

**Final
Description of Proposed Action and Alternatives
for the Enhanced Use Lease Redevelopment
Environmental Assessment
at Kirtland Air Force Base, New Mexico**

January 2019



ACRONYMS AND ABBREVIATIONS

377 ABW	377th Air Base Wing	NEPA	National Environmental Policy Act
ac	acre(s)		
AEC	Atomic Energy Commission	NHPA	National Historic Preservation Act
AFB	Air Force Base		
AFGSC	Air Force Global Strike Command	NNSA	National Nuclear Security Administration
AFRL	Air Force Research Laboratory	NOA	Notice of Availability
AT/FP	Antiterrorism Force Protection	NRC	Nuclear Regulatory Commission
BLM	Bureau of Land Management	SDL	Site Development Lease
CDC	Child Development Center	SHPO	State Historic Preservation Officer
CEQ	Council on Environmental Quality	TKD	Thunderbird Kirtland Development Partners
CFR	Code of Federal Regulations	US	United States
DOD	Department of Defense	USAF	United States Air Force
DOE	Department of Energy	USC	United States Code
EA	Environmental Assessment	USFS	United States Forest Service
EIAP	Environmental Impact Analysis Process	USFWS	United States Fish and Wildlife Service
EIS	Environmental Impact Statement		
EO	Executive Order		
EOC	Emergency Operations Center		
ERDA	Energy Research and Development Administration		
EUL	Enhanced Use Lease		
FONSI	Finding of No Significant Impact		
ft	foot(feet)		
ft ²	square foot(feet)		
HVAC	heating, ventilation, and air conditioning		
IDP	Installation Development Plan		
MFH	military family housing		

Cover Sheet

Preliminary Final Description of Proposed Action and Alternatives Enhanced Use Lease Redevelopment Environmental Assessment From Carlisle Boulevard to San Mateo SE South of Gibson Road

Responsible Agencies: United States Air Force (USAF), Air Force Global Strike Command, 377th Air Base Wing

Affected Location: Kirtland Air Force Base (Kirtland AFB), New Mexico

Report Designation: Draft Environmental Assessment (EA)

Abstract: The USAF is proposing to use Title 10 United States Code Section 2667, *Leases: Non-Excess Property of Military Departments and Defense Agencies Authorities*; Executive Order 13327, *Federal Real Property Asset Management*; and Deputy Assistant Secretary of the Air Force (Installations) policy to redevelop the underutilized portion of land on Kirtland AFB through an Enhanced Use Lease (EUL). The Proposed Action would develop a 77-acre underutilized site and evaluate a 23-acre developable site for future use at Kirtland AFB into a mixed-use development that could include office, retail/commercial, multifamily housing, hotel, gasoline station, and restaurant space uses. Roadways for access and vehicular movement through the development, parking, and landscape areas would be constructed as well as utility infrastructure to support activities at the study area. Thunderbird Kirtland Development Partners (TKD) would demolish the existing recreation facilities including a concession stand/storage building (Building 2555) and ballpark restroom structure (Building 525); TKD also would demolish the existing communications (ham radio) building (Building 509) located on the 23-acre site.

Under the No Action Alternative, the USAF would not enter into an EUL and the proposed mixed-use development, as described in the Proposed Action, would not be constructed. The No Action Alternative would maintain the current activities at the study area and the USAF would not realize revenue generated from the lease agreement.

An alternative site location was identified and considered for analysis in the EA. The site is located north of the EUL land and Gibson Boulevard on approximately 86 acres of land, known as the Maxwell Area. This site was not carried forward for further evaluation because the area currently provides family housing under a privatized housing contract set to expire in 2019. If an extension of the housing contract were granted by the USAF, the alternative would not be feasible for redevelopment. Should an extension be denied, demolition costs would make the alternative cost-prohibitive. As such, the alternative was not carried forward for further evaluation.

The Environmental Assessment (EA) will evaluate the potential for environmental impacts associated with the Proposed Action and No Action Alternative. The Description of the Proposed Action and Alternatives will become Sections 1 and 2 of the EA. The environmental impacts analysis conducted in the EA will support the decision to either prepare a Finding of No Significant Impact or whether an Environmental Impact Statement is required.

Written comments and inquiries regarding this document should be directed by mail to Kirtland AFB National Environmental Policy Act Program Manager, 377 MSG/CEIEC, 2050 Wyoming Boulevard SE, Suite 116a, Kirtland Air Force Base, New Mexico 87117-5270, or by email to KirtlandNEPA@us.af.mil.

Final

**DESCRIPTION OF PROPOSED ACTION AND
ALTERNATIVES**

FOR THE

**ENHANCED USE LEASE REDEVELOPMENT
ENVIRONMENTAL ASSESSMENT**

KIRTLAND AIR FORCE BASE, NEW MEXICO



UNITED STATES AIR FORCE

Kirtland Air Force Base, New Mexico

January 2019

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1. Purpose of and Need for the Proposed Action

1.1 Introduction

The United States Air Force (USAF) has identified 77 acres (ac) of underutilized land and 23 ac of undeveloped land in the northwestern portion of the Kirtland Air Force Base (AFB) located in Bernalillo County, New Mexico. In accordance with Title 10 United States Code (USC) Section 2667, the USAF would enter into a lease with Thunderbird Kirtland Development Partners (TKD) to convert the underutilized parcels to a mixed-use development. As part of the Environmental Impact Analysis Process (EIAP) process, an additional 23 ac of undeveloped land located adjacent to the Enhanced Use Lease (EUL) land will be evaluated for future mixed-use development. The 77-ac EUL land and 23-ac undeveloped land will be referred to as the EIAP Study Area. This section describes the purpose of and need for the Proposed Action, the scope of the Environmental Assessment (EA), and intergovernmental and stakeholder coordination.

Federal agencies are required to consider the potential environmental consequences of proposed actions in the decision-making process under the National Environmental Policy Act (NEPA) of 1969 (42 USC Section 4321 et seq.) and the Council on Environmental Quality's (CEQ) implementing regulations for NEPA (40 Code of Federal Regulations [CFR] Parts 1500–1508). Kirtland AFB also is required to consider both the USAF NEPA-implementing regulation (32 CFR 989) and Department of Defense (DOD) Instruction 4715.9, *Environmental Planning Analysis*.

