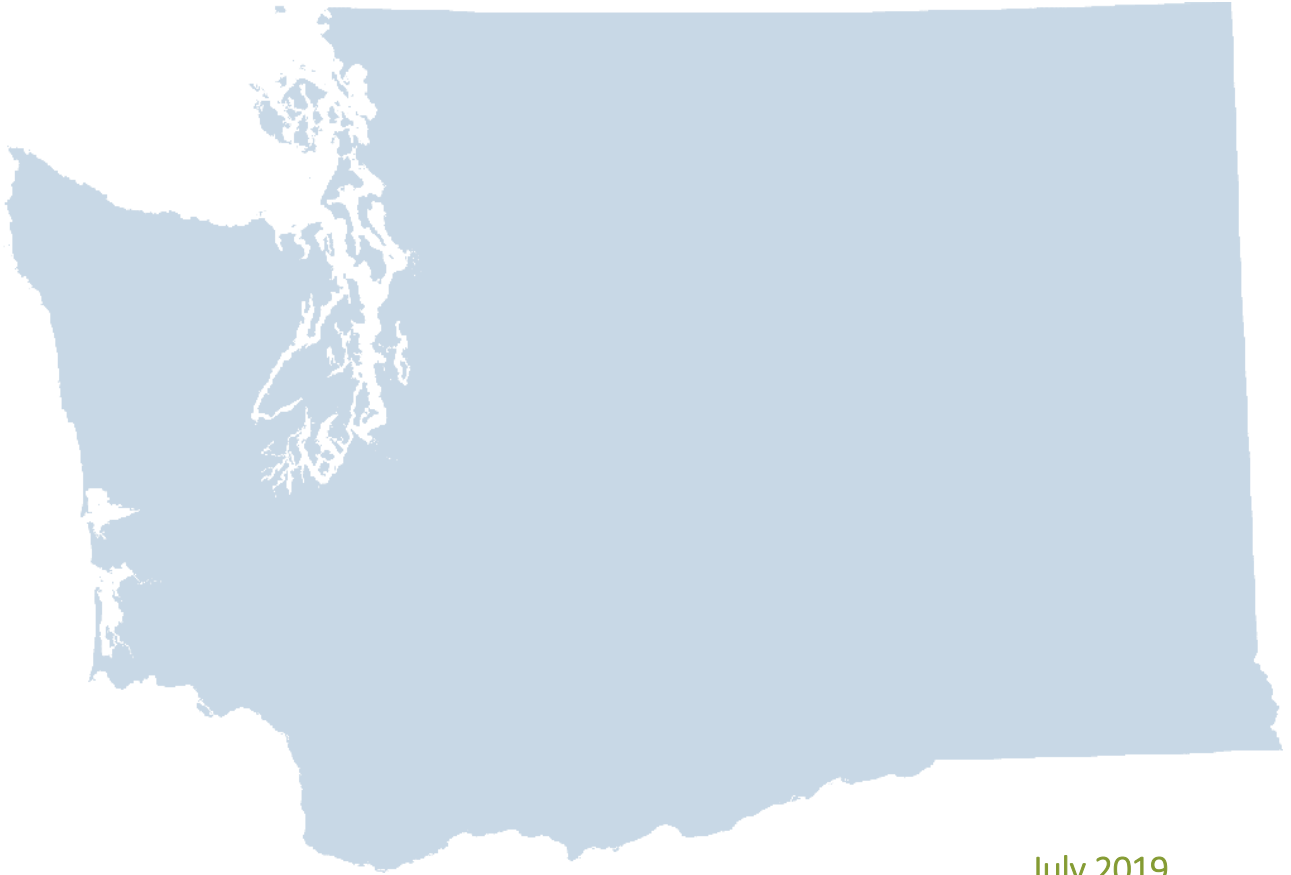




Department of Commerce

Washington State Guidebook

On Military and Community Compatibility



July 2019



Department of Commerce

Washington State Guidebook

On Military and Community Compatibility

Commerce Mission: *The Department of Commerce touches every aspect of community and economic development. We work with local governments, businesses and civic leaders to strengthen communities so all residents may thrive and prosper.*

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Guidebook Contributors

Washington State Department of Commerce

Mark Barkley, assistant director, Local Government Division

Mark McCaskill, American Institute of Certified Planners (AICP), managing director, Growth Management Services

Dave Andersen, AICP, eastern regional manager, Growth Management Services

Deanah Watson, program manager, Growth Management Services

Genevieve Dial, program specialist, Growth Management Services

Project Partners

Julie Bassuk, AICP, partner, MAKERS Architecture and Urban Design LLP

Beth Batchelder, associate 1, MAKERS Architecture and Urban Design LLP

Dan Cloutier, research assistant, Department of Urban Design and Planning, University of Washington

Acknowledgments

Project Advisory Committee (PAC)

Bill Adamson, South Sound Military and Communities Partnership

Erik Ashlie-Vinke, Economic Alliance Snohomish County

Jim Baumgart, Washington State Governor's Office

Grant Beck, city of Yelm

Jim Bolger, Kitsap County

Dan Cardwell, Pierce County

LTC Chris Cavin, Joint Base Lewis-McChord

Patty Charnas, Jefferson County

Richard Corff, Trust for Public Land

Allan Giffen, city of Everett

Rich Hadley, Forward Fairchild

Jeff Johnson, Fairchild Air Force Base

Noelle Madera, Yakima County

Larry Morrell, Sound Defense Alliance

Kim Peacher, Northwest Training Range Complex

Steve Powers, city of Oak Harbor

Jacob Rain, Washington Military Department

Jacqueline Reid, Snohomish County

Allison Satter, city of Bremerton

Tiffany Speir, city of Lakewood

Tom Tolman, Joint Base Lewis-McChord

Brian Tyhuis, Naval Air Station Whidbey Island

Hiller West, Island County

Jeff Wilson, City of DuPont

Washington State Guidebook

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On Military and Community Compatibility

Executive Summary

Compatibility Planning

Community life and military operations do not occur in isolation. Rather, they intersect, sharing challenges as well as opportunities in land-use planning. This guidebook uses “compatibility” as a generic term to describe a multi-directional relationship among civilian and military neighbors.

In general, optimal land uses in areas where the military is located or operates are those that do not increase peoples’ exposure to adverse impacts in places where military and civilian activities overlap. Adverse impacts are two-way in nature—civilian and military activities impact each other—posing challenges to health, safety, property values, quality of life, and national security.

Incompatibility that stems from local decisions is characterized by land uses that increase density and intensity in areas where the military relies upon existing conditions at a lower level of development. When local decisions attract more activity to these areas, it often results in cumulative degradation of a base’s ability to safely and efficiently function or adapt to mission changes.

Incompatibility that stems from military activities is characterized by increased activity or change in types of equipment or practices that go outside what neighbors are accustomed to from the military in their area. When people are exposed to new operations, either by newly moving into an area or due to increased military operations, it can strain civilian-military relations.

Identifying, mitigating, and resolving problems successfully requires mutual understanding between military and community neighbors who are responsible for planning in their shared

environment. This guidebook is a tool that promotes ongoing communication throughout civilian and military planning processes in support of robust coordination and successful working relationships.

Compatibility planning seeks to lessen mutual impacts, offer consistency in land use decision-making, and pursue a balance of community and military needs. Striking a balance between military and community interests requires an iterative process of sustained coordination among committed civilian-military partners. Joint planning at its best provides that process, with solutions offering to support community vision and military missions. Some key themes for engaging in compatibility planning are:

- Compatibility impacts are cumulative, cross civilian-military boundaries, and are best understood by those who experience effects directly from their community or base perspective.
- Joint planning and conflict resolution require mutual understanding of the different roles, limitations, and sources of authority under which military and community planning occur.
- Success relies on early and ongoing stakeholder engagement and coordination to prevent or resolve conflicts over time.
- Formalized coordination and partnerships are essential tools to realizing meaningful stakeholder participation and plan implementation.

Guidebook Purpose

The guidebook begins by recognizing that opportunity to find and pursue shared goals in

innovative ways exists through coordinated civilian-military planning. This guidebook introduces civilian-military compatibility planning and offers technical guidance for planning practitioners working on compatible use projects.

Growth Management Services at the Washington State Department of Commerce (Commerce) is responsible for providing technical guidance and resources to local governments. This guidebook is similar to other Commerce guidebooks that address various elements of the Growth Management Act (GMA), such as critical areas, buildable lands, housing, transportation, urban growth, and capital facilities planning. The role of this guidebook is to:

- Help build awareness about the importance of collaborative planning around civilian-military land use.
- Promote ongoing civilian-military communication.
- Introduce both community and military planning processes.
- Provide local governments with planning guidance and examples.

The Washington State Growth Management Act (RCW 36.70A.530) cites the military's significant role in the economy and declares a state priority to prevent forms of development near installations that are incompatible with the military's ability to carry out its mission-related activities. Under the GMA, jurisdictions consider compatibility as they update or amend their comprehensive plans and development regulations. Examples from other jurisdictions and technical guidance help jurisdictions and other stakeholders engage and coordinate for compatible planning and development.

Guidebook Audience and Organization

This guidebook is not a land use plan or a study, like an economic study, but is a source of information for people involved in civilian-military planning in Washington state. Intended

Guidebook Terms

"Land use planning" or "planning process" refers to a problem-solving process used to identify goals and set action steps to influence future conditions.

"Civilian-military compatibility" refers to coordinated planning in areas where the military operates, while acknowledging the multi-directional nature of land use interests. In this context, "compatibility" can serve as a neutral term for a potential condition of mutual benefit or pursuit of minimized impacts.

"Encroachment" is the Department of Defense's (DOD) term for any use of land, air, water, or other resources that poses a restriction to the military's ability to carry out mission requirements.

"Mission requirements" are the activities the military must perform to uphold federal mandates and remain prepared to respond rapidly to crises.

audiences include community members, civilian planning professionals, and military planning professionals—each of whom may have a different awareness level and perspective on compatibility. To reflect these three main audiences and levels of familiarity with the subject matter, the guidebook is divided into three parts:

Part 1: Community Guide to Compatibility.

Part 1 introduces compatibility planning, governmental relations, public process, and military bases and ranges in Washington state.

Part 2: Technical Guide to Compatibility

Part 2 offers technical insights for planning professionals, with details on military and civilian planning, compatibility practices, and land use regulation.

Part 3: Implementation Toolkit

Part 3 contains case studies, worksheets, sample policies, maps, consultation guidance, local and military-related contact information, a policy quick-reference guide, and a glossary.

Guidebook Navigation: Quick-Links

This guidebook serves multiple audiences. The links below and at the start of each chapter help navigate different sections.



Are you...

...New to the topic of civilian-military compatibility or planning processes in Washington state? Jump to:

Part 1: Community Guide – [Click](#)

- Civilian-Military Compatibility
- Land Use Planning Framework and Authorities
- Local Plans and Land Use Regulations
- Periodic Updates and Amendment Cycles
- Participation in Planning Process
- Environmental Review Processes
- Military Background and Presence in Washington
- Military Bases, Ranges, and Airspace

...Seeking context on military planning or guidance for Growth Management planning? Jump to:

Part 2: Technical Guide – [Click](#)

- National Defense and Planning
- Base Plans and Joint-Planning
- Conservation Partnerships
- Growth Management Planning
- Compatibility in Land Use Plans and Codes
- Concurrency and Consistency
- Comprehensive Plan Elements and Compatibility
- Conclusion: Compatibility Relies on Coordination

...Seeking case examples, policy references, or communication tools and contacts? Jump to:

Part 3: Implementation Toolkit – [Click](#)

- Compatibility Examples in Local Planning and Codes
- Sample Policy Language for Local Planning
- Sample Notifications and Disclosures
- Sample Compatibility Project Checklists
- GMA Consultation Requirement Checklist
- Energy Project Siting Consultation FAQs
- Consultation Guide with Maps and Contact Lists
- Consultation Resources by Topic
- Appendix A: Policy Quick-Reference Guide
- Appendix B: Glossary of Terms and Acronyms

Project Context

Commerce works with local governments, businesses, and civic leaders to strengthen communities so all residents may thrive and prosper. Commerce touches every aspect of community and economic development and works across Washington's key high-demand industry sectors, including agriculture and food manufacturing; clean technology; aerospace; forest products; life science and global health; information and communications technology; maritime; and the military and defense sector. The military and defense sector has a key role in Washington's economy as the state's second-largest direct public employer.

Military installations, training ranges, and operating areas are part of the local and regional landscape. Washington prioritizes planning for this sector, seeking a balance of industry and healthy communities. The GMA is a series of state statutes, first adopted in 1990, that requires fast-growing cities and counties to develop a comprehensive plan to manage their population growth. It is codified primarily under Chapter 36.70A RCW.

The GMA considers compatibility with military missions within the land use framework it sets for cities and counties. Growth Management Services offers this guidebook as assistance to communities, governmental bodies, and others to support implementation of practices that promote mutual civilian-military compatibility.

Program Background

In 2015 the Washington State Legislature directed Commerce to “examine the effects of incompatible land use surrounding military installations within Washington state, and conduct a comparative analysis of best practices from other states to mitigate conflicts between local jurisdictions and neighboring military installations due to incompatible land use” in accordance with Second Engrossed Substitute House Bill 2376,

Phase 1: Legislative Report	Phase 2: Program Strategy	Phase 3: Technical Resource
<p>2015-2016 project question:</p> <p><i>How can Washington state promote compatible land use?</i></p> <p><i>Authorizing legislation: 2015 ESSB 6052.SL, Section 128[20]</i></p>	<p>2017 project question:</p> <p><i>What resources can Commerce provide to support local compatibility efforts?</i></p>	<p>2018-2019 project question:</p> <p><i>What technical guidance can help support compatibility planning?</i></p>

Section 126(19). This direction led to a three-phased effort to provide a reference for communities engaged in civilian-military compatibility planning. The guidebook project implements earlier project recommendations to conduct additional outreach and produce technical assistance tools for this planning subject.

Guidebook Public Outreach

The compatibility programs and strategies discussed in this resource are intended to work within planning processes. Washington state planning regulations integrate outreach and engagement within local planning process. Planning is a public process that depends upon local experience and expertise to understand existing conditions and identify policy practices that address needs unique to each community. As a tool that serves people engaged in planning processes, this guidebook relied upon feedback from interested stakeholders to shape and revise content development.

A project advisory committee, technical focus groups, community workshops, and online survey provided invaluable feedback to help shape guidebook content. A Project Advisory Committee (PAC) made up of local government planners, military planning personnel, and community member representatives helped plan the project’s community outreach, suggest topic areas, facilitate public participation.

Focus groups and workshops were held September through November 2018. Planning professionals from local jurisdictions, the military, and state agencies offered ideas and technical guidance at eight technical focus groups. Community workshops in areas near major installations attracted over 200 participants from Ellensburg, Chimacum, Everett, Coupeville, Oak Harbor, Bremerton, DuPont, and Spokane between October and December 2018. An online survey active from October 2018 to May 2019 and a 30-day public comment period on a draft guidebook from April to May 2019 complemented these in-person events. Visit Commerce online at www.Commerce.wa.gov or the program webpage at bit.ly/2pu0Nxb for information and resources.

Key outreach areas in locations near major bases



Key outreach areas ★

Part 1: Community Guide to Compatibility

Introduction

Part 1 is an introduction to compatibility planning, Washington state land use regulation, public process, intergovernmental relations, military authorities and structures, closing with a brief overview of base plans and programs that involve joint-planning for civilian-military compatibility.

Quick-Links to Part 1 Topics:

- [Civilian-Military Compatibility](#)
- [Land Use Planning Framework and Authorities](#)
- [Local Plans and Land Use Regulations](#)
- [Periodic Updates and Amendment Cycles](#)
- [Participation in Planning Process](#)
- [Environmental Review Processes](#)
- [Military Background and Presence in Washington](#)
- [Military Bases, Ranges, and Airspace](#)

Jump to the beginning: [Guidebook table of contents](#)

Jump to the Navigation Pane: [Guidebook Quick-Links](#)

Balancing Community Vision and Military Mission

Washington state is home to several military bases, stations, support facilities, and training ranges that are connected by land, sea, and air. These installations and routes are interconnected closely with the communities that have grown over time throughout the state. Communities and military neighbors both “occupy a limited footprint, while also creating impacts on land and other resources beyond their boundaries,” which underlines the value of coordinated planning.¹

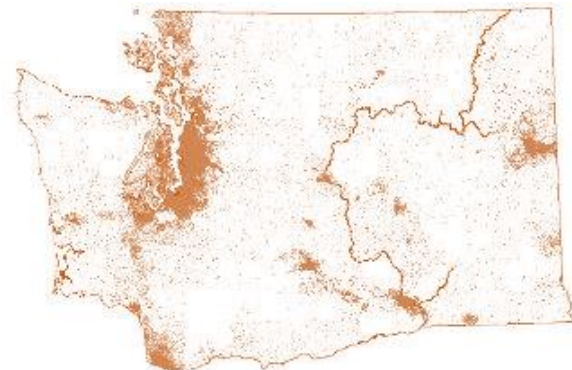
The effort to coordinate civilian-military planning is an important part of protecting the welfare, safety, and security of community members located near and on military bases or ranges. Coordinated civilian-military planning seeks to minimize impacts and maximize benefits in areas where the military and communities intersect.

Compatibility recognizes that uncoordinated development in certain areas can result in adverse impacts to community members and can reduce the military’s ability to safely and efficiently train people related to active, reserve, and guard missions.

Balancing Growth and Change

Compatibility planning strives to balance the shifting needs of communities and military missions over time. With a strong economy based on manufacturing, information technology, and agriculture, Washington is one of the top 10 fastest growing states in the nation. Population growth is generally strong throughout the state, especially in the Puget Sound area where approximately two thirds of Washington residents live.² Cities and counties respond to this growth by planning for the infrastructure, services, resources, and

Figure 1: Washington State Population /Urban Density



• One dot per 100 residents

Source: U.S. Census Bureau, 2010 www.census.gov

¹International City/County Management Association (ICMA), “Smart Growth Issue Summary: Military Encroachment and Base Reuse,” 2005, <https://icma.org/sites/default/files/6604.pdf>

development patterns that communities will need to accommodate incoming populations.

A military base can be a significant source of employment for a city or region. In addition to active duty personnel, many people are associated with working on a base, including civilian, Reserve and Guard employees. Additionally, those working on base often have children attending local schools and spouses working in the community. Military spouses and family members work in the area, serving as teachers, technicians, healthcare providers, and many other essential positions that strengthen their communities. As valuable members of the local community they bring knowledge, training, and diverse experience, contributing to the community's skilled workforce.

State Demographic Fast Facts

General Population³

Population	7,427,600
Seattle, Tacoma, and Bellevue Metropolitan Area Population	4,764,736
Share of national population	2.2%
Growth since 2010	10.4%

Military Population⁴

Active duty personnel	60,153
Share of total U.S. active duty personnel	5.1%
Reserve forces	18,251
Military civilians	31,675
Veteran population	582,265
Dependents living on military installations ⁵	74,543

While a military base can bring jobs and defense spending to the local and state economy, military activities can also bring possible impacts to a community, like aircraft or artillery noise, dust, potential for accidents, environmental concerns, traffic, or unexpected fluctuations in community population. Just as

communities experience growth and change, military bases also expand and contract in response to national defense needs, political decisions, and federal funding cycles. As military operations change and communities grow, it becomes more likely that military activities will affect community quality of life, or community growth will impact military missions. With these conditions, planning for compatibility becomes increasingly valuable for civilian-military communities as they face the challenges of development pressure and mission change.

Population change for segments of the community closely connected to a base makes predicting future numbers uniquely challenging. Changes to activity levels at a base can dramatically reduce or increase onsite service members, civilian employees or contract personnel—either briefly for training reasons or longer-term when missions change.

Service members periodically relocate for training or deploy to conflict or disaster areas, while their dependent children and spouses remain in the community. Individuals may routinely transfer within a few years, bringing dependents with them. These scenarios affect land use and community services.

On-base housing can be in short supply, and many military personnel prefer to live in the community. When bases increase personnel or reduce on-base housing stock, these factors contribute to demands for housing, transportation infrastructure and other areas of land-use planning. A base may provide childcare, schools, library services, recreation, and housing for part of its population. Yet some people connected to the base rely on local school districts, services, and housing off-installation.

