following CUS implementation) to the standing Military Planning and Coordination Committee established pursuant to [Recommendation G.1.](#)



## **IV. The Next Phases: CUS Implementation & Tools Adoption**

Compatible Use Studies are similar to other planning processes our local communities regularly engage in. There typically are three general phases:

- The planning process, which assesses needs and identifies recommendations to address those needs
- Development of implementation tools recommended during the planning process
- Adoption and implementation of those tools

This report is the result of the Phase I planning process and is similar in nature to the land use or area planning process undertaken by Sherwood, North Little Rock, and Pulaski County in recent years.

In Phase II, a CUS Implementation Committee, similar to the CUS Policy and Technical Committees, will implement the highest-priority recommendations described in this chapter, including preparation of implementing documents, ordinances, agreements, land use plan policies, and the like.

CUS implementation is commonly funded with a matching grant from the Office of Local Defense Community Cooperation. That funding, however, is contingent upon availability and is not a prerequisite to effective implementation.

In the third phase, the tools developed in Phase II are presented to implementing agencies (e.g., local governments, state agencies, and the LRAFB) for adoption and application. This is similar in nature to the implementation of a zoning ordinance or inter-local agreement after adoption or execution.

The following table illustrates the three phases of a CUS.



	PHASE I	PHASE II	PHASE III
	CUS	CUS Implementation	Tools Adoption
Phase Objective	Needs Assessment Tools Identification	Tools Development	Tools Adopted, Effective, Amended as Needed
Oversight	Policy Committee Technical Committee	CUS Implementation Committee	Military Planning and Coordination Committee (MPCC)
Funding Eligibility	OLDCC-Eligible	OLDCC-Eligible	Local Funding, as Needed
Memorandum of Understanding (MOU)	MOU Recommended	MOU Drafted	MOU Adopted and Effective