The EA addresses the potential environmental consequences of the Proposed Action under an EUL Agreement and the No Action Alternative in accordance with NEPA of 1969 and CEQ implementing regulations.

1.2 Kirtland Air Force Base Overview

Kirtland AFB, located just southeast of Albuquerque, New Mexico, is at the foot of the Manzanita Mountains (**Figure 1-1**). These mountains define the eastern boundary of an area called East Mesa. Kirtland AFB encompasses 51,585 ac of East Mesa and has an average elevation of 5,400 feet (ft) above mean sea level. **Figure 1-1** and **Table 1-1** present a breakdown of land ownership on the installation. Surrounding land uses adjacent to the installation include the United States Forest Service (USFS) Cibola National Forest to the northeast and east; Pueblo of Isleta to the south; Bernalillo County developments to the southwest; residential and business areas of the city of Albuquerque to the west and north; and the Albuquerque International Sunport, hereafter referred to as the Sunport, directly to the northwest. The Sunport, which is a joint-use civilian airport with runways serving civilian, military, and other government aircraft. Under the terms of a joint-use lease, the 377th Air Base Wing (ABW) provides fire protection (including crash and rescue) for the Sunport.

Kirtland AFB was established in the late 1930s as a training installation for the United States (US) Army Air Corps. At that time the installation was known as the Albuquerque Army Air Base. The base grew rapidly with the involvement of the United States in World War II as a training site for aircrews for many of the country's bomber aircraft. In February 1942, Albuquerque Army Air Base was renamed Kirtland Army Air Field in honor of Colonel Roy C. Kirtland, one of the Army's earliest aviation pioneers. During this same year, the US Army Air Corps established a training base, later to be known as Sandia Base, just east of Kirtland Army Air Field. In 1947, the US Army Air Corps became the USAF, and Kirtland Army Air Field was renamed Kirtland AFB.

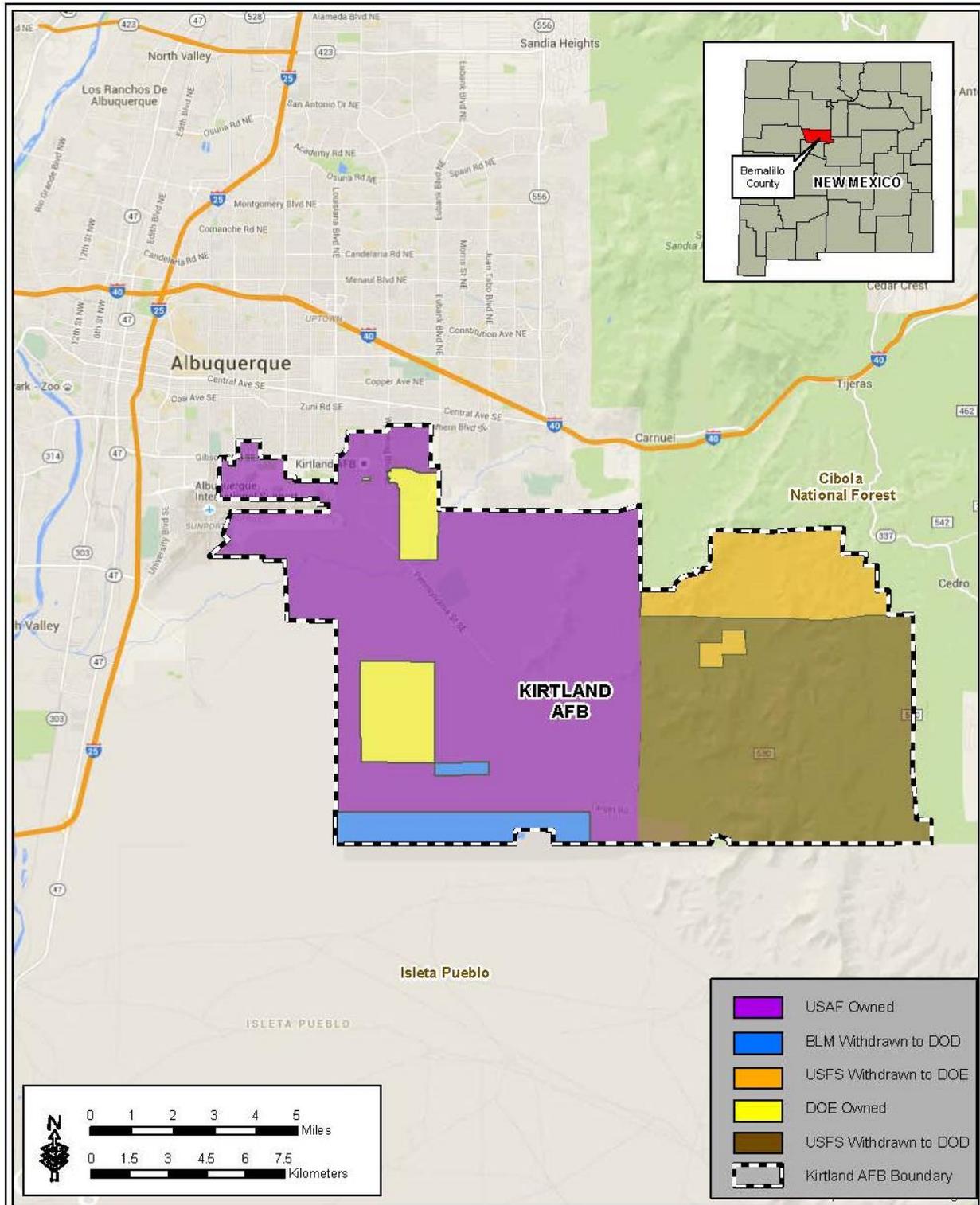


Figure 1-1. Kirtland Air Force Base Vicinity and Federal Agency Land Ownership

Table 1-1. Kirtland Air Force Base Lands

Kirtland AFB Lands	Acres
USAF-Owned	25,612
USFS Withdrawn to DOD	15,891
BLM Withdrawn to DOD	2,549
USAF Total	44,052
DOE-Owned	2,938
USFS Withdrawn to DOE	4,595
DOE Total	7,533
GRAND TOTAL	51,585