³ U.S. Census Bureau, 2010, www.census.gov/

⁴ Department of Defense (DOD), Defense Manpower Data Center (DMDC), 2018, www.dmdc.osd.mil/appj/dwp/index.jsp

⁵ DOD, "Demographics Profile of the Military Community," 2017, <http://download.militaryonesource.mil/12038/MOS/Reports/2017-demographics-report.pdf>

Planning Efforts Need Ongoing Communication

Early and ongoing communication among base commanders, military planners, and community planning staff is critical to better understand impacts on the community related to mission requirements and mission changes. This information can specifically inform population forecasting efforts and support the comprehensive, transportation, and capital facilities plan updates.

When military personnel commute between the base and community, it can increase traffic. Bases and transit agencies often coordinate added service routes for these commuters. Commuting service to bases must consider high security levels and gate-crossing protocols, but it is an important area of partnership that helps offset traffic pressures and emissions.

Civilian-Military Compatibility

Local jurisdiction planning projects or documents and comparable military installation resources examine a common landscape in different ways, but they all anticipate the needs and effects of anticipated development and change. Military planning concerns government-owned property, and its main focus is “mission sustainment,” which refers to retaining military capacity to provide personnel with realistic training. Local planning works to realize a community’s vision for the future and accommodate growth and development.

Civilian-military compatibility concerns protection of community members, whether military or non-military, from hazards that might be avoidable with coordinated planning. Compatibility planning is an activity through which land uses that tend to increase civilian-military conflict are identified and discouraged, while land uses that offer greatest protection and mutual benefit for people—civilian or military—are generally encouraged.

Some compatibility goals are relatively simple, like acknowledging that a land use relationship exists between a local jurisdiction (like a city or county) and a military base or training/testing

Example Compatibility Concerns from the Navy

Areas of interest for compatibility were grouped by jurisdictions in the Naval Base Kitsap (NBK) Joint Land Use Study (JLUS) completed in 2015:

- *Tribal* areas of interest include environmental protection and raising awareness and improving development notification processes for archaeological and cultural sites protection.
- *Kitsap County* areas of interests include land use compatibility around base perimeters and along freight routes used by the Navy, shoreline and upland uses along Hood Canal, transportation, and communication and coordination.
- *Jefferson County* areas of interest include the Hood Canal and Portage Bay Bridges, land use compatibility along freight routes used by the Navy, shoreline and upland uses along Hood Canal, and communication and coordination.
- *Mason County* areas of interest include compatible development around freight routes used by the Navy, shoreline and upland uses along Hood Canal, and communication and coordination.
- *Bremerton* areas of interest include NBK-Bremerton’s traffic impacts, parking and base access, land use compatibility adjacent to the base, and communication and coordination.

The Naval Base Kitsap JLUS was published online: <http://compplan.kitsapgov.com/Pages/JLUS.aspx>

area. Other compatibility goals are extremely complex because issues may involve contrasting values about the public interest and opposite views about the source or nature of impacts. A lack of understanding of these differing views can hinder problem-solving and productive relations. However, mutual understanding can also lead to aligned goals benefiting civilian and military community members.

Complex civilian-military compatibility issues call for proactive commitment to coordinated and solutions-minded working relationships. Land use planning is a problem-solving process that, consistent with Washington state Law, is also a public process for community members and leaders. Success in reaching mutual aims does not occur overnight, but planning offers a way to consider non-military needs and military mission requirements in the local setting.

Identifying Compatibility and Incompatibility

Every place is different, so judging what is or is not compatible is not always easy. Defining specific types of compatible and incompatible uses within community plans and land use controls involves understanding the base and its mission requirements, engaging residents in local public process, and adopting policy that promotes compatible land use decisions.

The Land Use Element within Thurston County's 2018 draft comprehensive plan offers an example of a community describing "generally compatible" land uses. Page 2-37 in the draft element states, "Open space, agriculture, and low-density uses adjacent to military activities can provide a buffer that protects surrounding areas from the nuisance and safety risks of military operations" (see [Part 3](#) for this and other compatibility examples).⁶

When land use decisions result in locating more people near military training and testing areas, it raises potential of their exposure to military activities. When military operations change from what a community finds familiar to a new form or level of activity, it can result in conflicts and strained civilian-military relations.

Characteristics of Compatibility

Land uses that might generally be considered mutually compatible or optimal in an area:

- Optimize land uses that align military training goals and community goals.

- Do not result in new restrictions to military operations at the expense of safety and efficiency.
- Do not expose people to safety risks or increased exposure to nuisance.
- Maintain quality of life and balance safety, growth, and development.

Characteristics of Incompatibility

An increased likelihood for conflict is commonly associated with land uses or activities that:

- Increase civilian/military traffic without offsetting demand on area roads.
- Create smoke, dust, light, or glare that affects neighbors or impairs pilot vision.
- Concentrate people or noise-sensitive uses like homes, schools, or houses of worship, and/or uses that cannot readily be improved to reduce noise (sound attenuation), like manufactured homes in high-noise areas.
- Have higher-density or higher-intensity activity and uses like schools, multi-family residential, hospitals, theaters, or other areas of assembly in places of higher accident risk.
- Emit electromagnetic interference or other signals that impair navigational or communications equipment.
- Obstruct airspace with tall structures, like buildings, power lines, or windmills.
- Attract birds around aircraft runways.

Impacts do not occur in only one direction. For instance, lights required for some military activity can annoy or be disruptive to residents and visitors. Community lights can impact military training/testing, operations, and research dependent on dark sky conditions.

Increasing commuter traffic around a base slows military response times, while personnel

⁶ Thurston County, Washington, "The Comprehensive Plan," 2018. www.thurstoncountywa.gov/planning/Pages/comp-plan.aspx

Figure 2: Compatibility Concerns (Civilian and Military)

Many off-installation compatibility concerns relate to airfields and airspace. The table below notes some of the impacts associated with aircraft operations.

Land Use Type	Compatibility Concern (Civilian and Military)
Residential	<ul style="list-style-type: none"> Noise can be disruptive in outdoor areas, or indoors with open windows. Aircraft overflight can be annoying, especially where ambient noise levels are otherwise very low, like suburban or rural areas. Multi-family residential (higher-density housing) adds safety concern for accident risk.
Schools	<ul style="list-style-type: none"> Higher concern child safety if constructed in areas of higher accident risk. Noise can disrupt the learning environment.
Hospitals, Nursing Homes, Critical Infrastructure	<ul style="list-style-type: none"> Higher concern for safety of patients or elderly if built in areas of accident risk. Potential disruption of service if damaged during an accident.
Retail Centers, Assembly Facilities, Business Parks	<ul style="list-style-type: none"> Higher concern for large numbers of people when placed in areas of accident risk; outdoor stadiums are highly exposed. Safety concerns for places with high-intensity uses. Tall buildings can be airspace obstructions.
Industrial Uses, Power plants	<ul style="list-style-type: none"> Smoke, steam, and thermal plumes near runways can be flight hazards. Tall structures can be airspace obstructions. Possible hazardous materials release from accident-related damage. Potential service disruption if an accident damages power plants.
Agricultural Uses, Water	<ul style="list-style-type: none"> Potential sources of dust and smoke near runways, wildlife attractants; noise disruption to certain livestock or outdoor work like farming.

Source: Modified from the Washington State Department of Transportation, "Airports and Compatible Land Use Guidebook," 2011, www.wsdot.wa.gov/aviation/Planning/ACLUguide.htm

shift-change or supply convoys impact commutes. This is especially challenging around the Interstate 5 corridor in the highly urbanized region of Puget Sound.

Noise from military aircraft or artillery operations can impact people living, working, or recreating nearby. Noise, especially from aircraft, can be among the biggest impacts residents and visitors experience near military airfields and training routes. This is a particularly challenging issue for communities of Whidbey Island and Naval Air Station Whidbey Island where a proposed expansion of

the EA-18G Growler (aircraft) operations raised greater concerns for safety and noise impacts. The proposal required a review process that concluded in 2019.⁷

Conversely, noise and steam from civilian commercial, industrial, or recreational activities can negatively impact military operations dependent on quiet environments. For example, the quiet water of Hood Canal's Dabob Bay Range Complex provides a critical acoustic testing environment, which is disrupted by increased boating activities.

⁷ U.S. Navy, U.S. Fleet Forces Command, EA-18G Growler Airfield Operations at NAS Whidbey Island Complex, Announcements, 2019, <http://whidbeyeis.com/>

Local Planning Structure and Public Processes

Local plans reflect community interests and vision for the future. Local comprehensive planning is an important means by which a community member can get involved in compatibility planning in the area. An awareness of these processes is foundational to meaningful participation. This section outlines the structures, processes, and areas of participation. The section concludes with an overview of state and federal environmental review processes that apply to certain development projects.

Land Use Planning Framework

Land use throughout the United States is governed largely by local governments, but each state has a different framework and conducts local planning differently. Washington’s constitution governs the structure and function of local government, defines their powers and responsibilities, and establishes planning law. Like other states, Washington land use laws were adopted at various times in response to various policy needs. The first laws governing land use pre-date statehood. The basis for local government land-use planning is found in the state constitution’s police power provisions, which state that:

“Any county, city, town or township may make and enforce within its limits all such local police, sanitary and other regulations as are not in conflict with general laws.”

Washington state and many of its cities and counties have extensive planning laws to guide land use and development through public process. Central to land use in Washington state, the Growth Management Act (GMA) guides planning for cities and counties. First adopted in 1990 under the Revised Code of Washington (RCW), the GMA (RCW 36.70A) outlines requirements for local comprehensive plans. The GMA became the primary law that sets the framework for local planning throughout Washington state. In 2004, the GMA was amended to discourage forms of development that are incompatible with military mission requirements. The GMA contains a provision that directs cities and counties to discourage forms of development that are incompatible with a military’s ability to carry out a mission (RCW 36.70A.530).

Land Use Authorities

An effective strategy for getting and staying involved includes a general awareness of the local political process. Community members eager to engage may gain from knowing their local legislators, like the mayor, county executives, city council members, and district representatives. Attendance at city council meetings, outreach events, and commission meetings are platforms for engagement and opportunities to learn and share information. Knowledge of state and federal legislators and legislative processes and cycles provides additional avenues to both stay informed and involved in issues related to planning, economic development, community development, and conservation.

Figure 3: Washington State Land Use Framework

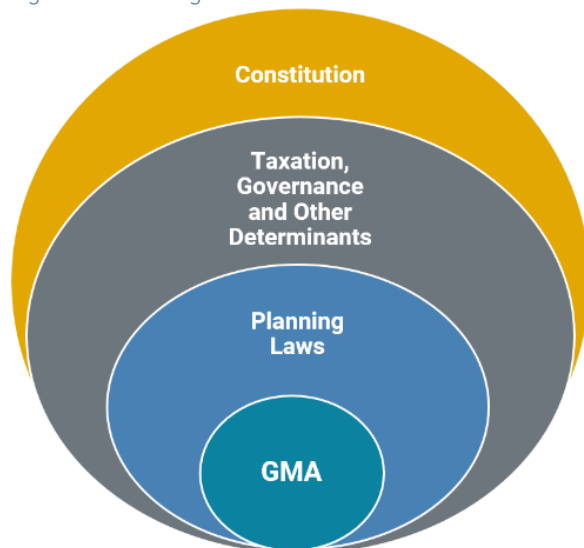
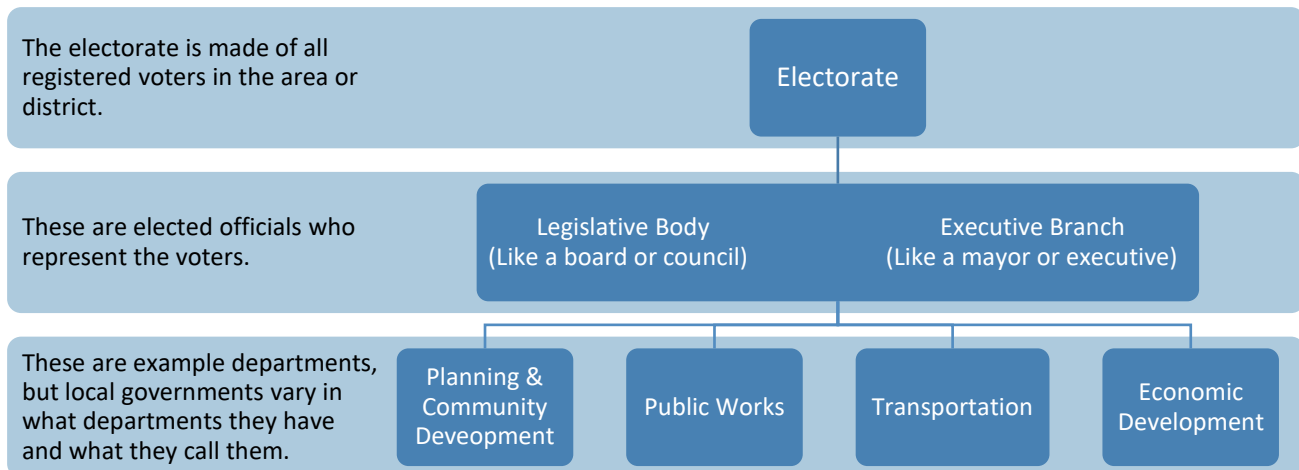


Figure 4: Typical Local Government Structure



Want to learn more about governmental structures and processes in Washington state? The Municipal Research and Services Center (MRSC) has useful resources at www.mrsc.org

When engaging in a process that links to the military, it is also helpful to have some context for the decision-making structures involved. The military is subject to federal policies, environmental regulations, codes, and laws that regulate military activities, projects, and plans. Since state and local laws do not apply on federal land, military bases are not subject to local zoning or other development regulations. This division of authority limits the military from exercising any authority to regulate non-military activities outside their borders.

A military base does not have authority over city or county lands, and local governments lack authority over military lands. However, as neighbors, they are interconnected. RCW 36.70A.530 states that comprehensive plans, plan amendments, development regulations, or amendments to a development regulation should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements. The same law directs certain counties and cities regarding notification procedures related to comprehensive planning and development regulation amendments to ensure lands are protected from incompatible development.

Jurisdictions seek input on ways to do this through the public planning process and look for examples of how other jurisdictions identify military installations or ranges in maps, visions, policy objectives, and development regulations. Best practices shared among jurisdictions, with military and community stakeholder input, are critical for successful compatibility planning.

Local Government Structures

Local governments include counties, cities, and towns. Washington state has 39 counties and 281 incorporated municipalities (cities and towns). Counties, cities, and towns can be organized differently. Understanding the structure of a local government is an important step to participating in land use processes.

Organization and Authority

Cities and counties differ on the number of elected officials and their specific responsibilities. Some cities and counties have a directly elected executive, either a strong mayor or a county executive. Cities may have a mayor and a council, but the powers of the mayor vary. Many cities have a city manager who serves as the chief executive over day-to-day affairs (city manager form). Others have an elected mayor that serves this function (strong

mayor form). They usually have the power to veto proposed legislation, but the legislative body can override a veto.

Most counties have a board of commissioners who have executive and legislative power. However, some counties have a council and an elected county executive, much like a strong mayor form of government. Local government is directly responsible to voting community members since elected officials oversee city and county activities.

Legislative Body and Planning Commission

Depending on the county or city, the legislative body may be a county commission, county council, city commission, or city council. A comprehensive plan, development regulation, or amendment is a legislative action. The legislative body makes decisions governing land use and compatibility in comprehensive plan and development regulation amendments and periodic updates, along with other legislative actions throughout the planning process. The legislative body must take a vote to adopt amendments to the comprehensive plan or development regulations.

The planning commission is usually composed of people appointed by the local legislative body. They may or may not have special expertise in planning. Most counties and cities are required to obtain commission recommendations before the legislative body votes on comprehensive plans or development regulations. The planning commission is generally required to hold the public hearing on plans or regulations.

The legislative body reviews the hearing record and planning commission recommendations before final adoption. This public hearing is a chance for interested parties to submit materials and testimony into the record. Once a planning commission makes recommendations, the proposal goes to the legislative authority for adoption, revision, or rejection. The legislative body may or may not hold more meetings or hear testimony, but hearings are open to the public, and input is often requested.

Key Departments

Multiple departments assist in a local government's daily operations. Departments commonly involved in compatibility planning include Community Development (sometimes called "Planning"), Transportation, Utilities or Public Works, and Housing Departments.

Community Development administers land use policy and regulations established in long-range plans, zoning codes, design standards, permitting processes, and ordinances. Planning staff are most directly involved in compatibility planning, but many cities and counties do not employ planning staff—some "borrow" staff from a regional council of government or hire consultants who serve several jurisdictions.

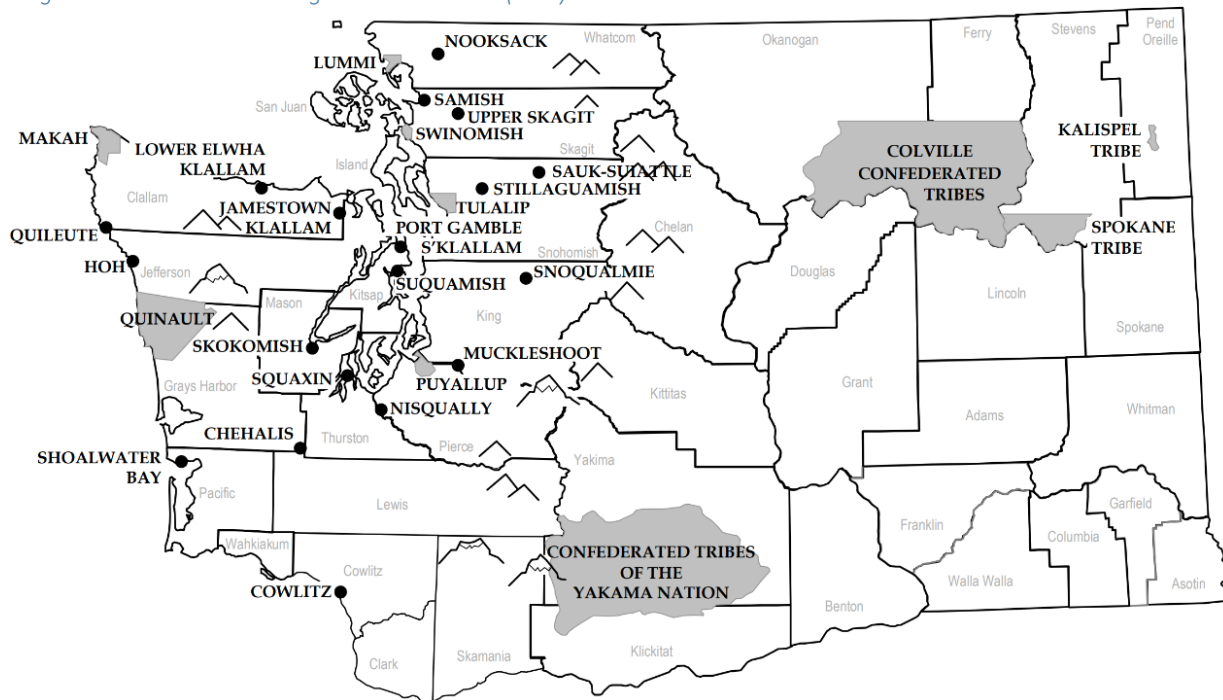
Sovereign Tribal Governments

A tribe is a separate and sovereign political entity with a unique governmental structure. There are 27 federally recognized tribal governments and 25 Native American reservations in Washington state. Many are overseen by tribal councils established by a tribe's constitution.

Under historical treaties made with the U.S. government, many tribes have "Usual and Accustomed" treaty rights that preserve certain rights to a tribe's ancestral areas. According to the 1974 U.S. v. Boldt decision, the U.S. government is required to consult tribal entities if any resources will be affected within their ancestral (Usual and Accustomed) fishing and hunting areas. Tribal fishing, hunting, and gathering rights extend beyond lands formally described in the treaties to any area used for hunting and occupied by the tribe over an extended period, according to Washington State Supreme Court, *State v. Buchanan*, 1999.

The sovereignty of tribes means that coordination for land use or other partnerships must occur on a government-to-government basis between federally recognized tribes and federal, state, or local governments.