Notes:

BLM = Bureau of Land Management; DOD = Department of Defense;

DOE = Department of Energy; USAF = United States Air Force;

USFS = United States Forest Service

In 1949, the USAF established its own Special Weapons Center and testing laboratory at Kirtland Field near Sandia Base, which eventually became Phillips Laboratory and subsequently the Air Force Weapons Laboratory (now the Air Force Research Laboratory [AFRL]). A majority of the test and evaluation activities were conducted on a 46,000-ac tract in the Manzanita Mountains, referred to as the New Mexico Proving Ground, on the southern portion of the installation, which includes USFS lands withdrawn for DOD and Department of Energy (DOE) research, testing, and development activities. The establishment of these activities at Kirtland AFB was considered ideal due to its proximity to the Los Alamos Laboratory and Sandia Base. The late 1940s and 1950s were expansion years as both Kirtland AFB and the adjacent Sandia Army Base played increasing roles in the nation's defense efforts. New buildings, hangars, and the east-west runway, which is now owned by the city of Albuquerque, were constructed. During this period, air defense, weather, and atomic test squadrons operated from Kirtland AFB. In 1971, Kirtland AFB and its adjoining military neighbors to the east, Sandia and Manzano Army Bases, were merged to form what is known as Kirtland AFB.

Kirtland AFB is the sixth largest installation in the USAF. It is operated by 377 ABW, a unit of Air Force Global Strike Command's 20th Air Force and the host unit at Kirtland AFB. Missions at Kirtland AFB fall into four major categories: research, development, and testing; readiness and training; munitions maintenance; and support to installation operations for more than 100 mission partners. The primary mission of 377 ABW is to execute nuclear, readiness, and support operations for American airpower. Kirtland AFB is a center for research, development, and testing of nonconventional weapons, space and missile technology, laser warfare and much more. Organizations involved in these activities include the Air Force Nuclear Weapons Center, Air Force Operational Test and Evaluation Center, Space and Missile Systems Center, Air Force Inspection Agency, Air Force Safety Center, AFRL, DOE, and Sandia National Laboratories. In addition, 377 ABW ensures readiness and training of airmen for worldwide duty and operates the airfield for present and future USAF operations, prepares personnel to deploy worldwide on a moment's notice, and keeps the installation secure. Mission partners involved in these activities include the 58th Special Operations Wing, 150th Special Operations Wing (New Mexico Air National Guard), and the USAF Pararescue School.

1.3 Purpose and Need

The purpose of the Proposed Action is to redevelop a 77-ac underutilized site for redevelopment and evaluate 23 ac of undeveloped land for future use located on the northwestern portion of Kirtland AFB. Under an EUL, Kirtland AFB would lease the underutilized acres to TKD to construct a mixed-use development site that would include office, office/industrial, retail/commercial, restaurant, and hotel space. The additional 23 ac would become available through a future proposal and leasing negotiations.

The EUL allows installations to leverage the private sector's expertise and financial resources to build and/or develop existing land, buildings, and other real estate assets. EULs increase the USAF's ability to respond to mission shifts and realignments, allow use of underutilized assets to support unfunded USAF requirements, provide greater flexibility in the application of lease proceeds, and offer an alternative to property disposal.

The need for the Proposed Action is to return underutilized land, formerly used for military family housing (MFH), to a productive use that would result in an economic benefit for Kirtland AFB and the community. After privatization of the MFH in 2000, the deteriorating housing was demolished, leaving approximately 77 ac of underutilized land on the northwestern edge of the installation. On 15 December 2017, the Air Force Civil Engineer Center, Installations Directorate (AFCEC/CI) published a competitive Request for Qualifications on the Federal Business Opportunities website for the purpose of soliciting proposals from public and/or private sector entities interested in leasing and developing the underutilized parcel. TKD's proposal was tentatively accepted and AFCEC/CI and TKD are currently negotiating lease terms and conditions to incrementally develop the property through one or more Site Development Leases (SDLs) pending completion of the EIAP.

1.4 Scope of the Environmental Assessment

The scope of the EA will include the range of actions; alternatives considered; a description of the existing environment; and direct, indirect, and cumulative impacts. The scope of the Proposed Action and the range of alternatives to be considered are presented in **Section 2**. In accordance with CEQ regulations implementing NEPA (40 CFR 1500–1508) and the USAF NEPA-implementing regulations (32 CFR Part 989 [as amended]), the No Action Alternative will be analyzed. The No Action Alternative also provides the benchmark against which the environmental impacts of implementing the Proposed Action can be compared.

The EA will evaluate the potential environmental impacts of the Proposed Action and No Action Alternative on affected resource areas. Per CEQ regulations (40 CFR 1501.7 [a][3]), only those resource areas that apply to the Proposed Action and alternatives will be evaluated. The following resource areas will be evaluated for potential impacts from implementing the Proposed Action and No Action: Noise, Land Use, Visual Resources, Air Quality, Geology and Soils, Water Resources, Biological Resources, Cultural Resource, Infrastructure, Hazardous Materials and Wastes, Safety, Socioeconomics, and Environmental Justice.

1.5 National Environmental Policy Act Compliance Requirements

NEPA is a federal law that requires federal agencies to consider the potential environmental effects of a proposed federal action on the natural, built, and human environment. The CEQ, established under NEPA, advises federal agencies on the procedures to ensure NEPA compliance. Under the CEQ regulations for implementing NEPA, a systematic, interdisciplinary

approach that evaluates the potential effects of the proposed and alternative actions is documented in an EA with an issuance of a Finding of No Significant Impact (FONSI) or an Environmental Impact Statement (EIS) if significant environmental consequences are anticipated. Procedures for implementing NEPA are outlined in 40 CFR Sections 1500-1508, CEQ NEPA regulations.