Figure 5: Tribes are Sovereign Native Nations (NSN)



Source: Washington Governor's Office of Indian Affairs, *Federally Recognized Tribes of Washington State (Map) 2018*, <https://goia.wa.gov>

Government-to-Government Relations

The Centennial Accord is a government-to-government agreement between Washington state and the federally recognized Indian tribes located within Washington's geographic boundaries. It describes the nature of the government-to-government relationship and sovereign tribal authority.⁸

Local Plans and Land Use Regulations

Comprehensive plans are organized into elements (chapters) that cover different aspects of the community's land use and public services. The GMA requires the following elements: land use, utilities, economic development, parks and recreation, transportation, housing, capital facilities, and a rural element (for counties).

Each element has goals and policies defining the community's desired future. It includes existing

condition inventories and analyzes the current state and facts that support or constrain future choices. It also outlines projects meant to achieve the defined goals. All cities and counties required or choosing to adopt comprehensive plans under the GMA must update their plan every eight years.

After communities develop comprehensive plans, they will sometimes produce other plans that focus on specific areas, such as subarea plans, neighborhood plans, or corridor plans. These often are adopted into comprehensive plans, and, like comprehensive plans, can trigger development regulation updates. These actions occur through public process.

Local Plans and Community Visions

A "community vision" is what guides local land use decision-making and planning. Public engagement in the planning process results in a community-driven and locally defined vision for

⁸ Visit the Governor's Office of Indian Affairs online for more information or to read the Centennial Accord: <https://goia.wa.gov/relations/centennial-accord>

future land use and development. The vision expressed in the comprehensive plan is the basis for local planning policies and development regulations. There is a close relationship between the comprehensive plan and local development codes, like a zoning ordinance. The plan states a community's long-term vision for its future land use and outlines the policy actions or decisions needed to support that vision.

Development codes or regulations implement the policy objectives as outlined in the comprehensive plan. In-turn, project permitting decisions implement local development regulations. Local ordinances ensure land use decisions and development are consistent with the comprehensive plan, resulting in a landscape that reflects the vision.

Development Regulations

Development regulations (local codes and ordinances) implement the goals defined in a comprehensive plan. Cities and counties planning under the GMA must adopt development regulations that are consistent with the comprehensive and that help conserve agricultural lands, forestlands, and mineral resource lands designated by RCW 36.70A.040. There is opportunity to comment on plan and development regulation updates during a review process.

Development Regulations implement Local Plans

The comprehensive plan sets overall policy goals, while development regulations set the rules to achieve those goals. Development regulations and rezones must be consistent with and implement the comprehensive plan.

Comprehensive Plan:
Community vision and policy goals.

Development Regulations:
Rules established to achieve plan goals.

Development Regulations and Permitting

Project permits are defined as any land use or environmental permit or license required from a local government for a project action. Some examples include building permits, conditional uses, and site plan reviews. RCW 36.70B.080 states that development regulations must establish and implement time periods for local government actions for each type of project permit application and provide timely and predictable procedures to determine whether a completed project permit application meets the requirements of the development regulations.

Development regulations, or municipal code, guide development projects and how land is divided and used. Some common categories addressed in development regulations include zoning, subdivisions, critical areas, signs, landscaping, planned unit development, impact fees, environmental protection, parks and recreation, and development standards.

Zoning Ordinance

Zoning is the most common local land use regulation. Zoning ordinances divide the community into zones and establish the rules that govern development within each zone. The zoning map shows which zone applies in each area of the city. The zoning ordinance must be consistent with the comprehensive plan, but if there is a conflict, the zoning ordinance takes precedence.

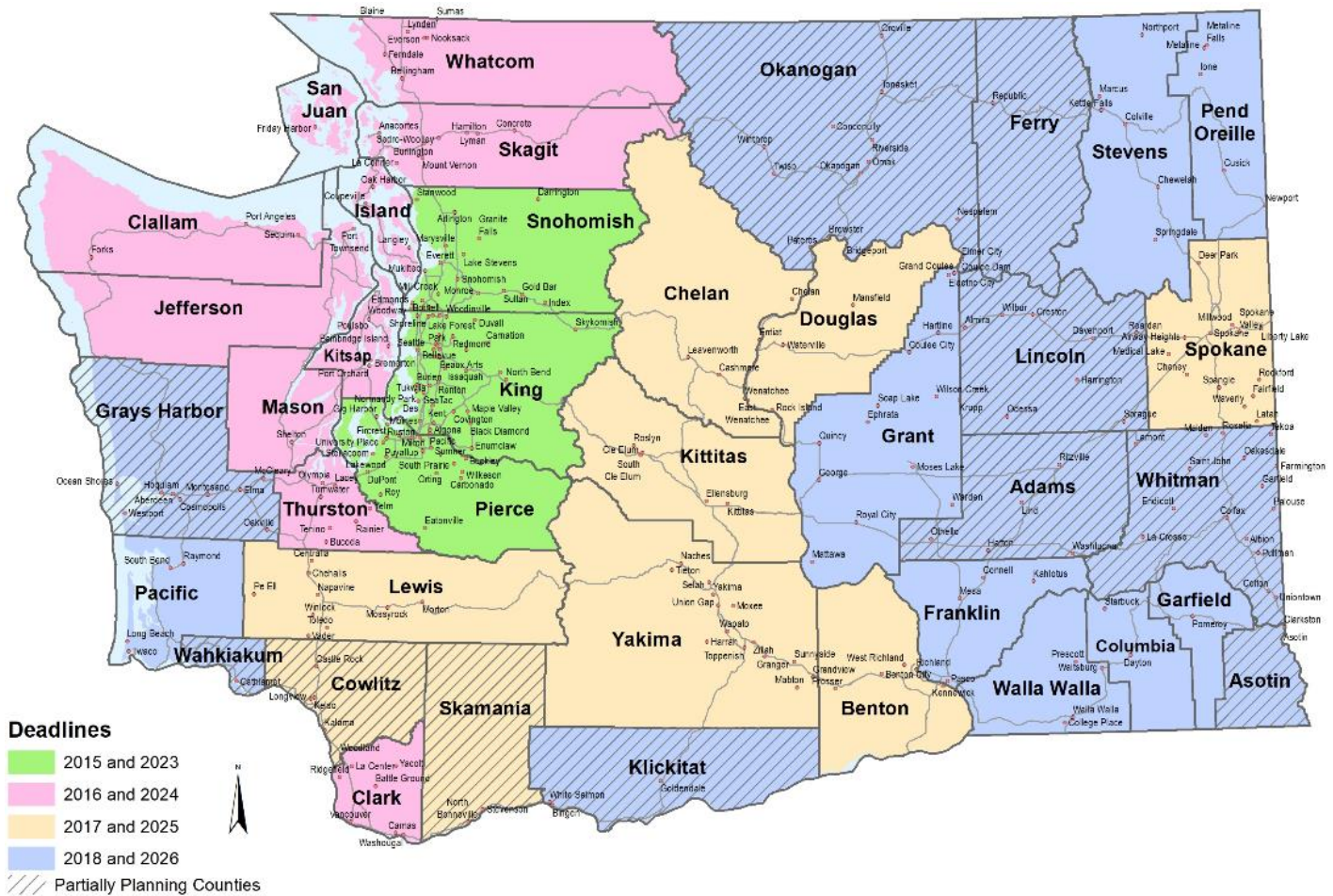
The zoning ordinance defines the zones, their purpose, and the standards that apply. Standards govern the range of allowed uses, the density or intensity of development, and the dimensions of buildings or other structures relative to the lot and neighboring uses.

Periodic Updates and Amendments

Cities and counties that are required to plan under the GMA—*planning communities*—must follow a periodic update schedule, described in RCW 36.70A.130. They start updates by examining their plans and regulations to see if any changes are needed to stay consistent with state law. They also update it to include new

Figure 6: Growth Management Act Update Schedule: RCW 36.70A.130 (5)

The GMA requires local governments to review and update their comprehensive plans and development regulations on a rolling eight-year cycle.



Commerce (map updated May 2018)

data and information. Local governments use the most recent population forecast information from the Office of Financial Management (OFM) to assure that their plans can accommodate the growth forecast for the next 20 years. This includes any changes to land use and zoning, transportation, housing or capital facilities that are needed to provide additional development capacity. Local governments also review and update their critical areas ordinance if new scientific information is available.

Planning communities can make changes to plans and development regulations yearly if the jurisdiction needs it, but they must perform a review and update each eight years. Periodic review should begin about two years before the

deadline, which is a good time to reach out to talk about steps in the update process.

As part of the update process, jurisdictions implement their locally-adopted public participation program, which identifies when legislative action on the proposed changes is set to occur, what the scope of the review includes, and when public comment will be solicited.

To assist with the process, the GMA requires local governments to use a process called “docketing,” where a community considers all proposed amendments at the same time so that a local government can collectively consider the impacts (there are exceptions to this rule).

Docketing also prevents the comprehensive plan amendment process from becoming a

Visions and Missions

Visions and missions have similarities and differences. A community’s vision in a comprehensive plan sets the tone for policy decisions in local land use. A military mission directs decisions, plans, and activities at a base or range. While a military mission is a federal mandate from elected officials or their appointees, a community vision is developed through a participatory local process. Military missions only change through federal processes, but community visions are revised through local public process.

smaller part of the permitting and approval process that might be less likely to get due consideration. Local government procedures accept applications for comprehensive plan amendments and determine which proposals will move forward for final consideration. After additional staff review, hearings on the remaining docket items move forward to final adoption. Unlike comprehensive plan amendments, development regulation amendments are not subject to the docketing requirement, although docketing development regulation amendments is a common practice.

Though each proposed amendment is unique, there are some commonalities in their development, or lifecycle. Understanding the typical life cycle of a comprehensive plan or development regulation amendment can help you provide comments at the right time.

Amendment Cycles

A comprehensive plan, development regulation, or amendment is a legislative action that is subject to a proposal process that includes windows for review and public comment leading up to a vote by the legislative body. In the lifecycle of a proposed amendment, a city or county gives Commerce 60 days’ notice prior to adoption. Commerce recommends providing this notice at the start of the public participation process, but a jurisdiction may be far along in the process by the time state

agencies (or military bases) receive formal notice. If the proposed amendment may affect a military mission or involves land near a military base (pursuant to RCW 36.70A.530), then it is advisable that a jurisdiction complete consultation with the affected base before this stage to help avoid surprises in a later phase.

Once an idea for a proposal is formed or a need identified, staff and resource allocations must support the task, and the project goes on the planning department’s work program. The departmental work program defines how a community allocates the limited resource of staff time to the many different priorities in a community.

Usually guided by a local government’s budget process, the work plan is instrumental in allocating the staff resources necessary to support planning and development activities for the community, including participation in compatibility planning efforts. In smaller

Figure 7: Lifecycle of Amendments: Proposal Process



jurisdictions, planning staff may have current planning and long-range planning duties. Staff juggle the need to keep major projects on track while keeping up with permit reviews. The work plan may be a formal document with explicit projects and a scope of work, but not all communities have formal work plans.

Participation in Planning Process

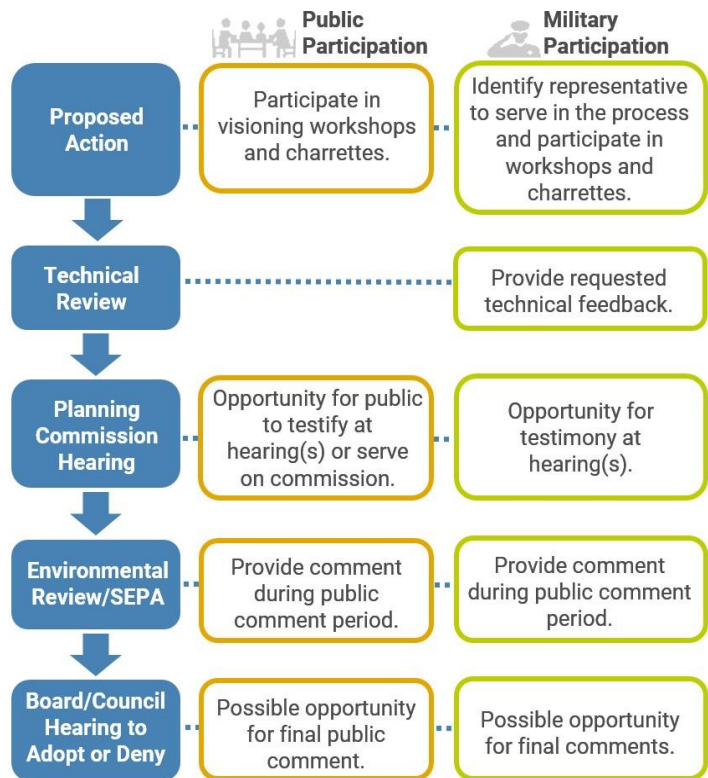
Local planning in Washington state involves public participation throughout the process. Local plans are meant to integrate direct guidance from the community. Public participation is essential to understanding military actions that are incompatible with civilian needs. Legislative action to review and possibly revise development regulations and comprehensive plans is a required and open public process.

The community’s vision informs the policy goals that are later implemented through local development regulation. Early and ongoing engagement brings depth and value to the formation of goals and policies, which can be a means of coordinating to solve problems creatively as issues arise.

The GMA includes public engagement as one of its founding goals. RCW 36.70A.020 encourages public involvement in the planning process and ensures coordination among communities and jurisdictions to reconcile conflicts.

RCW 36.70A.140 requires city and counties to establish and disseminate a public participation program through various means, such as: postings on the city or county web site, copies of documents at local libraries or other well-frequented public facilities, notice of meetings in the local newspaper, email communication to an interested parties list, and other creative outreach and engagement events and activities. Procedures of the program must communicate about opportunities for written comments, public meeting notices, open discussion, and the jurisdiction’s process for considering and responding to public comments.

Figure 8: Example Comprehensive Plan and Development Regulation Amendment Process



Public Meetings

Communities must adhere to the Open Public Meetings Act (RCW 42.30), which outlines procedures and communication protocols in support of an open and transparent process. Public meetings inform and educate the community about planned actions. Typically these are intended to be informative and may or may not provide an interactive venue for input.

Public Hearings

Proposed amendments to comprehensive plans or development regulations must go to the planning commission at a public hearing. The commission’s role is to hold public hearings, hear public testimony, and advise the council. Local governments may close the comment period after the planning commission hearing or may hold additional open hearings before the legislative body.

Unless specified, assume the public comment period and chance to be on the record close

after the commission hearing. Hearings are official proceedings, so meeting structure and testimonies have formal rules. Normally there is an order, and testimony may have time limits, especially in large meetings.

Preparing for Testimony

The first step for testimony preparation is to familiarize yourself with your local public hearing procedure so you know what to expect. If you are the applicant, you will have a chance to testify or give a short presentation. While not required, you may bring presentation materials for the planning department before a hearing.

If you are not the applicant and would like to testify, it is best to prepare in advance by visiting the site in question (if applicable) and reviewing background materials, like amendment applications or draft plans. A person's testimony should begin with a self-introduction for the record. Testimonies are recorded and often limited to a few minutes. The most effective testimonies are courteous and well prepared.

Advisory Boards and Committees

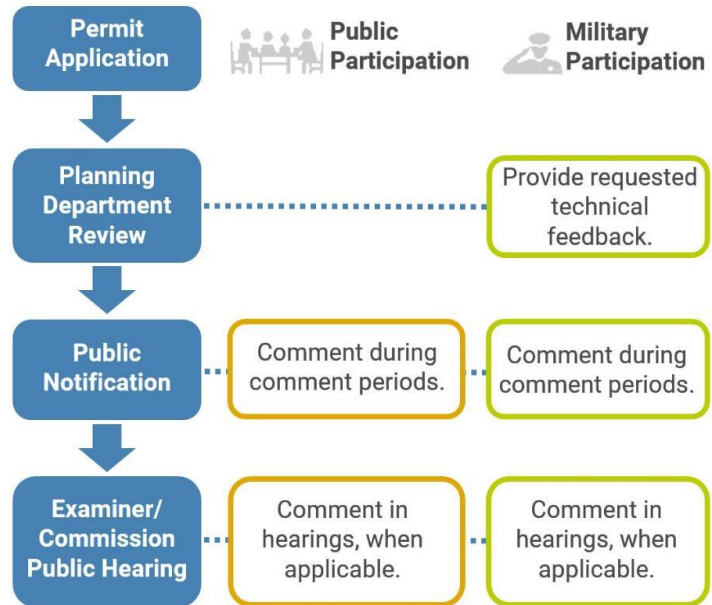
Planning departments work with a few types of advisory boards in various planning projects. These boards often consist of community members representing diverse perspectives. They advise local officials on a plan, project, or program. Ranging in size, these can be all-volunteer or appointed. Committees serve a vital role in planning and can be a way to be involved in local process.

Public Comment Periods and Surveys

Public comment information is often found on signs at project sites or online for some types of projects. These signs describe the proposed project under review and include review dates and ways to provide input. Public input through this process plays a major role in planning.

Planning documents and environmental analyses typically have a set time allotted for public comment. Jurisdictions typically have links on their websites to comment. People may

Figure 9: Sometimes Project Approval Processes Involve Public Participation



The project approval process can vary by type of project and by a jurisdiction's local process. Some approvals have public involvement, while others are administrative tasks that are not part of a public involvement process like the one outlined here. Some development projects that undergo a standard local government review process are subject to the State Environmental Act (SEPA) and require permits. SEPA (RCW 36.70B.120) sets procedures for permit review, stating that each local government is responsible for determining which project permits are required to have an open hearing.

offer input by mail to the planning office or officials. Jurisdictions also often use surveys they post online, which are important means for giving input throughout a process.

Community Workshops and Charrettes

Community workshops and charrettes are a way for the public to get involved in the planning process. Participation does not require preparation, and broad attendance is generally welcome as it helps explore existing conditions, ideas, and how draft plans will impact the

Endangered Species Act (ESA)



Several laws intersect with environmental protection policies like SEPA and NEPA. Among them, the Endangered Species Act (ESA) of 1973 requires protection for threatened and endangered fish, wildlife, and plants from possible extinction. Section 7 of the ESA requires DOD consultation with the Department of the Interior when a project or activity may impact protected species or habitat.

Image: A streaked horned lark, a threatened species with critical habitat at JBLM where wildlife management teams, unit commanders, and range control coordinate training/testing activities to protect the bird's on-base habitat. Credit: 5th Mobile Public Affairs Detachment, 2006, davidshub.net

community. Depending on the stage in the process, workshops and charrettes can help guide details for draft policies and project designs. There is usually a brief presentation, followed by group activities. Activities vary, intending to maximize participation. These informal events offer residents and planners a chance to interact, share about the project, and discuss ideas.

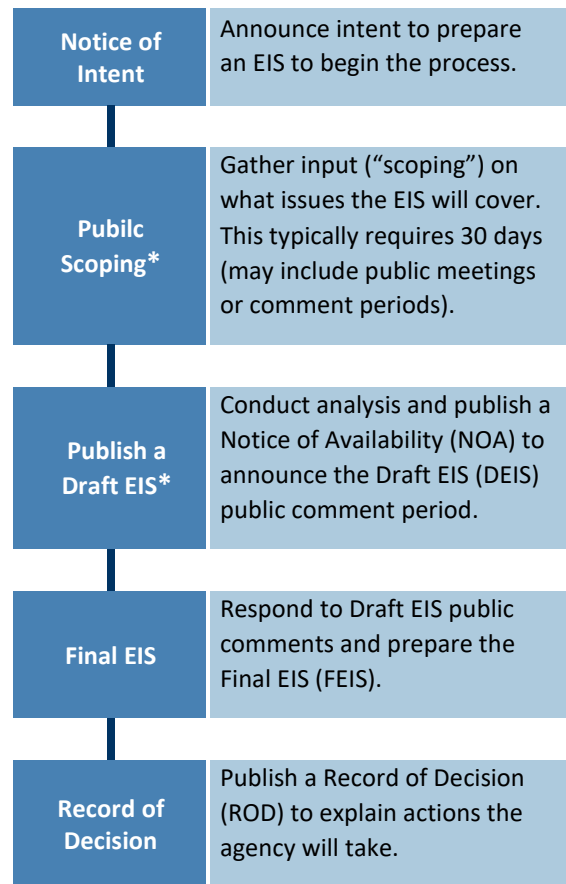
Environmental Review Processes

Local, state, and federal departments, like the Department of Defense (DOD), are subject to regulations that require assessments to judge whether their proposed actions will have significant environmental consequences. These assessments require public notice and also can require public comment or participation. Knowledge about the overall purpose and steps of an environmental review is helpful when projects of interest come up.