USAF regulations under 32 CFR Section 989 provide environmental impact analysis procedures for compliance with NEPA regulations. If significant impacts are anticipated under NEPA, the USAF would decide whether to conduct mitigation to reduce impacts below the level of significance, prepare an EIS, or abandon the Proposed Action. The EA is used in the USAF's decision-making process for implementing the Proposed Action.

1.6 Environmental Laws, Regulations, and Executive Orders

To comply with NEPA (Public Law 91-190, 42 USC Section 4321 et seq.), the planning and decision-making process involves a study of other relevant environmental laws, regulations, and Executive Orders (EOs). The NEPA process does not replace procedural or substantive requirements of other environmental laws; it addresses them collectively in an analysis, which enables decision makers to have a comprehensive view of major environmental issues and requirements associated with the Proposed Action. According to CEQ regulations, the requirements of NEPA must be integrated "with other planning and environmental review procedures required by law or by agency practice so that all such procedures run concurrently rather than consecutively" (40 CFR 1500.2). Coordination with other environmental agencies may occur for the Proposed Action.

1.7 Intergovernmental and Stakeholder Coordination

EO 12372, as amended, *Intergovernmental Review of Federal Programs*, requires federal agencies to cooperate with and consider state and local views in implementing a federal proposal. In addition, NEPA requires federal agencies to make diligent efforts to involve the public and consult with other federal agencies to ensure public disclosure and an open decision-making process (40 CFR Section 1506.6).

1.7.1 Agency Consultation

Implementation of the Proposed Action involves coordination with several organizations and agencies. Compliance with Section 7 of the Endangered Species Act, and implementing regulations (50 CFR 20 402), including the Migratory Bird Treaty Act, requires consultation with the US Fish and Wildlife Service (USFWS) in cases where a federal action could affect listed threatened or endangered species. The primary focus of this consultation is to request a determination of whether any of these species occur in the proposal area. If any of these species is present, a determination is made of any potential adverse effects on the species. Should no species protected by the Endangered Species Act be affected by the proposed or alternative actions, no consultation is required. Letters were sent to the appropriate USFWS offices as well as relevant state agencies informing them of the proposal and requesting data regarding applicable protected species.

Compliance with Section 106 of the National Historic Preservation Act (NHPA) and implementing regulations (36 CFR Part 800) will be accomplished in coordination with the Kirtland AFB Cultural Resources Manager and the New Mexico State Historic Preservation Officer (SHPO). Correspondence related to consultation with the USFWS and New Mexico SHPO will be included in **Appendix A**.

1.7.2 Government-to-Government Consultation

The NHPA requires federal agencies to consult with federally recognized Indian tribes on proposed undertakings that have the potential to affect properties of cultural, historical, or religious significance to the tribes. Because many tribes were displaced from their original homelands during the historical period, tribes with cultural roots in an area might not currently reside in the region where the undertaking is to occur. Effective consultation requires identification of tribes based on ethnographic and historical data and not simply a tribe's current proximity to a study area. The goal of the tribal consultation process is not to simply consult on a particular undertaking but rather to build constructive relationships with appropriate Native American tribes.

On XXX, the 377th Wing at Kirtland AFB sent letters to the tribes culturally affiliated with the installation, requesting government-to-government consultation to identify any traditional cultural properties that may be present. These letters, and any responses received, are included in **Appendix A**

Scoping letters will be provided to relevant federal, state, and local agencies and Native American tribes notifying them that the USAF is preparing an EA to evaluate the proposed EUL redevelopment project at Kirtland AFB. The agencies and tribes will be requested to provide information regarding potential impacts of the Proposed Action on the natural environment or other environmental aspects that they feel should be included and considered in the preparation of this EA.

1.8 Public and Agency Review of Draft Environmental Assessment

A Notice of Availability (NOA) for the Draft EA will be published in *The Albuquerque Journal* notifying the public, agencies, and Native American tribes about the availability of the Draft EA for review. The NOA will initiate a 30-day review period. A copy of the Draft EA will be made available for review at San Pedro Public Library at 5600 Trumbull Avenue SE, Albuquerque, New Mexico 87108. A copy of the Draft EA will also be made available for review online at <http://www.kirtland.af.mil> under the Environment Information tab. At the closing of the public review period, comments will be compiled and, as appropriate, incorporated into the EA and included in **Appendix A** of the EA.

2. Proposed Action and Alternatives

The NEPA process provides for an evaluation of potential environmental consequences associated with the Proposed Action and considers alternative courses of action. Reasonable alternatives must satisfy the purpose of and need for the Proposed Action. In addition, CEQ regulations also specify the inclusion of a No Action Alternative against which potential impacts would be compared. While the No Action Alternative would not satisfy the purpose of or need for the Proposed Action, it is analyzed in detail in accordance with CEQ regulations.

2.1 Proposed Action

The USAF is proposing to use Title 10 USC Section 2667, *Leases: Non-Excess Property of Military Departments and Defense Agencies Authorities*; Executive Order 13327, *Federal Real Property Asset Management*; and Deputy Assistant Secretary of the Air Force (Installations) policy to redevelop an underutilized portion of land on Kirtland AFB through an Enhanced Use Lease (EUL). The Proposed Action would develop a 77-ac site and evaluate 23 ac of undeveloped land for future use (the EIAP study area) at Kirtland AFB into a mixed-use development that would include office, retail (which could include a gasoline station)/commercial, multifamily housing, hotel, and restaurant space uses. Roadways for access and vehicular movement through the development, parking, and landscape areas would be constructed as well as utility infrastructure to support activities at the EIAP study area. Buildings would have electrical, plumbing, lighting, communication lines, and heating, ventilation, and air conditioning (HVAC) systems. In addition, the Proposed Action would include the installation of rooftop solar panels on yet to be determined buildings to offset utility costs. The general vicinity of the Kirtland AFB EIAP study area is shown on **Figure 2-1**; the proposed development site plan is shown on **Figure 2-2**.

2.1.1 Environmental Impact Analysis Process Study Area

The EIAP study area is located on the northwestern edge of Kirtland AFB, south of Gibson Boulevard, extending from Carlisle Boulevard on the west to the Veterans Affairs Hospital property on the east (see **Figure 2-2**). AFRL facilities are located south of the study area. The Truman Gate, located on the eastern portion of the study area, currently provides entry from Gibson Boulevard into Kirtland AFB and would remain in place during construction and operation of the Proposed Action. The larger portion of the EIAP study area west of Truman Street is approximately 77 ac of EUL land; the remaining 23 ac of developable land are located east of Truman Street.

2.1.2 Site Development

The Proposed Action includes construction of facilities and infrastructure in multiple phases, using multiple SDLs, each for a period of 50 years. TKD would demolish existing facilities including recreational facilities located on the 77-ac EUL land and a 300-square-foot (ft²) 1950s-era communications building on the 23-ac parcel. The building type, mix, and density of the proposed development is generally illustrated in **Table 2-1**; however, market conditions will determine the actual project footprint and timeline.

TKD Partners would serve as property manager during operations and would direct all property management functions. They would be responsible for implementing and managing health, safety, and security procedures at the site. As property manager, TKD Partners would have an on-site management office and serve as the primary point of contact for USAF-related issues or questions.

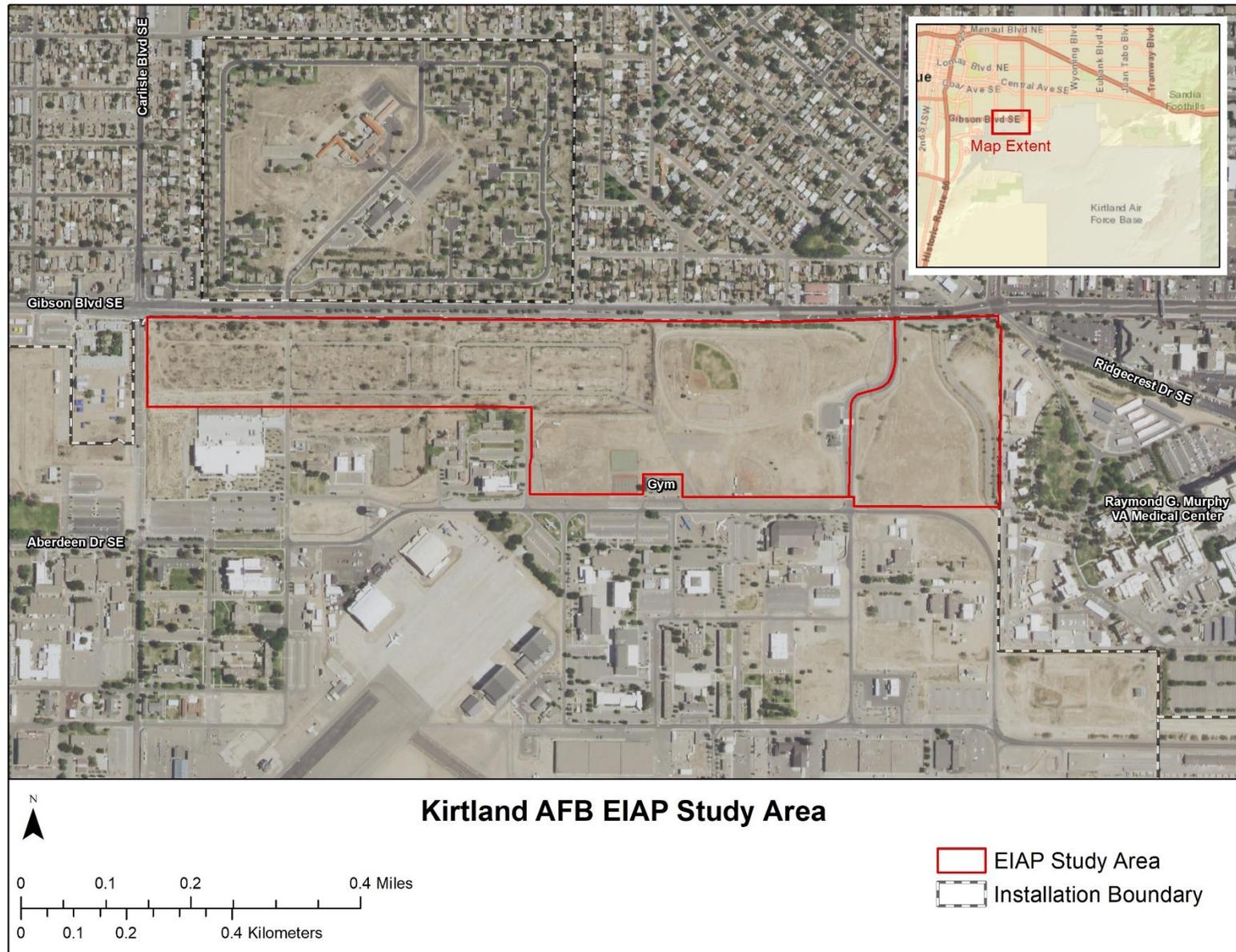


Figure 2-1. Kirtland Air Force Base Environmental Impact Analysis Process Study Area