Federal Environmental Review

The National Environmental Policy Act (NEPA) Public Law (PL) 91-190 defines the environmental review process for actions proposed by federal departments like the DOD. There are three options for environmental review under NEPA. The first is known as categorical exclusion or CATEX and excludes federal actions from a detailed environmental review if the project is seen to not have a significant impact on the human environment. When CATEX does not apply, an Environmental Assessment may be required to determine if

Figure 10: Environmental Impact Statement (EIS) Steps and Comment Opportunities in the Federal Process



**Denotes public participation opportunities.*

Source: National Aeronautics and Space Administration (NASA), *Public Involvement and the NEPA Process (Brochure)*, 2010, www.nasa.gov/centers/glenn/pdf/486959main_Public_Involvement_Factsheet_Ir.pdf

the activity has the potential for significant effects. Lastly, an Environmental Impact Statement (EIS) is necessary for a more rigorous and thorough review when it is determined that a federal activity will result in significant impacts to the human environment.⁹

The environmental review process seeks to identify, avoid, and/or mitigate potential adverse environmental impacts caused by proposed actions, such as a construction project. The EIS, a product of an environmental review process, assesses potential impacts and considers less harming alternative actions.

When an EIS determines a project poses significant consequences for the environment, it may require an applicant (the entity proposing an action) act to offset the identified harm (mitigation measures). The environmental review process for Washington state is defined by state law (SEPA, RCW 43.21C).

These acts closely intersect with several related regulations that protect environment, endangered and threatened species, historic and cultural resources, noise safety, clean air and water, and other issue areas vital to health and safety of people and wildlife. The points of public notice or participation in environmental review vary according to the type of proposed project or action and according to how the law applies for federal, state, or local agencies. The foundation of public participation NEPA process is outlined by the Code of Federal Regulation (CFR), which requires outreach to communities potentially affected by the proposed action.¹⁰

National Historic Preservation Act (NHPA)

The National Historic Preservation Act (NHPA) of 1966 requires federal agencies and federally funded projects to protect cultural/historic sites

Internal Steps for Environmental Reviews

The following outline covers part of the internal process that local government staff use to conduct environmental reviews:

1. Determine “*Is SEPA required?*”
2. Determine “*Who is the lead agency?*”
3. Use the environmental checklist to evaluate the proposal.
4. Distribute the checklist for comment.
5. Assess level of significance and issue a threshold determination:
 - a. Determination of Non-Significance (DNS) when impacts are not significant.
 - b. Determination of Significance (DS) when significant impacts are probable—an EIS is required.
6. Mitigated Determination of Non-Significance (MDNS) when impacts are not significant if certain conditions are met. Use SEPA evaluation in the decision-making process.
7. Approve, Deny, or Approve with Mitigating Conditions.

and artifacts (under Section 106 of the Act). The Section 106 process differs from and adds to the NEPA process as an important part of environmental reviews. The Council on Environmental Quality and the Advisory Council on Historic Preservation offer a guide for NEPA and cultural and historic preservation in 2013.¹¹

Staying Informed in the Review Process

The U.S. Environmental Protection Agency (EPA) maintains a database for federal agency EIS documents and EPA’s comments for individual projects. The EPA publishes a weekly Notice of

⁹ EPA, *National Environmental Policy Act Review Process, 2019*, www.epa.gov/nepa/national-environmental-policy-act-review-process

¹⁰ *The primary basis for meaningful public participation in the NEPA process is outlined in Part 40 CFR section 6.203*, www.govinfo.gov/app/details/CFR-2011-title40-vol1/CFR-2011-title40-vol1-sec6-203

¹¹ *Council on Environmental Quality (CEQ) and Advisory Council on Historic Preservation (ACHP), “NEPA and NHPA: A Handbook for Integrating NEPA and Section 106,” 2013*, www.achp.gov/digital-library-section-106-landing/nepa-and-nhpa-handbook-integrating-nepa-and-section-106

Availability (NOA) in the Federal Register, which is where federal departments publish EIS documents and other public notifications.¹² A 45-day comment period for a Draft EIS begins with the NOA. Agencies publish updates and public comment notices during the EIS process on project websites, the Federal Register, and traditional media formats like local newspaper notices. The EPA's database and Federal Register online search tools and subscription options are important resources for staying informed about federal projects or opportunities to give input.

Washington State Environmental Review

Washington state law requires state and local governments to evaluate the effects of their decisions on the environment and to mitigate those impacts. SEPA requirements apply to projects state and local governments either build themselves or authorize. SEPA requirements also apply to nonproject proposals such as changes in development regulations, rezones or comprehensive plans. SEPA analysis on comprehensive plans and rezones should evaluate the impacts of future development allowable under the rezone.

Although SEPA is a powerful tool, Washington law places significant emphasis on speedy and predictable project review. Environmental review under SEPA places a heavy emphasis on thorough evaluation of nonproject actions accompanied by more streamlined review of projects that are consistent with underlying rules. Some activities, including local development activity, are categorically exempt from SEPA (per WAC 197-11 Part Nine). Local governments can strengthen exemption levels, especially within an urban growth area.

SEPA rules also strongly discourage using the SEPA process to revisit fundamental land use decisions, such as appropriate densities and

appropriate uses at the project level (per WAC 1978-11-800). SEPA implementation instead encourages review of comprehensive planning and zoning decisions (per WAC 365-197). Project level review should be limited to more point-specific impacts and mitigation measures. SEPA mitigation also strongly emphasizes application of existing regulations as mitigation strategies instead of evaluating and developing mitigation strategies for by individual project.

The most common form of SEPA analysis is the environmental checklist. A lead agency is responsible for conducting the SEPA process and ensuring SEPA compliance (the Department of Ecology provides guidance on SEPA roles and process).¹³ The lead agency may complete the checklist, or may require an applicant to fill out the checklist. However, when the applicant completes the checklist, the lead agency is still responsible for the completeness and thoroughness of the application. The lead agency may also circulate the checklist to other agencies with subject matter expertise to assess potential impacts or mitigation measures.

Compatibility Insight: SEPA and Compatibility

It is easy to think of impacts only in terms of environmental values, but SEPA takes a broad and multidisciplinary approach to evaluating impacts. SEPA requires examination of the proposal's effect on land uses adjacent and nearby, including nearby military bases. The environmental checklist evaluates impacts associated with land and shoreline use and an examination of light and glare. Projects in areas important for low light training should examine effects on training in the SEPA checklist. Again, these impacts are not obvious to most applicants, especially if the training routes are not in the immediate vicinity of the base.

Local governments can encourage military base commanders, planners, or other designated personnel to supply comments within the

¹² EPA, *Environmental Impact Statement (EIS) Database*, 2019, <https://cdxnodengn.epa.gov/cdx-enepa-public/action/eis/search>; U.S. Office of the Federal Register, 2019, www.federalregister.gov

¹³ Washington State Department of Ecology, *SEPA Guidance*, <https://ecology.wa.gov/Regulations-Permits/SEPA/Environmental-review/SEPA-guidance>

environmental review process as a means of supporting compatibility and communication. Likewise, base personnel should also do what they can to be sure they receive notifications for SEPA determinations. The notice includes a comment period, usually 14 days. If there is a potential impact to the mission, it is critical to comment in writing during that comment period. Comments should clearly identify the impact and cite supporting policies. Include supporting documentation, such as a Joint Land Use Study (JLUS), that shows the facts supporting the assertion that there is an impact. Where possible, identify potential mitigation measures.

Do not wait for a development project to look for impacts. Washington law places heavy emphasis on project evaluation of comprehensive plans and zoning decisions. Even though these are examples of nonproject actions, the SEPA process can be significantly streamlined or even exempt at the project stage. Carefully consider whether the actions that a change to the plans or regulations will authorize could allow an incompatible land use, even if the SEPA checklist does not disclose the final use contemplated by the applicant.



Images: Washington State landscapes. Credit: Commerce, 2017.

Military Background and Presence in Washington

This section provides an overview of federal and state military installations in Washington state.

History

For many areas in Washington state, military bases and personnel have been part of the community for generations. Washington's oldest bases date to early statehood in the 1800s, with notable growth over World Wars I and II. In addition to defense-related research and development facilities in Washington, the state's larger bases serve the U.S. Air Force, Army, Navy, Marine Corps, Coast Guard, and the National Guard. The military also uses training ranges, routes, and special use airspace.

Military Service Branches

RCW 38.48.050 establishes a cooperative relationship between the state and federal military to provide for the joint use of facilities and as a foundation for the state/federal relationship for coordinated response to threats or emergencies.¹⁴ Washington state hosts multiple military service branches, including armed forces serving at the federal and state level. Activities at and around Washington state's bases and ranges cover a variety of missions that support a constant state of readiness to ensure rapid response for deployment or state or national emergency response. Part 3 provides more information about bases, ranges, consultation guidance, and contact information.

Federal Military Departments

Federal military departments are directly subordinate to the civil authority vested in nationally elected officials, the president serving as the commander-in-chief for federal military departments.¹⁵ The Department of Defense is a federal cabinet department



Image: Dedication ceremony, 1951. Credit: Fairchild Air Force Base, 2018, Fairchild.af.mil



Image: A KC-135 Stratotanker from Fairchild Air Force Base refuels a C-17 Globemaster III from JBLM during a training flight over Eastern Washington. Credit: 92nd Air Refueling Wing Public Affairs, M. Mendez, 2016, dvidshub.net

charged with coordinating and supervising national security and the U.S. Armed Forces, which is established in United States Code Title 10 Part I.¹⁶ The DOD is headquartered in Virginia, at the Pentagon. The Department of Homeland Security (DHS) is a federal cabinet department responsible for public security. Its missions involve border security, anti-terrorism, disaster prevention and emergency response. DHS operates from Washington, D.C. The U.S.

¹⁴ *Washington State Legislature, RCW 38.48.050—Acceptance of national defense facilities act,* <https://app.leg.wa.gov/RCW/default.aspx?cite=38.48.050>

¹⁵ *U.S. Constitution, Article II § 2,* www.archives.gov/founding-docs/constitution-transcript

¹⁶ *U.S. Code Title 10 Part I—Organization and General Military Powers,* <http://uscode.house.gov/browse/prelim@title10&edition=prelim>

Coast Guard is a component of DHS, though the Coast Guard can be called to serve under the DOD as part of the Navy under certain circumstances.¹⁷

Washington Military Department

The Washington Military Department is a state agency that is subordinate to the civil authority vested in state elected officials, having the Washington governor as its commander-in-chief and adjutant general as its lead administrator.¹⁸

The Washington Military Department includes the National Guard, State Guard, and an Emergency Management Division (EMD) with a lead role in statewide emergency planning and response. Members of these services can be called to serve under the U.S. DOD in times of active duty.

Military Authorities and Structure

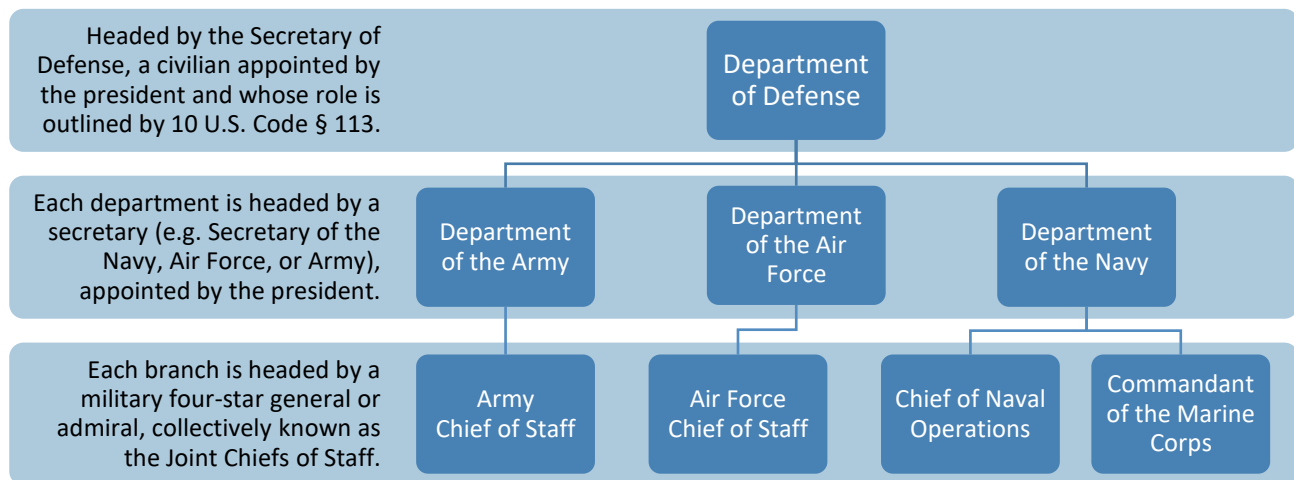
Military bases sometimes are compared to a city. A commander is responsible for operations in ways resembling a mayor’s role. A base needs utilities, streets, housing, shops, child care,

shops, and warehouses to support personnel and operations. Like a city, departments help keep a base running smoothly for workers and residents. Some base departments include:

- Command oversees base administration.
- Facilities and Logistics handles utilities, public works, storage, and related areas.
- Civil or Public Affairs staff members communicate with member of the public answer questions, distribute information, and establish partnerships.
- Resources and Finance staff oversee budgets and purchasing.

A community planner or liaison officer is most directly involved in compatibility planning with local governments for topics related to base planning or joint planning with jurisdictions. This staff position reports to the base commander. For Washington Military

Figure 11: Federal Defense Structure and Military Branches



Source: Adapted from U.S. Department of Veterans Affairs, *Structure & Branches*, 2012, www.va.gov/vetsinworkplace/docs/em_structureBranches.html

¹⁷ United States Code Title 6—Domestic Security, Chapter 1: Homeland Security Organization, <http://uscode.house.gov/view.xhtml?path=/prelim@title6/chapter1&edition=prelim>

¹⁸ Washington State Constitution, Articles X, XVIII; Washington State Constitution, Article III—Commander-in-Chief, <http://leg.wa.gov/lawsandagencyrules/documents/12-2010-wastateconstitution.pdf>
 Washington State Legislature, RCW Title 38—Militia and Military Affairs, <https://app.leg.wa.gov/RCW/default.aspx?cite=38>

Department facilities, the Construction Facilities and Maintenance Office (CFMO) coordinates planning, engineering, construction, environment, real estate, and facilities maintenance activities.

Leadership and Sources of Authority

Decisions for the military start with the president, who serves as commander-in-chief. The Unified Command, under the president, establishes the missions, command responsibilities, and geographic areas of responsibility. The Joint Chiefs of Staff ensure the personnel readiness, policy, planning, and training of their respective military services. Each military branch operates under the president and is managed through their respective branch service chiefs. A base commander with the rank of colonel or captain typically head military bases. The base commander oversees the facility's operations, supports its "units," and manages relationships with its neighbors. A unit is usually from one service branch with self-contained functions.

In the Army, Navy, and Marines, the base commander is outside of the combat command structure and reports to their service secretary through their military chain of command. In the Air Force and Coast Guard, base administration is integrated into the operations command structure. It is important to note that ranks, and authority associated with one title or another, can vary among military services. It is also notable that the base commander may or may not be the highest-ranking officer at the base and has limited ability to affect unit operations.

Changing Missions

Congress directs military mission change in response to world events; geographic, logistic, and political conditions; and service member and community quality of life concerns. Congress sets military budgets, which span "fiscal years" beginning Oct. 1. The DOD

recognizes climate change as a threat to national security and national interests.¹⁹ Sea-level rise and other impacts associated with climate change endanger military installations and public safety, security, and welfare. Coastal bases and communities may need flood barriers or other construction to respond to climate change. Civilian-military coordination is an important part of exploring potential impacts and meeting related challenges. This issue will have implications for future missions.

Mission downsizing or expansion

Military base closure occurs by a process called Base Realignment and Closure (BRAC), which intends to reduce excess capacity and long-term operating expenses. Five rounds of BRAC processes from 1988 to 2005 led to the closure of 300 military bases across the country.

BRAC is a broad-reaching process that can impact Washington state's bases in the future, but missions can also expand or contract for other reasons. They can change in response to global events or new technology. They can also change due to cumulative land use actions that limit safe and efficient military capabilities. Compatibility is not only about "base closure," but about a base's vulnerability to loss of function and a community's sensitivity to mission change and land use implications related to that growth or reduction.

Mission Sustainment

Mission sustainment refers to the military's need to stay functioning and capable to respond quickly to crises. Many factors outside the military's jurisdiction and control can affect the ability to sustain a mission, such as:

- Trespassing
- Incompatible development
- Energy siting (location dependent)

¹⁹ DOD, "DOD Releases Report on Security Implications of Climate Change," July 29, 2015, <https://dod.defense.gov/News/Article/Article/612710/>; DOD, U.S. Global Change Research Program, 2018, www.globalchange.gov/agency/department-defense

- Water recreation (location dependent)
- Unshielded lighting

Federal-level decisions direct military activities, though personnel can support civilian planning by helping to identify areas of alignment between mission sustainment and a community's vision. Relaying information about the evolving military mission and land use considerations is a valuable contribution.

About Military Plans and Programs

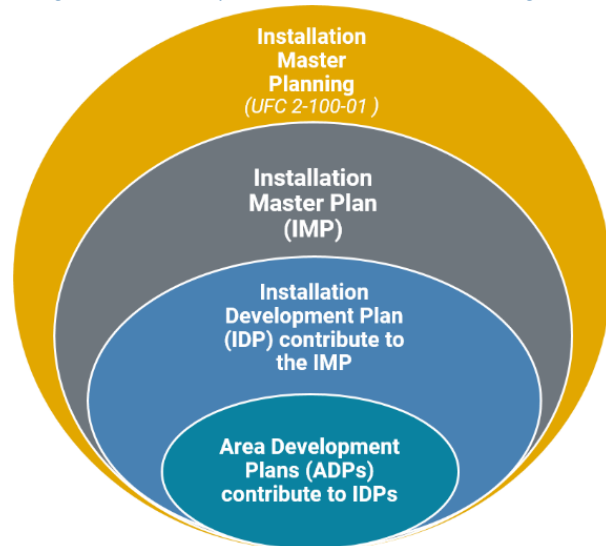
Military bases maintain many planning documents to support operations and sustain their mission. [Part 2](#) discusses this further, but the following briefly outlines common studies and programs the military and communities use to address various aspects of base planning and compatibility. While Washington state requires local governments to complete comprehensive plans under RCW 36.70A, DOD Instruction 41.65.70 on real property management requires bases to plan. Base-specific Installation Master Planning under United Facilities Code (UFC) 2-100-01 may be primarily intended for internal use, but it is also the main source of installation data that a base planner or base will bring to inform joint-planning projects.

Installation Master Planning

According to UFC 2-100-01, master planning is a continuous and analytical process to evaluate “factors affecting the present and future physical development and operation of an installation” that results in an Installation Master Plan (IMP). An IMP may be compared to a campus master plan—both cover the facilities, needs, and physical layout of areas within a bounded property.

Some people compare aspects of the IMP to a community comprehensive plan, since it includes all installation districts just as a comprehensive plan includes all neighborhoods, has a vision with planning goals, and it focuses development towards a core area within a “growth boundary” on-base. Yet IMPs also differ significantly as their emphasis is mission capability and defensibility, and they do not

Figure 12: Military Installation Master Planning



include all the same chapters or population forecasting as a comprehensive plan.

The IMP is built from other base-focused plans covering fewer topics or smaller areas. Once fully integrated, the IMP covers transportation, residential and commercial areas, waste management, water conservation, flood protection, stormwater management, natural resource land preservation, historic and cultural resources, and other characteristics of land use.

Installation master planning under UFC 2-100-01 also seeks to preserve mission compatibility by maintaining distance between civilian populations and “range impact areas, airfields, and maneuver areas.” Some content within the IMP and its components feed directly into joint-planning efforts with nearby communities.

Joint Land Use Studies

An important compatibility planning tool is a Joint Land Use Study (JLUS). A JLUS is a cooperative land-use planning effort between local governments and military installations that is funded OEA. A JLUS helps jump-start coordination between multiple jurisdictions and a base, forming a foundation for policy recommendations that support a healthy local community, economy, and environment, while safeguarding the military's mission. Similar to how a comprehensive plan must be updated on

an eight-year cycle (as a requirement under the GMA), a JLUS may be generally considered current for up to eight years. At that time, a community and military installation may find it in their interest to undertake a new JLUS or other formalized joint-planning initiative based on newer information.

Three bases in Washington state finished a JLUS between 2009 and 2015, including Fairchild Air Force Base (FAFB), Joint Base Lewis-McChord (JBLM), and Naval Base Kitsap (NBK). The FAFB JLUS lists example issue areas, such as:

- Safety—Land use within certain accident potential zones (APZs) is incompatible.
- Noise—Flight training and related operations produce noise that can be disruptive to communities and wildlife.
- Coordination—Improved civilian-military collaboration is needed for compatibility.

Jurisdictions, tribes, stakeholder groups and community members typically form a committee or taskforce to do a study with the nearby base and conduct community outreach. The JLUS taskforce or committee continues meeting after a JLUS to address topics ranging from local military household needs to efforts that implement JLUS recommendations. For example, associated with FAFB, a JLUS steering committee convenes for communities to discuss land use proposals that may impact the base. A business development organization for the Spokane region, Greater Spokane Incorporated (GSI), also hosts Forward Fairchild, which is a committee that “convenes business, community, and military leaders” to foster civilian-military connection, organize events, and promote base-related initiatives.²⁰

JBLM and area communities coordinate through the South Sound Military and Communities

Partnership (SSMCP).²¹ SSMCP members work together with a taskforce to implement projects like the 2015 JLUS, subsequent compatibility initiatives, and projects serving military households and veterans.

Air Installation Compatibility Use Zones

The Air Installations Compatibility Use Zones (AICUZ) Study seeks to achieve compatibility between air installations and neighboring communities. This study analyzes current and future air operations at an installation and the land use compatibility impacts to surrounding jurisdictions. This study is a cooperative effort that seeks to minimize noise and aircraft accident potential impacts by promoting compatible development surrounding installations. This is an internal document that is released upon completion and includes recommendations for the local community.

Encroachment Plans

Installation Complex Encroachment Management Action Plans (ICEMAP) identify and assess internal and external issues for an Air Force Base (AFB). These plans help the Air Force base leaders and area stakeholders identify, prevent, and reduce issues of encroachment or sustainment challenges facing a base and nearby communities. These documents are internal, but corresponding materials are released publicly to highlight coordination and partnership opportunities for mission and community sustainment. Encroachment Action Plans are plans for Navy installations resulting in identification, quantification, mitigation, and prevention of the potential encroachment challenges to an installation or a range.²²

Conservation and Stewardship Programs

Military base and community partnerships materialize in a variety of ways. Conservation

²⁰ Greater Spokane Incorporated, *Military*, 2018, <https://greaterspokane.org/military/>

²¹ SSMCP, *SSMCP Members*, 2014, www.cityoflakewood.us/south-sound-military-and-communities-partnership/education

²² Naval Facilities Engineering Command, *Encroachment Management*, 2018, www.navfac.navy.mil/products_and_services/am/products_and_services/encroachment.html

Dabob Bay Natural Resource Conservation Area at Hood Canal

Using the DOD REPI program, the Nature Conservancy, Trust for Public Land, and the Washington State Department of Natural Resources (DNR) partnered with the Navy to protect the estuary of the Hood Canal and Puget Sound. The Navy considers the area to be the country's premier location for research and development of underwater systems and a site with importance for sensitive acoustical testing. The Navy's interest in preserving these features of Hood Canal enables cost-sharing for critical marine habitat conservation efforts. More information is available online: www.repi.mil/Portals/44/Documents/Buffer_Fact_Sheets/NBKitsap.pdf



Image: The submarine USS Pennsylvania (SSBN 735) transits the Hood Canal to reach NBK-Bangor after a routine strategic deterrent patrol. Credit: Petty Officer 1st Class A. Gray, 2017, dvidshub.net

programs offer federal funding for research, land management, and stewardship activities. Some may focus on large-scale environmental related issues including species monitoring, watershed management, and environmental planning. Small-scale approaches to environmental partnerships include community engagement and education activities, like recycling and habitat clean up events.

The DOD and service branches have several programs that support compatibility through conservation. Programs like the Readiness and Environmental Protection Integration (REPI) Initiative provide conservation funding. REPI relies on partnerships among bases, local conservation groups, private landowners, and state and local governments to share the cost of purchasing easements or properties from willing sellers to preserve compatible land uses and natural habitats near installations.

As an example of a service-branch-specific conservation program, the Army Compatible Use Buffer (ACUB) program facilitates partnerships to preserve high-value habitat and limit incompatible development in the vicinity

of military installations. The partner, with contributions from the Army, can purchase easements or properties from willing landowners to establish a buffer that is mutually beneficial to the base and partner.²³

ACUB uses “conservation buffers” that limit development in critical habitat. The process starts between the base and local partner who prepare a proposal. The ACUB proposal details the long-term partnership approach to protect the prioritized land. Once the Army has reviewed, approved, and funded the proposal, the partner receives the deeded interest in the property and provides long-term monitoring and management.²⁴

These and similar programs help preserve habitat, open space, and rural working lands that agricultural industries need. Local governments also have tools they can employ through their development regulations and comprehensive plans by adopting more restrictive zoning and land use strategies to protect critical areas. Cities and counties also promote the use of conservation easements and conservation corridors in partnership with

²³ U.S. Army Environmental Command, *Army Compatible Use Buffer (ACUB) Program*, 2018 <https://aec.army.mil/index.php/conserva/ACUB>

²⁴ DOD, *Readiness and Environmental Protection Integration, Service Programs*, 2018, www.repi.mil/Buffer-Projects/Service-Programs/; U.S. Army Environmental Command, *ACUB Proposal Process*, 2018, <https://aec.army.mil/index.php?cid=473>

Conservation at Joint Base Lewis-McChord



In addition to being the third-largest Army installation, JBLM is host to the majority of prairie habitat remaining in the southern Puget Sound. This rare type of ecological habitat is home to endangered species such as the Taylor's checkerspot butterfly, streaked horned lark, and Mazama pocket gopher. As awareness of these endangered species increases, restrictions on training at JBLM have expanded.

Shifting this burden to promote regional habitat recovery, a diverse partnership began working in 2013 to manage and conserve land through REPI funding. The U.S. Departments of Agriculture, Defense, and the Interior teamed with state and local organizations, as well as willing landowners through the Sentinel Landscape Program, to conserve land through easements, restoration, and other conservation management methods. Working farms, forests, and ranches create a growing patchwork of habitat that helps to ensure the viability of JBLM's mission, imperiled species, and working agricultural land in the South Puget Sound.

Image: Taylor's checkerspot butterfly. Credit: 5th Mobile Public Affairs Detachment, 2005, dvidshub.net

base planners to protect mission needs and sensitive lands from development or adverse impacts related to military operations.

Bases, Ranges, and Airspace

A military "installation" may be a base, facility, post, camp, fort, station, yard, center, or other term. Meeting the military's mission requirements involves a network of connected facilities working together. Military installations host a component of one or more of the five branches of the United States Armed Forces or State Military Department. Bases vary in size, type, mission, command structure, and workforce. Large bases are typically self-sustaining communities with:

- Security functions.
- Training functions.
- Command leadership and administrative support functions.
- Operations (including airfields, ports, ammunition storage, weapons ranges, etc.).
- Public works, supply, and maintenance.
- Personnel housing, medical facilities, and community support functions.

Military operations in Washington state depend on ranges, testing and training ranges, and the airspace connecting them. Testing and training

ranges are areas the military uses to conduct research, development, testing, and evaluation of military munitions, explosives, and weapons systems, as well as to train military personnel in their use and handling. The state's largest ground-based training ranges include the Yakima Training Center (YTC) and the Hood Canal/Dabob Bay Range Complex.

Bases and Ranges in Washington state

The following pages include brief profiles for DOD military sites in Washington state. Every branch of the military uses the bases, training ranges, waterways, and air routes in Washington state. Washington's bases form a network with the rest of the nation's bases, and a mission in one place is directly affected by the success or vulnerability of military operations elsewhere. These bases, ranges, and routes have different individual missions and perform different functions, but all work together to ensure rapid response to local or national states of emergency or deployment overseas.

Statewide Air Routes

The Federal Aviation Administration designates Special Use Airspace as prohibited airspace that is marked on air navigation maps and includes: restricted airspace, prohibited airspace, military operations areas (MOA), warning areas, alert areas, temporary flight restriction (TFR),



Image: A U.S. Army Crew Chief participates in a downed aircraft recovery team training en route between Joint Base Lewis-McChord and Yakima Training Center. Credit: Capt. B. Harris, 2016, dvidshub.net

national security areas, and controlled firing areas, some of which are marked on maps (aeronautical charts).²⁵

Military Training Routes (MTR) are interrelated airspace corridors connecting military bases, ranges, and operating areas. The military depends on these for low-altitude training at airspeeds in excess of 250 knots. These low-level, high-speed routes allow pilots, varying in experience level, to hone the skills they need to avoid enemy detection and accurately maneuver in-flight activities.

Geographic Areas of Concern

Defined as areas that are critical to military mission viability and training/testing activities, Geographic Areas of Concern (GAOC) often are depicted with spatial data on maps to display boundaries of military training routes and SUAs. Identified as a GAOC, the Boardman Range is the Navy's primary location for air combat maneuver training, making it vulnerable to certain types of development.²⁶

While located in Oregon, Boardman Bombing Range is used by Naval Air Station Whidbey Island for training and testing, making

awareness of GAOC's and SUA's across state boundaries an important consideration for well-informed planning (see Figure 14 for a map of air routes).

Navigation and safety are compromised by some forms of spectrum interference or physical obstacles like tall structures or other physical obstructions that penetrate airspace (see [Part 3](#) consultation guidance for information about energy project siting and other compatibility needs). Land-based considerations for airspace are concerned with maintaining safe access for people flying through and the safety of people located beneath air routes.

Airspace and Unmanned Aerial Vehicles

Unmanned aerial vehicles (UAVs), or drones, raise concerns for pilot safety and may compromise security for government facilities like military bases. The Federal Aviation Administration (FAA) has authority over use of airspace and posts information and guidance about proper certification for remote pilots and drone operation online: www.faa.gov/uas/commercial_operators/

Owners and operators should visit the FAA's site for drone registration information and legal requirements: <https://faadronezone.faa.gov/#/>

Additional resources for those interested in operating drones for a public entity are available at: <http://knowbeforeyoufly.org/for-public-entities/>

²⁵ U.S. Department of Transportation, Federal Aviation Administration, "Aeronautical Information Manual," 2014, https://web.archive.org/web/20140322030443/http://www.faa.gov/air_traffic/publications/media/AIM_Basic_4-03-14.pdf

²⁶ Federal Register, 2018, www.federalregister.gov/documents/2018/08/08/2018-16886/military-aviation-and-installation-assurance-siting-clearinghouse-notice-and-request-for-public

Figure 13: Military Bases in Washington State

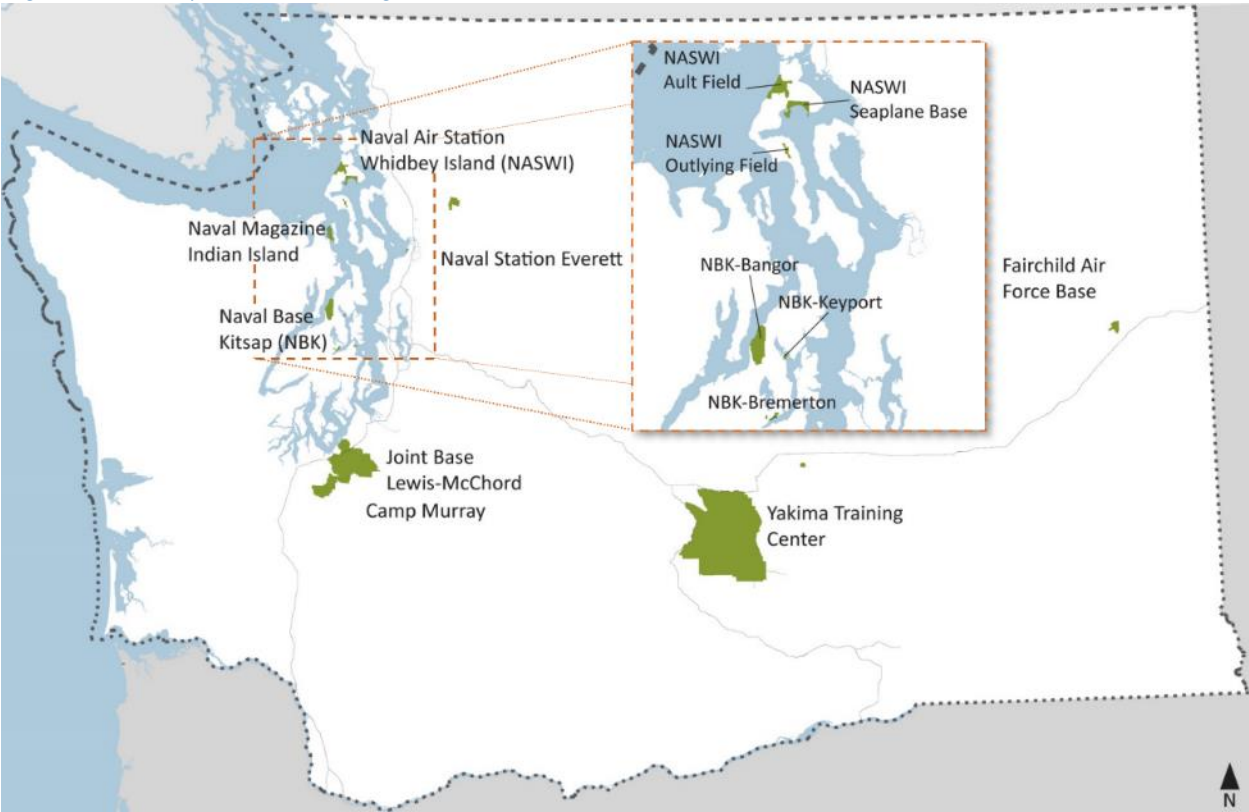
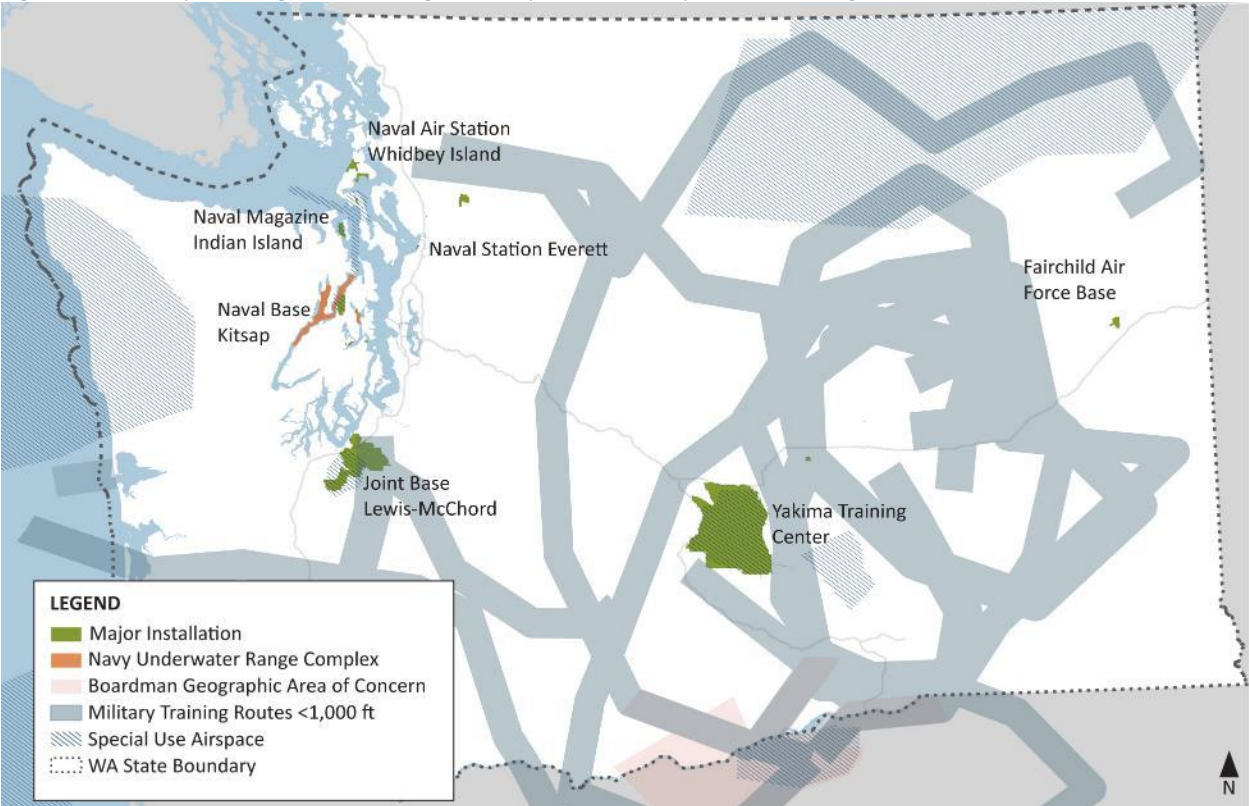


Figure 14: Military Training Routes, Ranges, and Special Use Airspace in Washington State





Installations 

Fairchild Air Force Base (FAFB)

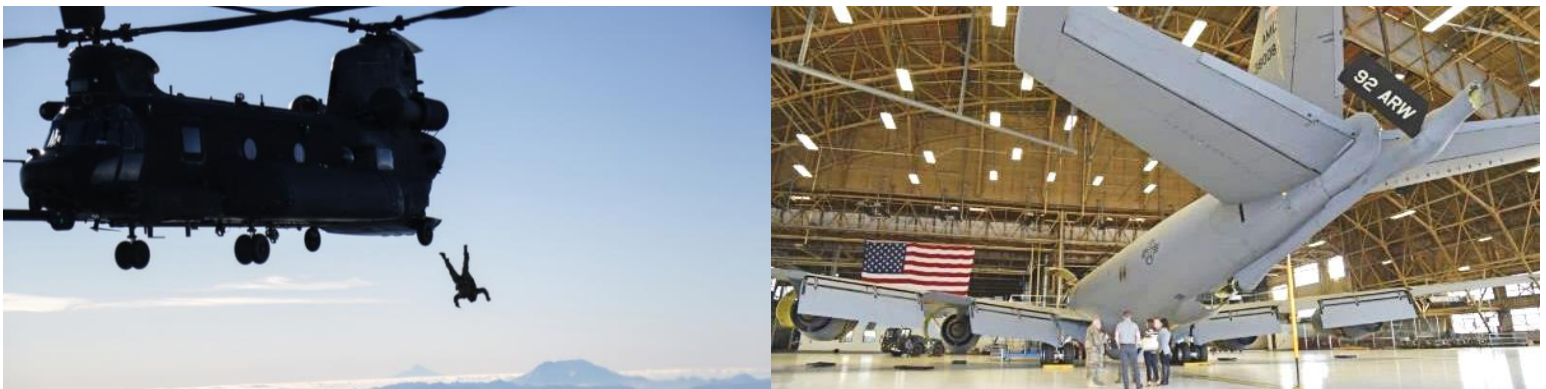
Originally established in 1942 as the Spokane Army Air Depot, Fairchild is located just west of the city of Spokane within Spokane County and nearby Airway Heights. Its primary mission is to provide air refueling, cargo, and passenger delivery for missions in the Pacific. The base hosts the 92nd Air Refueling Wing and 15 other tenant organizations.²⁷

Joint Base Lewis-McChord (JBLM)

Joint Base Lewis-McChord (JBLM) is south of Tacoma near Lacey and Lakewood. Fort Lewis was established as an army post in 1917, and McChord Air Force Base was established in 1927. Following a recommendation to improve efficiency, the two installations merged to form JBLM in 2010. JBLM covers 90,000 acres and is a strategic location near sea and aerial ports, a rail corridor, and highway networks.