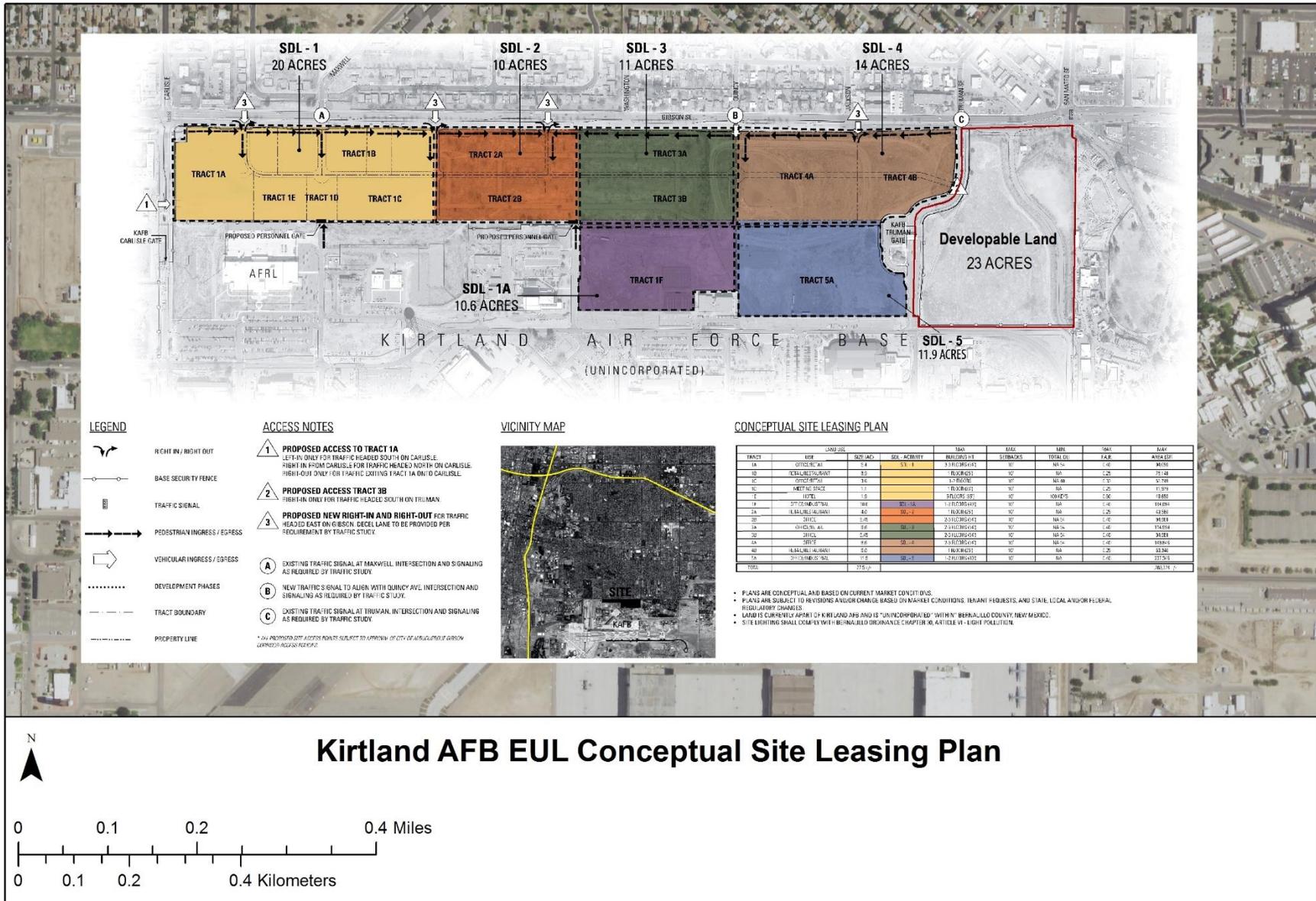


Figure 2-2. Kirtland Air Force Base Enhanced Use Lease Proposed Site Development

Table 2-1. Proposed Development Site Density and Mix on Enhanced Use Lease Land*

Site Development Lease (SDL) Number	Proposed Use	Building Height	Square Feet
SDL-1	Office/Retail	3 floors	94,090
	Retail/Restaurant	1 floor	75,141
	Office/Retail	1-2 floors	51,749
	Meeting Space	1 floor	11,979
	Hotel	5 floors	49,658
SDL-1A	Office/Industrial	1-2 floors	184,694
SDL-2	Retail/Restaurant	1 floor	43,560
	Office	2-3 floors	94,960
SDL-3	Office/Retail	2-3 floors	114,998
	Office	2-3 floors	94,961
SDL-4	Office	2-3 floors	149,846
	Retail/Restaurant	1 floor	63,340
SDL-5	Office/Industrial	1-2 floors	207,346

*Depending on market conditions at the time of construction, building type and location could change.

2.1.2.1 Office Facilities

Most of the buildings that would be constructed represent office space. A maximum 664,856-ft² office space would be built, including an office mix with retail (260,837 ft²), an office mix with industrial (392,040 ft²), and meeting space (11,979 ft²). The buildings would be one to three stories tall; be constructed of concrete, wood, and steel materials; and meet all applicable building codes. Building tenants would not be affiliated with Kirtland AFB, nor would they be in conflict with Kirtland AFB activities.

2.1.2.2 Retail/Restaurant Facilities

The EUL project area plan would include retail/restaurant space. Commercial space would be leased to retail establishments and restaurants. Approximately 233,699 ft² of commercial space is proposed for retail/restaurants (182,041 ft²) and a five-story hotel with 100 rooms (49,658 ft²). The multistory hotel would be located on the western portion of the EUL project area.

2.1.2.3 23-Acre Developable Land

Depending on market conditions, the 23-ac parcel would be developed for mixed-use space. Building type, mix, and density could vary but could include retail, office, industrial, multifamily housing, and potentially a gasoline station space. Future development would be negotiated with the USAF under separate SDLs.

2.1.2.4 Roadways, Parking, and Paths

The site plan for the EIAP study area includes internal roadways, parking areas, pedestrian paths, and sidewalks. The roadways would provide connecting travel routes for vehicles from the surrounding streets, such as Gibson Boulevard, to parking areas and buildings within the study area. Driveway entrances would be constructed along the edge of the project. Entrances from Aberdeen Drive, located on the southern boundary of the property area, would be provided to secured areas located south of the study area. Most of the traffic accessing Kirtland AFB would enter from the Carlisle Boulevard and the Truman Gates. Striping would be modified and added

to surrounding roadways to guide drivers into the study area. Roadways within the project area would be 1 to 2 lanes wide (12 to 30 ft) and striped. Two main roadways within the study area would extend east to west through the extent of the project area. Traffic loops, or roundabouts, would be constructed to facilitate vehicular movement within the study area.

Depending on results from the Traffic Impact Study, which would be prepared prior to construction, a new traffic signal at the intersection of Quincy Avenue and Gibson Boulevard may be installed. The existing traffic signal at Carlisle Boulevard/Gibson Boulevard may require upgrades. Existing traffic signals at the Maxwell Avenue/Gibson Boulevard intersection and the Truman Street/Gibson Boulevard intersection would also be evaluated in the Traffic Impact Study. Right in/right out access would be provided along Gibson Boulevard between San Mateo Boulevard SE and Carlisle Boulevard intersections. The Truman Gate would remain in its current location. Some minor approach roadway realignment may be required along Gibson Boulevard. During construction of the driveways and entrances, lanes would be temporarily closed on existing roadways for approximately 3 months.

Parking areas and structures would be provided between buildings and would occupy up to one-third of the EIAP study area. Paths and sidewalks would be constructed along the streets to provide pedestrian connections between buildings and access to the study area.

The proposed traffic improvements for the study area are summarized in **Table 2-2**. Traffic improvements could be added, changed, or removed from what is described below based on results from the Traffic Impact Study. Also, refer to **Figure 2-2**.

2.1.2.5 Landscaping and Drainage

Landscaping would be placed in open areas between buildings and parking areas throughout the EIAP study area. Xeriscape landscaping with shade trees and rock mulch land covers is proposed for the development site. The practice of xeriscaping uses native plants that are well adapted to the region's arid climate and provides attractive landscaping while conserving water.

The drainage system would be designed in accordance with the County of Bernalillo and Kirtland AFB standards. The proposed drainage features would include storm inlets and drains, valley gutters and swales, as well as landscaped detention ponds.

2.1.2.6 Security Perimeter

In accordance with Air Force Instruction 31-210, Kirtland AFB currently has perimeter fencing and several entrance gates to meet antiterrorism force protection (AT/FP) program standards and maintain base security. To access the secured areas, individuals must have the appropriate pass to enter. The study area would not be located in a secured area; therefore, visitors to the study area would not require security clearance or a visitor pass to enter. During construction, the existing Kirtland AFB perimeter fencing would be temporarily moved to allow construction to occur outside of secured areas. This would also provide contractor access without going through base security. Once construction is completed, TKD would construct a permanent security fence to separate secured areas from unsecured areas within the study area.

2.1.3 Construction

Construction plans shall be compliant with applicable engineering, environmental, safety, security, and USAF requirements as established in local, state and federal permits, standards, ordinances, and/or processes.

Table 2-2. Summary of Traffic Improvements

Traffic Improvement	Type of Improvement
Entrance/Exit	<ul style="list-style-type: none"> • Entrance from Carlisle Boulevard • Entrance between Carlisle Boulevard and Maxwell Avenue from Gibson Boulevard • Entrance at Gibson Boulevard and Maxwell Avenue • Entrance between Maxwell Avenue and Washington Street SE (west) at Gibson Boulevard • Entrance between Maxwell Avenue and Washington Street SE (east) at Gibson Boulevard • Entrance at Gibson Boulevard and Quincy Street • Entrance between Jackson Street SE and Truman Street at Gibson Boulevard • Entrance at Truman Street and Gibson Boulevard
Signals	<ul style="list-style-type: none"> • New traffic signal at Gibson Boulevard and Quincy Street • Use existing traffic signal at Carlisle and Gibson Boulevards; some upgrades may be required. • Use existing traffic signal at Gibson Boulevard and Maxwell Avenue intersection • Use existing traffic signal at Gibson Boulevard and Truman Street intersection
Pedestrian Access	<ul style="list-style-type: none"> • East-west pedestrian corridor south of Gibson Boulevard • North-south pedestrian corridor to Air Force Research Laboratory facilities • Pedestrian entrances into secured area • Paths and sidewalks between buildings
Parking	<ul style="list-style-type: none"> • Extensive parking areas outside secured area • Parking areas within secured area • Parking structures • Parking adjacent to retail, restaurants, hotel, office buildings

Once natural resources and cultural resources clearance has been obtained, the entire study area would be graded and cleared. Most of the trees present on the western half of the project area would be removed; however, a few trees would be salvaged, if possible. A Storm Water Pollution Prevention Plan that includes best management practices to minimize soil erosion and sediment transport would be prepared and implemented. Dust control measures would be used during construction. The Kirtland AFB security fence would be moved prior to construction. During the construction clearing phase, temporary traffic control may be needed for movement of construction vehicles from surrounding roadways and to ensure safety for area motorists.

After the project site is cleared, roadway and parking areas would be constructed. Subgrade preparation would take place, followed by paving. Building construction would include excavation, followed by foundation, framework, and interior and exterior construction.

2.1.4 Utilities

Existing utility infrastructure at the study area is obsolete and inadequate for the built-out proposed project. New utility infrastructure would be constructed for drinking water, wastewater, electricity, natural gas, and communication lines. TKD would coordinate with area utility providers such as Albuquerque Bernalillo County Water Utility Authority for water and wastewater, Public Service Company of New Mexico for electricity, New Mexico Gas Company for gas, and

CenturyLink and Comcast for communications, to construct new infrastructure for servicing the proposed project.

The Proposed Action includes the installation of rooftop solar panels on yet to be determined buildings to offset utility costs. The solar panels would take advantage of Albuquerque’s over 300 annual days of sunshine, provide a clean energy source, and offset the project’s cost for utilities.

2.1.5 Relocation and Demolition of Existing Recreation Facilities and Communications (Ham Radio) Building

Upon completion of SDL-1 construction on EUL land, the USAF would relocate the existing recreation facilities, ballfields, tennis court, and track to a new location on the installation. TKD would be responsible for demolition of the existing recreation facilities including a concession/storage building (Building 2555) and a ballpark restroom (Building 525) as authorized through an SDL.

The 300-ft² 1950s-era communication (ham radio) building (Building 509) currently located on the eastern portion of the EIAP study area would be demolished prior to development of the 23-ac developable land. This facility is currently unoccupied. TKD would be responsible for demolition of this facility as authorized through an SDL.

2.1.6 Proposed Action Development Schedule

Over an approximate 12-year period, TKD would develop the proposed project in a phased approach as described in **Table 2-3**. Phasing would vary depending on the demand for space and associated requirements. Refer to **Figure 2-2** for location of facilities within each development phase.