Yakima Training Center (YTC)

Yakima Training Center (YTC) is located 168 miles southeast of and operated by JBLM. This 327,000-acre facility is used for joint training exercises.²⁸ YTC is a vital partner in regional emergency management strategies, including wildfires and hazardous waste management.



Images: (Left) A soldier from the 1st Special Forces Group (Airborne) free falls from a Chinook helicopter. Credit: U.S. Army photo/J. Parrish, 2018, dvidshub.net (Right). The KC-135 Stratotanker and members of the 92nd Air Refueling Wing Maintenance Group at FAFB. Credit: U.S. Air Force photo/M. Mendez, 2018, dvidshub.net.

²⁷FAFB, 2018, www.fairchild.af.mil/About/Fact-Sheets/Display/Article/238991/fairchild-air-force-base-a-brief-history/; www.fairchild.af.mil/Portals/23/documents/Environmental/Fairchild%20EIS%202015%20Final.pdf

²⁸JBLM, 2018, <https://home.army.mil/lewis-mcchord/index.php/about/history>; YTC, 2018, <https://home.army.mil/yakima/index.php/about/visitor-information>



Installations 

Naval Air Station Whidbey Island (NASWI)

NASWI was established in 1942 near Oak Harbor and Coupeville. It serves as the sole naval aviation asset in the Pacific Northwest and totals 55,000 acres. NASWI is a critical location for carrier landing training.²⁹

Naval Magazine Indian Island (NAVMAGII)

NAVMAGII covers a 2,700-acre island in Jefferson County, southeast of Port Townsend. Since 1941, this base has loaded ammunition on ships preparing for or returning from deployment or training.³⁰

Naval Base Kitsap (NBK)

NBK comprises a variety of installations on the Kitsap Peninsula, including bases at Bremerton, Bangor, Keyport, Manchester, and Jackson Park.³¹ The over 10,000-acre installation oversees ship and submarine berthing, repairs, and deconstruction in addition to fuel storage, training and deep-water research.

Naval Station Everett (NSE)

As the nation's newest naval base, NSE was established in 1994, with support facilities in Marysville, eastern Snohomish County, and along the coast. It totals 5,111 acres and is the homeport for five U.S. Navy destroyers.³²

Northwest Training Range Complex (NWTRC)

The Navy's Northwest Training Range Complex (NWTRC) includes land, water, and airspace training areas. It connects and includes areas over Washington, Oregon, and ocean training areas extending to northern California. The NWTRC is critical to personnel preparing for diverse real-world operations and joint use of the range supports other military services.³³



Images: (Left) NBK sailors securing mooring line on USS Nimitz. Credit: M. Prusiecki, 2018, dvidshub.net (Right) USS Howard (DDG 83) transits Elliott Bay. Credit: J. Johndro, 2014, dvidshub.net

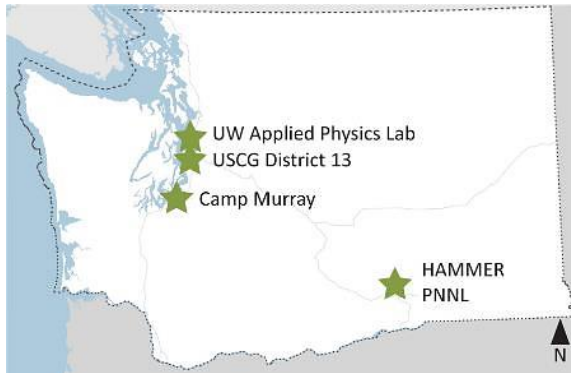
²⁹ NASWI, 2018, www.denix.osd.mil/awards/2018secdef/cultural-resources-management-large-installation1/naval-air-station-whidbey-island-washington/

³⁰ NAVMAGII, 2018, www.cnicy.navy.mil/regions/cnrnw/installations/naval_magazine_indian_island.html; www.cnicy.navy.mil/regions/cnrnw/installations/naval_magazine_indian_island/about.html

³¹ NBK, 2018, www.cnicy.navy.mil/regions/cnrnw/installations/navbase_kitsap.html; <http://leg.wa.gov/JointCommittees/VMA/Documents/2014-04-30/MD%20Proposed%20Strategic%20Plan%20for%20WA%20State.pdf>;

³² NSE, 2018, www.cnicy.navy.mil/regions/cnrnw/installations/ns_everett/about.html; www.cnicy.navy.mil/regions/cnrnw/installations/ns_everett/about.html

³³ NWTRC/NASWI, "Partners for a Compatible Future; Northwest Training Range Complex" (brochure)



Installations 

Camp Murray

Camp Murray serves as headquarters for the Washington Military Department, composed of the Washington National Guard, Washington State Guard, and the Washington Air National Guard. The State Emergency Operations Center at Camp Murray is Washington's central location for issuing emergency alerts, disaster analysis and response coordination.³⁴

University of Washington Applied Physics Lab

The Applied Physics Laboratory at the University of Washington (UW) provides research, development, and engineering support to the Navy in oceanography and underwater testing that supports its military programs.

Pacific Northwest National Laboratory (PNNL)

PNNL is a Department of Energy (DOE) national research laboratory located in Richland and operated by Battelle Memorial Institute. The lab conducts research primarily focused on national security, as well as natural sciences, energy, and the environment.

Federal Training Center

The Volpentest Hazardous Materials Management and Emergency Response (HAMMER) Federal Training Center is located on the Hanford Nuclear Reservation in southeastern Washington state. Opened in 1997, HAMMER is owned by the DOE with the primary mission to train the DOE's Hanford workers and emergency responders on hazardous materials handling, environmental, health and safety courses, and emergency response.

U.S. Coast Guard District 13 (USCG-D13)

District 13 (D13) of the U.S. Coast Guard (USCG) is headquartered in Seattle and has multiple stations and support facilities along the Washington Coast throughout the Pacific Northwest, including some inland bodies of water.³⁵ The USCG is part of the Department of Homeland Security (DHS) rather than the DOD. However, the USCG may be called upon to support the Navy in times of conflict.



Image: Lighthouse at Cape Disappointment, WA. In addition to the base in Seattle, the Coast Guard operates lighthouses and several coastal and inland-waterway stations throughout the region. Credit: T. Lilburn, 2018, dvidshub.net.

³⁴ Washington Military Department, 2018 Annual Report, www.mil.wa.gov/inside-wmd/washington-military-department-annual-report

³⁵ USCG-D13, 2019, www.jbcharleston.jb.mil/News/Commentaries/Display/Article/1345912/the-fifth-branch-of-the-armed-forces-a-historical-perspective-from-mleg/; www.pacificarea.uscg.mil/Our-Organization/District-13/

Part 2: Technical Guide to Compatibility

Introduction

Part 2 offers context and resources for civilian-military planning staff and decision-makers engaged in local compatibility efforts. It reviews federal programs, base plans, joint-planning studies, and local comprehensive plans, with planning practice insights for Washington state’s land use policy framework.

Finding a Mutual Planning Context

The benefits of civilian-military coordination depend upon ongoing ideas exchange to gain mutual awareness of varied responsibilities and needs. Coordination is a shared goal, but civilian and military administrative authority, structure, and processes behind these responsibilities differ. Under state law, a local government has a responsibility for reaching out to the military within the planning process. Under military planning regulation, bases have a responsibility to reach out to the community as part of mission sustainment and planning.

Whether planning for a neighborhood, city, county, or for military bases and ranges, planning professionals engage with the people they serve in an iterative problem-solving activity that informs decisions and shapes our physical environment.

“Planning professional” can refer to anyone with responsibilities related to the data-gathering, analysis, and decision-making tasks required to complete a planning project. Individual projects will vary since formal planning happens within a locale’s institutional structures, but they will share core features. Civilian and military planning professionals participate in a process of:

- Initial goal setting/issue identification.
- Inventory/data-gathering and analysis.
- Brainstorming alternatives to select a preferred course of action.
- Implementation and monitoring.

Quick-Links to Part 2 Topics:

- [National Defense and Planning](#)
- [Base Plans and Joint-Planning](#)
- [Conservation Partnerships](#)
- [Growth Management Planning](#)
- [Compatibility in Land Use Plans and Codes](#)
- [Concurrency and Consistency](#)
- [Comprehensive Plan Elements and Compatibility](#)
- [Conclusion: Compatibility Relies on Coordination](#)

Jump to the beginning: [Guidebook table of contents](#)

Jump to the Navigation Pane: [Guidebook Quick-Links](#)

Objectives for local planning are to ensure comprehensive plans and development regulations reflect a robust public process that involves the many stakeholders of a community. The military installation’s objective is to ensure its capacity to protect national security interests as defined by federal elected officials. Whether local planner, elected official, military command personnel, or military planner—the practitioner’s role is to navigate among these paradigms, a role that is as important as it can be complex.

Local planning professional’s context

Local governments plan for community needs induced by growth and change. While they cannot direct state or federal regulation, they have the delegated authority to protect public health, safety, and general welfare.

Subsequently, authority to control local land use is under the local jurisdiction. Local government officials involved in growth management planning are responsible for upholding statutory requirements while addressing a spectrum of community needs.

They do this through engagement in a public process to assess existing conditions, explore community interests and needs, envision the community's future, and adopt a plan to support that local vision. Comprehensive planning is guided locally, resulting in actions that guide development patterns.

Awareness is key to addressing impacts and pursuing development patterns that balance dynamic interests. Just as military personnel can benefit from understanding local interests, local officials, planning staff, and others can find value in knowing the nature of military operations, mission requirements, and areas of concern between civilian-military neighbors.

Military planning professional's context

Military installations plan for efficient training and testing for personnel to be equipped to respond rapidly to conflict or catastrophe. This is an exercise of governmental authority that reflects decision-making from a nationwide perspective, with implications for local experience. Military bases are subject to federal regulation and must uphold mission requirements when they engage in planning, though do not have local land use authority.

The military planning professional's complex duty is to uphold federally mandated missions, preserve opportunities for realistic training, maintain security, and support positive civilian-military relations. In contrast to a highly participatory local process that involves robust public engagement, military goal-setting is centralized at the federal level where elected leaders define national priorities.

It is important to understand local process, community interests, residents' future vision, and how to be part of the community and the processes that shape it. It is also important for the military to communicate with jurisdictions about mission requirements and to relay

community decisions and needs within military structures.

Civilian-Military Cultural Exchange

Given the different paradigms within which military and civilian stakeholders live, concerted effort to exchange ideas and understand each other's context is an invaluable part of working together for effective solutions to dynamic issues. Service branches and individual bases have different programs to encourage mutual awareness; for instance the U.S. Air Force has an Honorary Commander's Program.³⁶

However, opportunities to bridge the common gap between military and civilian experience also come from the community side—either through governmental offices, elected officials, chambers of commerce, or other community groups. These connections are vital mechanisms for arranging reciprocal visits of community members to the base and base leaders to important community sites and events that increase mutual awareness and understanding.

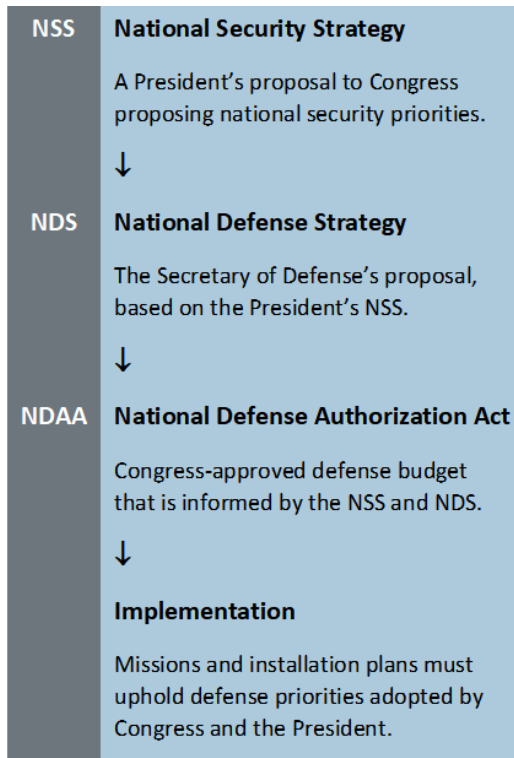
National Defense and Planning

Military planning, even at the smallest geographic scope, functions under a concept of "force structure." Force structure is the whole organization of facilities, equipment, activities, and personnel that implements military missions in support of national security priorities. Military missions, personnel, facilities, ranges, and supplies are not stand-alone parts, but connect as a network of "assets." A base or range can lose capacity if it alters operations in response to external pressures, with implications for the broader defense network.

Where a mission gets located is based on a nationwide assessment that considers where geographic features are uniquely suited to the type of training necessary to uphold national security priorities. National security priorities are defined by the U. S. executive branch in the

³⁶ FAFB, "Fairchild welcomes new honorary commanders," 2017, www.fairchild.af.mil/News/Article-Display/Article/1378966/fairchild-welcomes-new-honorary-commanders/

Figure 15: Foundations of Military Planning



Title 10 United States Code (USC) defines these roles and activities for the armed services and the DOD. Title 50 USC (Chapter 44 § 3042) defines the Annual National Security Strategy.

National Defense Strategy (NDS).³⁷ The NDS is funded by the National Defense Authorization Act (NDAA), which is the defense portion of the national budget that Congress passes. The NDAA and individual installation plans implement the NDS. All military plans and planning activities that affect installations and communities are driven by the national security priorities set by this process.

Military Construction and Planning

Most military construction projects are subject to congressional review through a multi-year process. Installation management plans are the basis for MILCON projects. An installation master plan is an ongoing collaborative decision-making tool supporting informed project decisions and function as the basis for

³⁷ National Security Strategy Archive, 2018, <http://nssarchive.us/>

Figure 16: Military Construction (MILCON)*



Source: L.M. Williams. Congressional Research Service. Modified from Figure I. Military Construction Process (CRS graphic), page CRS-8, “Military Construction: Process, Outcomes, and Frequently Asked Questions,” 2018, <https://fas.org/sqp/crs/natsec/R44710.pdf>

military construction (MILCON) projects. MILCON resources are allocated for major planning, design, and building projects under the NDAA. The NDAA provides authorization and funding to build facilities and infrastructure to support military communities on and off a base. MILCON projects on or in the vicinity of an installation may include runways, piers, schools, barracks, hospitals, child development centers, or other mission-supporting projects.

Congress approves new major construction on a project-by-project basis through the MILCON

process.³⁸ Construction funding also is allocated for military access roads, bridges, and tunnels (pursuant to 23 U.S. Code § 210: Defense Access Roads). Minor construction projects, excluding new housing for military families, may be approved outside of the MILCON process.

There may be cases where federal funding may extend to communities for civilian projects that support compatibility, but this is dependent upon congressional decisions authorized within the NDAA. For example, the 2018 NDAA established a baseline for a Defense Community Infrastructure Pilot (DCIP) Program that could become a source of grants to state and local governments to “address deficiencies in community infrastructure supportive of a military installation.”³⁹

Base Realignment and Closure

It is important to understand that a base’s mission can expand or contract in response to many different factors outside of a nationwide action called Base Realignment and Closure (BRAC). Planning processes are in place to guide activities and land use at individual installations on a routine basis. However, Congress periodically exercises its authority to conduct a systematic, nationwide, and comprehensive review of all military assets and capabilities. This BRAC process evaluates where operations should decrease, expand, or consolidate.

Under a BRAC effort, each base is evaluated in relation to national security interests. Though military bases, supplies, and personnel distribution can change outside of the BRAC process, it is important to understand that BRAC and compatibility are connected.

The 2005 BRAC process used a point-based system to judge base capacity and viability.⁴⁰ Criteria examined local land use to measure an installation’s long-term viability since a base’s

ability to function is connected to areas past its boundaries. Policy actions or land use decisions covered in the process include:

- A base’s capacity for current and future missions and its impact on nationwide military readiness.
- Availability and condition of diverse land, facilities, and airspace domains.
- The ability of base operations and training to support rapid mobilization.
- Cost of operations and personnel.
- The potential of cost-savings as a result of a completed closure or realignment.
- Economic impact to communities.
- Capacity of surrounding Infrastructure.
- Impacts related to environmental restoration and compliance, waste management, and related costs.

A DOD request to Congress for realignment or closure must describe a site’s ability to respond to the proposed change, including capacity of or consequences to the local economy, budget, infrastructure, transportation, environment, and the military’s strategic operations. Significant impacts, specifically to transportation, require additional analyses of impacts on local businesses, neighborhoods, and local governments, consultation with the Secretary of Transportation, and a description of remediation approaches, per 10 USC § 2687—Base closures and realignments.

Base Plans and Joint-Planning

This section expands on some of the military’s planning approach as introduced in [Part 1](#), with focus on encroachment management and resource management programs. Any joint-planning effort between a base and community

³⁸ L.M. Williams. Congressional Research Service, “Military Construction: Process, Outcomes, and Frequently Asked Questions,” 2018, <https://fas.org/sqp/crs/natsec/R44710.pdf>

³⁹ U.S. Congress, House Committee on Armed Services, John S. McCain National Defense Authorization Act for Fiscal Year 2019, HR 5515, Part III, Section 2861. www.congress.gov/bill/115th-congress/house-bill/5515/text

⁴⁰ DOD, “Base Realignment and Closure Summary,” 2005, www.brac.gov/docs/final/ExecutiveSummary.pdf

relies upon the information that local jurisdiction and military base plans provide. Various base planning documents fit together as layers, so it may help to think of military plans in broad categories (see figure 17) like:

1. Installation-oriented documents for on-base land use and community services.
2. Installation/range-oriented documents that extend off-installation to review uses of land, airspace, and waterways in the context of mission requirements.
3. Joint-planning documents that result in recommendations offered for the base and local land use off-installation.

Installation Master Plans and Components

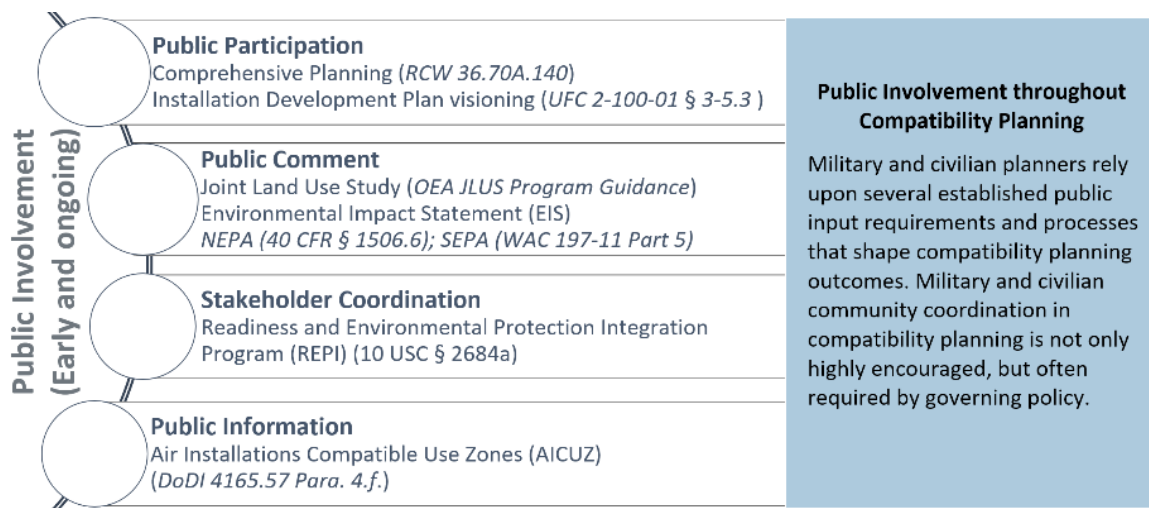
The DOD’s Instruction 4165.70 on Real Property Management requires bases to plan; UFC 2-100-01 guides installation master planning. Other instructions apply within each service branch. The Installation Master Plan (IMP) builds on several component plans that cover fewer topics or smaller areas. For example, an Area Development Plan (ADP) details a specific area on the base, then multiple ADPs combine to form an Installation Development Plan (IDP). In turn, the IDP becomes part of the IMP. Given

the scope of the IMP and its sections, content from these sources form a backbone to follow-on joint planning efforts.

The military is the main audience and first user of these documents, incorporating “needs and mission requirements into a compelling vision with clear goals and measurable objectives,” but they examine lands on and adjacent to a base.⁴¹ However, required portions overlapping with off-installation areas involve coordination with external neighbors, as is the case with transportation plans for the base that must consider all users and various factors of the larger transportation network. Master planning guidance in UFC 2-100-01 describes the need for stakeholder communication, stating:

“An installation’s Master Plan reflects a comprehensive planning process documented using a standard set of products. The installation master planning process may be viewed as important as the master Plan documents themselves. An effective master planning process continually collects the constantly changing information affecting the installation and its mission, and communicates them and the installation’s Master Plan to affected stakeholders.”

Figure 18: Installation Planning Publications – Examples



⁴¹ UFC 2-100-01 Installation Master Planning, 2018, www.wbdg.org/ffc/dod/unified-facilities-criteria-ufc/ufc-2-100-01

Encroachment Management

The DOD identifies eight encroachment categories that have potential to impact mission assurance or degrade training capabilities.⁴² They include:

- Endangered species habitat.
- Unexploded ordnance and munitions.
- Radio/spectrum frequency competition.
- Protected marine resources.
- Competition for airspace.
- Air pollution.
- Noise pollution.
- Urban growth pressures.

Encroachment Management Programs

The DOD and its component military branches publish guidance about land use issue areas for encroachment management programs. Encroachment management programs prioritize the military's ability to preserve the base's capacity and access training areas. Each of the DOD's component military service branches has an encroachment management program to address various issues-areas that limit mission capacity. Examples include:

- The Army's Sustainable Range Program (SRP) includes tools to assess range sustainability, including identification of current and future encroachment that may impact the readiness of the range.
- The Navy uses Encroachment Action Plans to identify, mitigate and prevent compatibility concerns.
- An Air Force Installation Complex Encroachment Management Action Plan (ICEMAP) explores current and future encroachment and sustainment challenges related to an installation

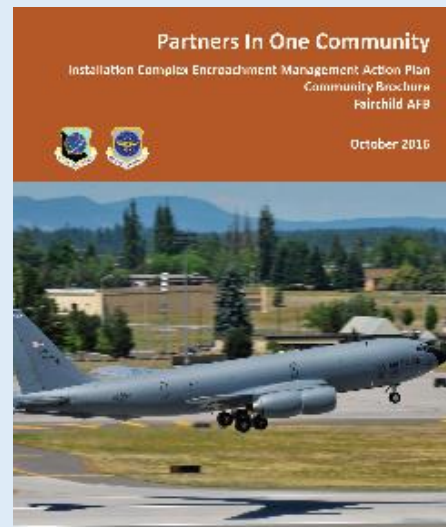
complex and the communities near base operates.⁴³

Air Force Instruction 90-2001 identifies a list of 13 sources of conflict or "challenge areas" that

Installation Complex and Mission Footprint

Personnel preparing for duty in under unpredictable and varied conditions depend upon the ability to train in diverse terrain. Diverse terrain is not always available strictly on base property, so the military may seek permits for use of non-military lands. The 2016 Installation Complex Encroachment Management Action Plan (ICEMAP) for Fairchild describes the base and its reliance upon off-site areas for training/testing. The Air Force Survival Evasion Resistance and Escape (SERE) school, for example, relies on off-site areas accessible through special use permits, managed by the U.S. Forest Service (USFS).

The terms "Installation complex" and "mission footprint" describe the geographic area where the military trains or operates to fulfill a mission. The terms include the base and all areas (land, air, or sea) the military manages or uses to train and operate under a given mission.



Source: FAFB 92nd Air Refueling Wing Public Affairs, "FAFB ICEMAP Community Brochure," 2016

⁴² U.S. Government Accountability Office, 2002, www.gao.gov/assets/240/234831.pdf

⁴³ U.S. Department of the Air Force, "Encroachment Management Instruction 90-2001," 2014, https://static.e-publishing.af.mil/production/1/saf_ie/publication/afi90-2001/afi90-2001.pdf

offer insights for planning.⁴⁴ The following summary list of categories gives an idea of what can constitute incompatibility from a military (Air Force) perspective:

1. Airspace and land restrictions:

Regulatory, internal, or external actions that compete for the same land or airspace needed for maintaining operations.

2. Noise: Real and perceived health impacts and annoyance to people, impacts to animals or structures, and other impacts that result in modification of flight patterns or departure/arrival procedures, or new avoidance areas along training routes.

3. Urban growth: Loss/conversion of agricultural, forests, or open space to higher densities, more housing, infrastructure, or commercial property.

4. Spectrum encroachment: Siting of structures that physically or electronically block line-of-sight needed for data-transmission, bandwidth loss, or electromagnetic (EM) interference.

5. Endangered species and critical habitat: Habitat loss from forms of development that displace threatened or endangered species into areas where the military operates or manages, resulting in greater conservation responsibilities and activity constraints.

6. Air: Air pollution, dust, debris, smoke, and steam can affect navigation near runways. Conversely, a base must limit its operations to avoid emissions that harm air quality.

7. Water: Management of water infrastructure and supply, groundwater contamination or depletion, continued availability, and security of potable water are important areas of water quality and quantity for areas near or on a base.

8. Cultural resources: Presence of artifacts or structures with cultural or historic significance in an area may limit accessibility.

Figure 19: U.S. Air Force Example: Challenge Areas



Image: USAF Civil Engineer Center image with six of 13 challenge areas identified by the AFI 90-2001, Encroachment Management Program, 2015, www.afcec.af.mil/News/Photos/iqphoto/2001007076/

9. Unexploded ordnance and munitions: Any mission activities that provide realistic training with live-fire training and weapon systems testing that produce safety and environmental concerns due to soil or water contamination.

10. Marine resources: Activities that compete for access to waterways due wildlife demands or increased recreation and commercial uses.

11. Energy compatibility and availability: Insufficient coordination of energy siting, distribution, and transmission.

12. Security/safety: Any actions compromising security and safety within the installation complex that results in mission and community impacts, like trespass at gates boundaries.

13. Natural factors and climate effects: Any weather-related or disaster events that affect nearby communities and bases, like storms, wildfires, earthquakes, and coastal erosion.

⁴⁴ U.S. Department of the Air Force, "Encroachment Management Instruction 90-2001," 2014, https://static.e-publishing.af.mil/production/1/saf_ie/publication/afi90-2001/afi90-2001.pdf

Compatibility Insight: Fairchild Air Force Base ICEMAP

Fairchild Air Force Base produced an ICEMAP in 2016. The executive summary is a document intended for the base commander. The report's main body is for the base planner. The third volume is intended for the public, summarizing base history and modern mission activity. The ICEMAP explored land use and air space directly connected to the base, and remote areas upon which the base depends for flight operations and training/testing.

The plan is concerned with the mission's on- and off-site footprint. That footprint is the "installation complex," which refers to the broader geographic extent of operational activities.⁴⁵ While ICEMAP involves an outreach period with jurisdictions and organizations in communities within the ICEMAP study area, it mainly serves base planning. Military personnel use encroachment plans like the ICEMAP to inform their participation in local and joint planning.

Resource Management Plans

As a component of installation planning, the military also plans for the natural and cultural resources on DOD property. From forests to prairies and wetlands, military lands cover an estimated 25 million acres of diverse habitat lands largely protected from development. Many installations and training ranges are surrounded by urban development; they often become the last large and undeveloped areas available for endangered species habitat.⁴⁶ Presence of endangered or threatened species

brings a greater responsibility to manage habitat and reduce access to training areas.

The Sikes Act requires the DOD to implement Integrated Natural Resource Management Plans (INRMPs) at military installations, which must be reviewed on a five-year basis. INRMPs support conservation and management for endangered species, fisheries, invasive species, migratory birds, wetlands, and environmental contaminants. The U.S. Fish and Wildlife Service (USFWS) coordinates with state fish and wildlife agencies to help staff develop an installation's INRMP.⁴⁷

The DOD has responsibility under the Sikes Act to provide public access to resource lands when possible. The INRMP provides for natural resource management as well as public access where feasible. The INRMP reflects a collaborative effort among federal, state, and local parties that also provides for public participation. The final INRMP is not only an important tool for ecosystem management, but also "serves as a principal source for NEPA documents."⁴⁸

Consistent with federal mandates, the DOD also directs bases to manage historic and archaeological resources and consult with stakeholders for preservation of cultural assets.⁴⁹ This directive is implemented through tools like the Integrated Cultural Resources Management Plan (ICRMP), which is a component of the installation's master plan.⁵⁰ The ICRMP outlines compliance actions to identify and address possible conflicts between mission operations and cultural resources.

⁴⁵ FAFB 92nd Air Refueling Wing Public Affairs, "ICEMAP Community Brochure," 2016.

⁴⁶ U.S. Department of the Air Force, "Encroachment Management, AFI 90-2001," 2014, https://static.e-publishing.af.mil/production/1/saf_ie/publication/afi90-2001/afi90-2001.pdf

⁴⁷ U.S. Fish and Wildlife Service, *A Dynamic Partnership*, 2018, www.fws.gov/fisheries/sikes_act/index.html#policy

⁴⁸ DOD and U.S. Fish and Wildlife Service, "Integrated Natural Resources Management Plan Fact Sheet," 2004, www.fws.gov/fisheries/sikes_act/documents/INRMP%20Fact%20Sheet.pdf

⁴⁹ DOD, "Cultural Resources Management Instruction 4715.16" 2008, www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/471516p.pdf

⁵⁰ U.S. Army Environmental Command, *Integrated Cultural Resources Management Plans (ICRMP)*, <https://aec.army.mil/index.php?cID=369>

Cultural resource plans are not for circulation due to the value and sensitivity of the cultural and archaeological sites they intend to protect. Documents like the ICRMP and INRMPs help implement environmental laws like NEPA, ESA, and NHPA (introduced in [Part 1](#)).

Water System Plans

Although federal entities, where military facilities act as their own water purveyors, they are subject to Washington State Department of Health (DOH) regulations and must prepare water system plans subject to DOH approval.⁵¹ Just as local communities' comprehensive plans have required elements, water system plans also require specific content, including source water protection programs that identify wellhead protection areas (WHPAs). This is where water system plans for military bases, as well as for all other water purveyors, intersect with comprehensive plans.

Water system plans must be consistent with local plans and regulations, per Washington Administrative Code (WAC) 246-290-108.⁵² Some of the consistency requirements are unlikely to apply in case of a water system used solely by a military installation that does not extend beyond the base boundaries. It is likelier to be a consideration where an outside water system purveyor serves the base, such as NSE,



Credit: P. Watson, 2017

where the water system plan must address the non-military portion of its service area as well.

There is opportunity for a base, as a water purveyor, to jointly address encroachment issues related to water contaminants in WHPAs, if a WHPA extends beyond the base and the contaminant inventory finds concerning uses that are subject to local regulations.

Regardless of the applicability of local plans and regulations, a base must ask the local jurisdiction for a consistency review. Reconciling any inconsistencies found during the review requires coordination between the base and local jurisdiction. The local jurisdiction has 60 days for an initial review, and another 60 days to respond to any actions undertaken in response to inconsistencies.

Water system plans require periodic update, like local comprehensive plans, but the update schedule is considerably different than GMA documents—they may even vary from system to system. The timing on requests for local consistency determinations is unlikely to align neatly with local planning horizons.⁵³

Many jurisdictions do not choose to perform a consistency review. Without one, an installation can self-certify, but it is to a jurisdiction's advantage to work with the military in its role as water purveyor to ensure the comprehensive plan and water system plans align.

Water sources, along with their associated WHPAs, may or may not be within the base's boundaries. For instance, Fairchild AFB's system includes wells that are fully off base, and some of JBLM's WHPAs extend off-installation. Further, some off-installation WHPAs may

⁵¹ Washington State Legislature, WAC 246-290—Department of Health—Group A Public Water Supplies, <https://apps.leg.wa.gov/WAC/default.aspx?cite=246-29>

⁵² Washington State Legislature, WAC 246-290-108—Consistency with local plans and regulations, <https://app.leg.wa.gov/wac/default.aspx?cite=246-290-108>

⁵³ Washington State Department of Health, Water System Planning Requirements, 2018, www.doh.wa.gov/CommunityandEnvironment/DrinkingWater/WaterSystemDesignandPlanning/PlanningRequirements

overlay parts of a base.⁵⁴ DOH maintains data on military facilities that own and operate their own water systems.

Studies for Noise and Accident Potential

The Air Installation Compatible Use Zone (AICUZ) Study is an internally developed DOD document, but is releasable for the public. AICUZ studies do not mandate any changes to local land use, but supply recommendations for local land use that are useful for ensuring public safety around military airfields.

The DOD requires military branches ensure each air installation addresses land use compatibility on and near its air installations where “aircraft operations may affect the public health, safety, or welfare.”⁵⁵ The AICUZ program brings a level of predictability to land-use planning around military airfields by developing planning contours that reflect 5-15 years of anticipated installation activities. Planning contours are not commitments about mission stability or change, but represent “the best available, realistic long-range projections

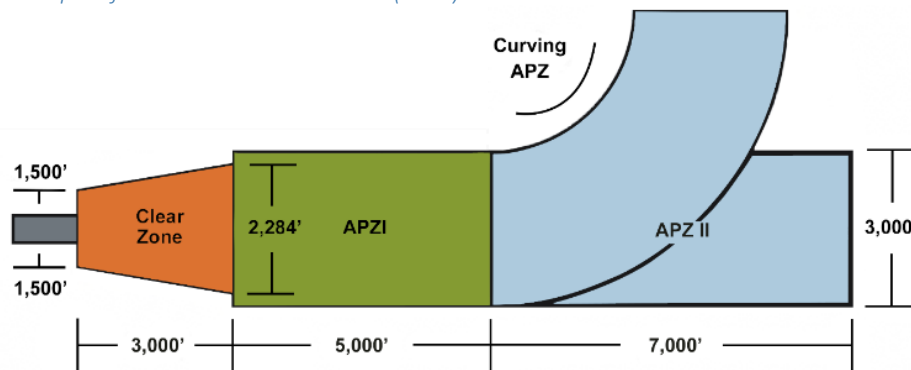
of unclassified estimates of future mission requirements.”⁵⁶

In addition to existing conditions under current missions, planning contours are based on:

- Proposed mission change actions.
- Recent decisions on (re)locating a type of aircraft pending implementation.
- Retirement of legacy aircraft.
- Newly proposed aircraft “beddown” (siting or placement at a base).
- Other actions impacting noise contours.

An AICUZ study identifies Accident Potential Zones (APZs), the areas of highest risk for accidents located at the end of a runway. The edge of the runway is known as the Clear Zone (CZ). This is the site of aircraft arrival and departure, the area with the greatest risk of accidents. Accident risk decreases for zones extending farther from the runway. Accidents are rare, but good information and land use regulations around airfields are important for

Figure 20: Example of Accident Potential Zones (APZs)



Depiction of a Standard Class B Runway: Fixed-Wing APZs. Source: Adapted from Island County Planning. “What is an Accident Potential Zone?” 2018, www.islandcountywa.gov/planning/Pages/OLFCoupeville_APZ.aspx

⁵⁴ Washington State Department of Health, Office of Drinking Water, Source Water Assessment Program Mapping Application, 2018, <https://fortress.wa.gov/doh/swap/index.html>

⁵⁵ DOD, “Air Installations Compatible Use Zones Instruction 4165.57,” 2011; 2018 www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/416557p.pdf, U.S. Department of the Air Force, “Air Force Handbook 32-7084,” 2017, www.wbdg.org/FFC/AF/AFH/afh32_7084.pdf

⁵⁶ U.S. Department of the Air Force, Air Force Instruction 32-7063, “Air Installations Compatible Use Zones Program,” 2015, https://static.e-publishing.af.mil/production/1/af_a4/publication/afi32-7063/afi32-7063.pdf

protecting property and lives. AICUZ contours remain in-use:

- When reasonable estimates of future operations are unavailable.
- When few or no operational changes are expected within 5-10 years.
- If local land use authorities are unlikely to use a study's long-range projections.

AICUZ study production or updates are driven by cumulative change, new operational assumptions, or if an environmental analysis-related decision prompts changes to noise contours. Products of an AICUZ include a full study and summary materials that are intended for and useful to land planning agencies, elected officials, developers, real estate professionals, and the general public. The AICUZ brochure is a resource for those interested in real estate and safety or noise contours near a base.

Other parts of an AICUZ include information about the base, mission, history, economic impacts, flight operations, flight frequency, Noise Model Operational Data Documentation (NMODD), safety and accident zones, height and obstruction criteria, and compatible land use recommendations. If installation operations include small arms ranges, Explosive Ordnance Disposal (EOD) then an AICUZ may inform the public of different noise sources as well. This data is important for identifying the base's operational footprint and helps delineate the study area for compatibility efforts like a JLUS.

Compatibility Insight: Noise Measurement

Military activities often generate noise with significant implications for compatibility in terms of local quality of life, human health or safety, and vibration impacts to structures. Noise is defined as an unwanted sound that can be associated with adverse psychological and health impacts. Sources of military noise can include airplanes, helicopters, and weapons fire for testing and training.

Aligned Goals: Weatherization and Noise

Whole-house improvements for energy efficiency also offer value as a mitigation for households living adjacent to public transit and airfields. Many weatherization measures to tighten building envelopes, increase insulation, seal gaps, and improve functioning of buildings can be a means of reducing noise impacts.

The Washington Weatherization Assistance Program is a free service for low-income (income up to 200% of federal poverty level) homeowners and renters in all counties of Washington state. The program receives funding from both federal (Department of Energy, Low-Income Home Energy Assistance Program, Bonneville Power Administration) and state (Matchmaker capital budget) sources.

Eligible homes receive a comprehensive energy audit based on state of the art building science. Measures provided for a home can include ceiling, wall, floor and duct insulation; air sealing; heating system efficiency modification; repair and rehabilitation to eliminate health and safety hazard, such as mold, lead-based paint, and asbestos.

Visit online for more information:

www.commerce.wa.gov/growing-the-economy/energy/weatherization-and-energy-efficiency/

Sound data and noise models are important components of Installation Operational Noise Management Plans (IONMP) and AICUZ studies that provide baseline information about existing conditions that are important for joint planning and land use decisions around military airfields, routes, ranges, and training/testing area. See [Part 3](#) for examples from some Washington Communities that integrate noise and AICUZ data within local code.

The standard approach uses a metric for estimating noise exposure known as the Day-Night Average Sound Level (DNL), which computes an average of relative silence and an

area's highest noise level. Sound levels are measured in decibels (Db) on a scale based on human hearing. The DOD has explored alternative noise measurement methods, but this remains the common approach for planning documents and development codes.

Compatibility Insight: Noise Impacts

People near high-level noise areas are likelier to experience interrupted speech, sleep, and other interference to routine activities. The Washington State DOH has associated certain levels and forms of environmental noise with sleep disturbance, learning interference, cognitive impairment, heart disease, and other potential impacts. Children, the elderly, and other vulnerable people can be especially affected by noise.⁵⁷

Noise issues can also be a major obstacle to local civilian-military relations. In some circumstances the military might alter operations to shift location or timing of noise-producing activities, while local land use controls are key for reducing the likelihood that residents will be exposed to known noise impacts. For joint-planning, historic and current military activity and noise data is a crucial part of making informed land use decisions in affected areas. Part 3 provides contact information for the Navy Northwest Training Range Complex and military noise hotlines for installations.

Several governmental agencies are dedicated specifically to public health issues like safe drinking water, healthy homes, or other areas of community health and can be good sources of information—and vital partners for coordinating compatibility needs that connect with health and welfare. For instance, DOH is a resource for noise and water, such as its role in water systems plans. DOH's primary

responsibilities are the “preservation of public health, monitoring health care costs, the maintenance of minimal standards for quality in health care delivery, and the general oversight and planning for all the state's activities as they relate to the health of its citizenry.”⁵⁸ The Department's role is outlined in RCW 13.20.

The State Board of Health provides a forum for the development of public health policy in Washington state, in accordance with RCW 43.20. The Board recommends means for obtaining appropriate citizen and professional involvement in all public health policy formulation, rulemaking, and other matters related to the powers and duties of the department. It is made up of the Secretary of Health and nine others appointed by the governor.⁵⁹

In addition to these agencies, local health districts provide public health services to people within a territory consisting of one or more counties, per RCW 70.05. These example agencies coordinate closely with other local, regional, state, and federal health organizations for many issues of public health and safety.