Table 2-3. Proposed Action Development Schedule

Phase	Proposed Timeline	Proposed Development
SDL-1/ SDL-1A	June 2019	Develop a restaurant, hotel, office, retail/restaurant, meeting space, and office industrial (Tracts 1A, 1B, 1C, 1D, 1E, and 1F). Demolition of existing recreation facilities would begin following completion of SDL-1 construction.
SDL-2	June 2021	Develop retail/restaurant (Tract 2A), office buildings (Tract 2B), and parking.
SDL-3	June 2023	Develop office/retail building (Tract 3A), office (Tract 3B), and parking.
SDL-4/ SDL-5	June 2025 - 2028	Develop office building (Tract 4A), retail/restaurant (Tract 4B, office/industrial (Tract 5A) and parking.
23-Acre Site	TBD	Specific development and building type, mix, and density will depend on market conditions and demand. Demolition of the communications (ham radio) building would occur prior to development.

Notes:
 SDL = Site Development Lease; TBD = to be determined

2.2 Selection Standards

In accordance with 32 CFR Section 989.8(c), selection standards were developed to establish a means for determining the reasonableness of an alternative and whether an alternative should be carried forward for further analysis in the EA. Consistent with 32 CFR Section 989.8(c), the following selection standards meet the purpose of and need for the Proposed Action and were used to identify reasonable alternatives for analysis in the EA:

- Compliance with Kirtland AFB's 2016 Installation Development Plan (IDP)
 - Site identified as potential EUL parcel for redevelopment
 - Compatible with future development needs and existing land use
- Located on the edge of the installation so the development area can be unsecured for easier access
- Absence of special environmental resources
 - Waters of the US, Section 404 of the Clean Water Act, which include ephemeral washes, drainage ditches, intermittent and perennial watercourses, and wetlands
 - Proximity of 100-year Floodplain under EO 11988, *Floodplain Management*.
- No conflicts with safety zones (e.g., safe distances from munitions storage areas), Accident Potential Zones, and Clear Zones associated with aircraft operations.

2.3 No Action Alternative

Under the No Action Alternative, the USAF would not enter into an EUL, and the proposed mixed-use development, as described in the Proposed Action, would not be constructed. The No Action Alternative would maintain the current land uses and activities at the study area. Recreation fields would remain in place and the small communications (ham radio) building on the eastern portion of the property would continue to be used by the ham radio club. The former MFH area would continue to be used as a parking area for the occasional special event (e.g., annual airshow). No revenue to benefit Kirtland AFB would be generated, and the land would remain underutilized.

While the No Action Alternative would not satisfy the purpose of or need for the Proposed Action, this alternative was retained to provide a comparative baseline against which to analyze the impacts of the action alternatives, as required under CEQ regulations (40 CFR Part 1502.14).

2.4 Alternative Considered but Eliminated from Detailed Analysis

An alternative site location for the proposed development was considered. The approximately 86-ac alternative site is located north of Gibson Boulevard and the proposed EIAP study area. The site is currently developed and includes the Maxwell Housing Area, the Emergency Operations Center (EOC) Complex (Buildings 1900, 1901, 1902, 1908, and 1909), and the Maxwell Child Development Center (CDC) (Building 1914) (**Figure 2-3**). The Maxwell Gate is located on the southwestern portion of the property for access from Gibson Boulevard and, currently, within a secured area. Also located in the area is the former Kirtland Inn (Building 1911), which is no longer in use and currently vacant (Kirtland AFB, 2017). The Maxwell Housing area is identified in the Kirtland IDP as suitable for redevelopment (Kirtland AFB, 2016).



Figure 2-3. Kirtland Air Force Base Environmental Impact Analysis Process Eliminated Alternative Site Location

The Maxwell Housing Area is under a housing privatization contract with Kirtland Family Housing, LLC. The housing privatization contract will expire in 2019. It is unknown at this time if the housing contractor will request an extension from the USAF, and whether the USAF would grant an approval. The Maxwell Housing Area has 224 housing units, of which 221 are currently occupied¹. Homes and duplexes are primarily located around the perimeter of the property with a few situated in cul-de-sacs that extend from the area’s main perimeter roadway. The EOC is located in the interior portion of the property and proposed for relocation to a site within the cantonment area (Kirtland AFB, 2016). The Maxwell CDC, a 23,300-ft² facility, is also proposed for relocation from the Maxwell Area to a new location on the west side of Kirtland AFB (Kirtland AFB, 2016).

The Maxwell Area alternative site was not identified by the USAF as underutilized and, therefore, would not meet the purpose of or need for the Proposed Action, nor would the alternative meet the selection standards (refer to **Section 2.2**). Additionally, it is uncertain about whether Kirtland Family Housing, LLC would request an extension of the privatized housing contract. If a request for an extension were submitted and the USAF approved, the alternative would not be considered feasible. Furthermore, if the property became available for the EUL, the alternative location would be cost-prohibitive as redevelopment costs would include significant demolition of 224 housing units and Buildings 1900, 1901, 1902, 1908, 1914, and 1911. As such, the Maxwell Area alternative site location was eliminated from further detailed analysis in this EIAP. The Proposed and the No Action Alternative will be evaluated in this EA.

2.5 Comparative Summary of Impacts

The potential impacts under the Proposed Action and the No Action Alternative are summarized in **Table 2-4**.

Table 2-4. Summary of Potential Impacts*

Potentially Affected Resource	Proposed Action	No Action Alternative
Noise		
Land Use		
Visual Resources		
Air Quality		
Geology and Soils		
Water Resources		
Biological Resources		
Cultural Resources		
Infrastructure		
Hazardous Materials and Wastes		
Safety		
Socioeconomics		
Environmental Justice		

*Resource areas will be evaluated, and some could be eliminated from detailed analysis if a resource is not directly impacted. The summary of potential impacts will be completed in the Preliminary Draft EA.

¹ Personal Communication, Kirtland Maxwell Housing, LLC, 10 September 2018.

References

Kirtland AFB. 2017. *Final Environmental Baseline Survey, Proposed Enhanced Use Lease Along Gibson Corridor with Maxwell Housing*. January.

Kirtland AFB. 2016. *Installation Development Plan*. March.

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