Compatibility Insight: Noise Abatement

Noise abatement or sound attenuation measures are those that reduce noise exposure through strategic use of materials and building design. Some communities integrate noise abatement within local building codes for noise-affected areas. For example, Spokane County codes requires building methods and materials that reach an interior 45 dB/DNL average for areas near Fairchild AFB.

Structure plans in permit applications must show data for building and equipment systems, including exterior materials and other requirements to meet codified standards. See

⁵⁷ Washington State Department of Health, 2018, www.doh.wa.gov/CommunityandEnvironment/Noise

⁵⁸ Washington State Department of Health, “2017-2019 Strategic Plan, 2017,” www.doh.wa.gov/Portals/1/Documents/1200/2017-19%20Strategic%20Plan%20Overview.pdf

⁵⁹ Washington State Legislature, RCW 43.20.030—State board of health—Members—Chair—Staff support—Executive director, confidential secretary—Compensation and travel expenses of members, <https://app.leg.wa.gov/RCW/default.aspx?cite=43.20.030>

[Part 3](#) for an extended example from Spokane County’s code, which also describes accident potential zones and sound contours that implement recommendations from the FAFB JLUS.⁶⁰

Long-term effectiveness and assurance for noise abatement requires enforcement to ensure standards are still observed for future residents over a building’s lifetime of repairs. However, even with noise attenuation strategies adopted and encouraged through local development standards, they do not address the impacts of outdoor noise on quality of life for people living, recreating, and working near the noise source.

Noise attenuation measures are one tool used to address noise impacts on residential communities; however, sound abatement techniques are not intended to promote residential land use in areas identified as incompatible due to safety or military activities.

Notification to residents about impacts, purchase or relocation of properties in affected areas, or initial prevention of development in highly impacted areas through local land use controls are other approaches communities might use to address compatibility issues.

Compatibility Insight: Real Estate Disclosures

Disclosures intend to inform incoming residents about conditions within high accident potential zones and noise zones. They describe activities the military performs and potential impacts if living near an airfield, weapons range, or training area. At least five features should be considered in developing disclosure forms to help ensure their effectiveness:

1. Address buyers and renters/lessees.
2. Be distributed within real estate transactions and lease/rental agreements.

3. Describe the military base, range, or training/testing area and type of activities.
4. Clearly state the forms of impact related to the military activities that occur in the area.
5. Explain noise zones and/or APZs, measurements, and how contours may change if a military mission changes.

Findings in past plans and studies supply the data a jurisdiction needs to help delineate the area of impact, identify the nature of impacts, and develop applicable notification tools. In the case of noise impacts, a disclosure area is determined based on noise modeling data and mapping. See the following page for an example of a real estate disclosure area (map). See [Part 3](#) for more example materials.

Compatibility Insight: Maps Support Communication

Maps are effective communication tools used to address compatibility concerns and opportunities with multiple stakeholders. The military uses the Mission Compatibility Analysis Tool (MCAT), a geographic mapping tool that provides visual representation of impacts associated with mission demands to communicate with industry, local, state, and federal government partners when considering impacts to military training routes, airspace and other training areas.⁶¹

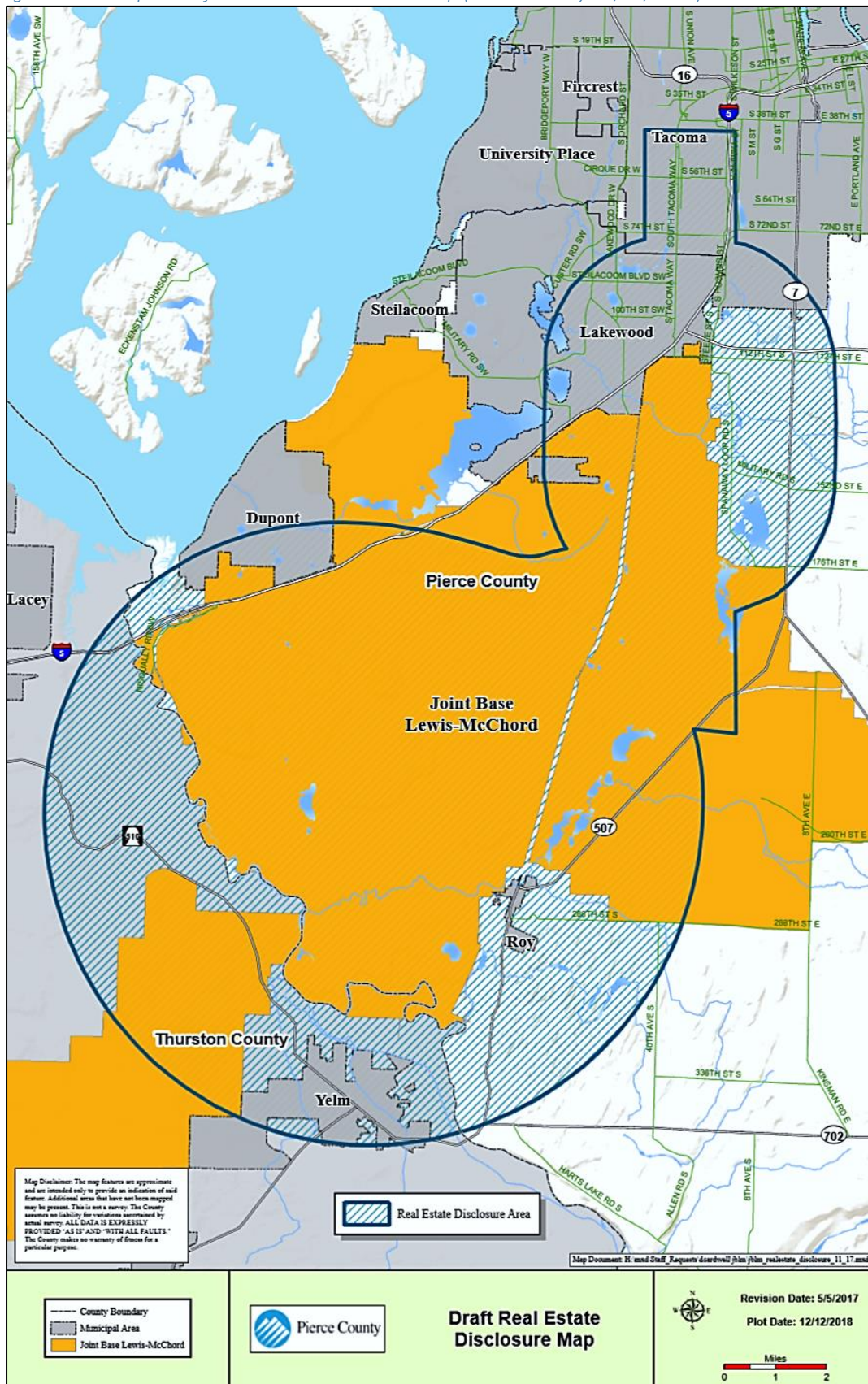
Joint Land Use Study (JLUS)

A community and military base may jointly undertake a compatibility plan or study at any time by mutual agreement, but one common and formal program is a JLUS. Mentioned previously, a JLUS is a coordinated civilian-military planning effort to identify compatibility issues and recommend ways to prevent, mitigate, or otherwise address concerns. JLUS recommendations intend to preserve the

⁶⁰ Spokane County, “Final Fairchild JLUS,” 2009, <https://static.spokanecity.org/documents/bcc/boards/west-plains-area-pda/final-fairchild-joint-land-use-study.pdf>

⁶¹ DOD, Siting Clearinghouse, “First Annual Report to Congress,” 2011, www.acq.osd.mil/dodsc/library/fy2011-rpt-to-congress.pdf

Figure 21: Example: Draft Real Estate Disclosure Map (Pierce County 12/12/2018)



Source: Pierce County Planning and Public Works Department, Comprehensive Plan Amendment, 2019, www.co.pierce.wa.us/DocumentCenter/View/75830/Staff-Report---JBLM-Noise-Disclosure-891585

military's ability to operate effectively while minimizing exposure of resident populations to adverse impacts from military activities. The process involves representatives from the base and community stakeholders like counties, cities, tribes, and others who discuss mutual goals and needs for planning and communication. These stakeholders form a partnership to explore, support, and ultimately complete the JLUS planning process. The intent to conduct a JLUS forms when a military installation and jurisdiction(s) concur that:

- A JLUS would improve compatibility.
- The base and community have data and past plans needed for a JLUS.
- The parties have capacity to initiate the process.

The process begins when an installation within the DOD is nominated internally for a JLUS.⁶² Most project participants are civilian agencies and organizations, and community outreach is integrated within the project scope. The JLUS approach is structured to ensure that community participation propels the project. OEA provides grant funding, local partners provide matching funds, and the military installation participates in the process alongside community stakeholders.

Compatibility Insight: Project Partnerships

The greatest challenge and value of a joint-planning effort is to find and implement practices that balance a community's growth demands and the demands of a military mission. Planning success depends upon active involvement of military and community parties to meet these challenges.

Within the earliest phases of the JLUS planning process, participants formalize partnerships with a JLUS project committee, taskforce, or other body. This ensures coordination and

⁶² DOD, Office of Economic Adjustment, 2019, www.oea.gov/how-we-do-it/compatible-use/compatible-use-eligibility-and-requirements

⁶³ DOD, Defense Economic Adjustment Program, 2013, www.ncsl.org/documents/envirom/CEitler-5-4-13.pdf

Office of Economic Adjustment

The DOD recognizes that base expansion or reduction, personnel-related changes, defense spending changes, and other factors of a military mission's lifecycle affect neighboring communities. The DOD's Office of Economic Adjustment (OEA) supports communities impacted by changes in defense spending and mission requirements. OEA grant programs address local impacts related to base realignments, closures, and reuse. OEA is also the key federal funding partner for communities engaged in joint planning for compatibility issues like land use, traffic, infrastructure, energy siting, economic development and employment. These programs aim to build cooperative relationships between communities and the military.

For more information on OEA's many programs and eligibility information, visit: <http://oea.gov>

Figure 22: Joint Land Use Study Process



Source: DOD, Defense Economic Adjustment Program, 2013, www.ncsl.org/documents/envirom/CEitler-5-4-13.pdf

support among multiple parties for the JLUS project period and future implementation. A project proposal must keep this coordination in mind and should provide a good foundation for monitoring success afterward through a partnership that outlives the JLUS process.

Phase I: Organize (Pre-Award)

To begin a JLUS, an installation recommends and supports a JLUS nomination.⁶³ OEA reviews the nomination, conducts a site visit, and starts assisting development of a project proposal.

This typically involves representatives from the military installation, all jurisdictions next to the installation, and other communities that may be affected by related compatibility issues.⁶⁴

Several months ahead of submitting a grant application, participating parties work with OEA project managers to identify stakeholders and define roles. This phase involves initial conversations among civilian-military stakeholders, including elected officials, tribal representatives, other civic leaders, residents, community interest groups, military command personnel, and planners.

At this time, a single entity is identified to become the community sponsor for the JLUS. The community sponsor is a state or local government, or an instrumentality of local

government (i.e., an organization that a local government designates to perform certain functions on its behalf).

Proposals and Grant Applications

Prior to grant award, the community sponsor identifies key personnel to be OEA's primary point of contact, prepare the project proposal with OEA assistance, and to be responsible for grant management and reporting during the project period. OEA works with the community sponsor to prepare a project proposal based on the initial issue-areas identified by project participants in the study area. The application process has two components—a proposal, followed by an application. The community sponsor writes a proposal to explain the purpose, background, stakeholders, study area, and project scope of work. The scope of work includes:

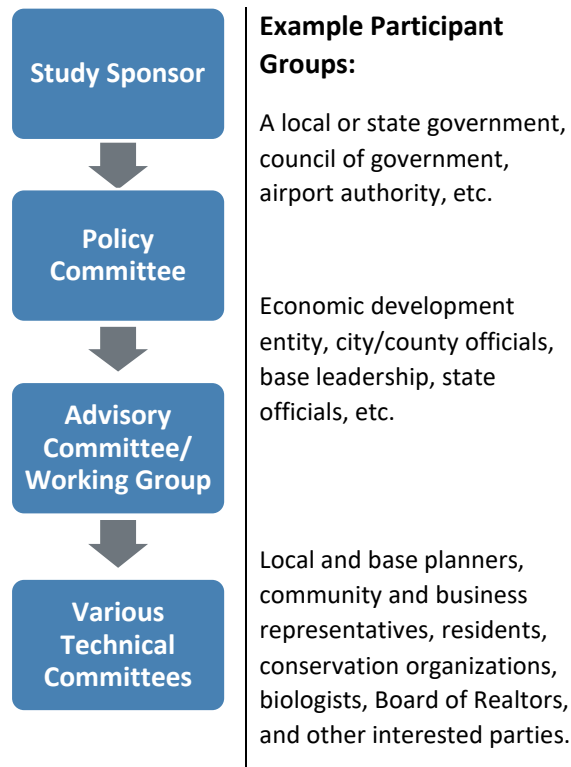
- JLUS goals and objectives.
- Methods of public involvement.
- Approach to assess issues.
- Implementation plan.

Once a project proposal is approved, the community sponsor prepares a detailed budget with narrative justification for the personnel, outreach activities, equipment, contract services, and materials estimated to achieve the scope of work within the anticipated project timeframe.

Phase II: Plan (Project Period)

The project period for the JLUS planning process begins once OEA approves a community sponsor's grant application to address known or potential compatibility issues within a study area. The study area for the JLUS is delineated to reflect where the military operates on-and off-installation. The grant schedule depends on the individual project, but a grant lifecycle of 18-24 months is common. This is from the grant start-date to publication of a final JLUS and does not count the organization to initiate the

Figure 23: Joint Land Use Study (JLUS) Organization



Source: DOD, *Defense Economic Adjustment Program, 2013*, www.ncsl.org/documents/enviro/CEitler-5-4-13.pdf

⁶⁴ DOD Office of Economic Adjustment, *Compatible Use Technical Assistance, 2015*, www.oea.gov/how-we-do-it/compatible-use/compatible-use-technical-assistance

project, nor does it include time implementing recommendations. The project starts with grant award and closes with JLUS publication. Implementation is a follow-up effort.

The JLUS as a planning document shows the geographic relationship of a military base or training/testing area within the community setting. It offers narrative descriptions for the area, analysis, and policy recommendations for land use plans, such as:

- Establishing an implementation partnership, joint planning board, or joint zoning board.
- Adopting military overlay districts.
- Small area/subarea compatibility plans or studies (like traffic or lighting studies).
- Amendments to comprehensive plans, capital improvement plans, or other local plans.
- Adoption of new land use, zoning, subdivision, site plan, and/or building code regulations.
- Real estate disclosures for impacted areas.
- Transfer (lease/purchase) of development rights or property, or conservation easements.

Phase III: Implement

The nature of implementation projects depends on the priorities identified in the JLUS, availability of funding, and capacity of the partnership following the initial JLUS project. Successful implementation depends on continued partnership with participating communities and the military installation. Following the completion of a JLUS process and publication of a final JLUS document, additional OEA funds may be available in some instances to help implement key JLUS recommendations.

JLUS recommendations are specific, often including policy statements that could be integrated into a comprehensive plan. Communities may adopt the JLUS findings and recommendations, which binds them to uphold the policies in their development code. OEA asks that communities “make a good faith commitment” that JLUS recommendations will be integrated into local planning and development decisions.⁶⁵

However, policy recommendations in the JLUS are suggestions, and a JLUS is not a replacement for a community’s comprehensive plan nor does it replace or directly alter development code or zoning ordinances without local action. Land use policy recommendations in a JLUS are

Figure 24: JLUS Implementation at McChord Airfield



Source: Excerpt from City of Lakewood/SSMCP, “North Clear Zone Brochure,” 2016, www.cityoflakewood.us/documents/community_development/SSMCP/JBLMCZBrochureSep2016FINAL.pdf

⁶⁵ DOD Office of Economic Adjustment, *Compatible Use Technical Assistance*, 2015, www.oea.gov/how-we-do-it/compatible-use/compatible-use-technical-assistance

subject to local public process. The community's legislative body has authority over local adoption of any recommended changes to regulation.

Compatibility Insight: Implementation Partners

Communities surrounding JBLM have sustained efforts to implement compatibility initiatives in a coordinated manner for many years through a formalized partnership. The 2010 "Joint Base Lewis McChord Growth Coordination Plan" recommended a regional partnership to enhance civilian-military coordination on issues of importance for surrounding cities, counties, tribes, and the base.

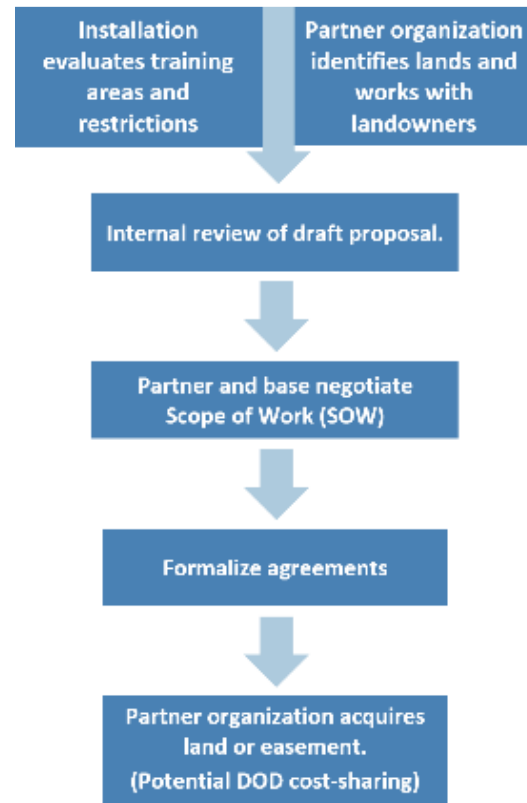
A successful model of formalized coordination, the South Sound Military and Communities Partnership facilitates ongoing communication, convening meetings among local governments, military installations, and state and federal agencies to discuss strategies for compatible land use projects. The SSMCP addresses issues concerning military families, military operations, local transportation, environmental protection, emergency preparedness, education, housing and economic development.

Another key role of the SSMCP's is to help keep JLUS recommendations in the forefront of the partnering communities' planning efforts and help implement compatibility initiatives.

Following joint-planning efforts that identified structures located in the North Clear Zone (NCZ) at the end of McChord Airfield, SSMCP facilitated coordination among the base, Pierce County, the City of Lakewood, local businesses, and property owners within the NCZ to remove incompatible structures.

The effort involved a focused study to identify stakeholders, properties, associated values, and to develop feasible options for ultimately removing the structures from the NCZ, the area of highest accident potential at runway edge. The support of a formal partnership, like the SSMCP, is key to supporting complex and multi-phased projects that resolve existing incompatibilities.

Figure 25: DOD Conservation Partnerships



Source: DOD, "Natural Resource Programs & INRMP Implementation: Encroachment," 2009, www.dodworkshops.org/files/Training/SikesModules/Mod5_Encroachment_FINAL_july09_1.pdf

Conservation Programs

There are times when local goals for critical habitat, open space, working lands, and natural resources can be advanced while also upholding a base's mission requirements. Conservation programs represent a promising approach to implementing compatibility recommendations when local interests in environmental stewardship and military mission requirements align. The success of any compatibility initiative depends on participants engaged in a solutions-oriented process, sensitive to varied interests, and committed to efforts long-term. Not only is compatibility between military and community interest a factor for discussion, but local interests can compete within a community. That can be the case between economic development and environmental stewardship.

When Conservation and Compatibility Align



Investments in long-term stewardship of habitat and areas critical to natural resource industries can overlap with mission sustainment (the ability for the military to uphold duty requirements). Aligned interests can mean there is potential to:

- Share and leverage diverse funding sources and resources.
- Preserve, restore, and sustain critical habitat.
- Protect threatened and endangered species.
- Manage growth to preserve open space.
- Invest toward parks, trails, and other outdoor recreation.
- Preserve rural character and historic landscapes.
- Preserve the economic value of working lands and natural resource industries like forestry, fisheries, and agriculture.
- Protection of water sources and flood control.
- Uphold property rights (e.g., work with landowners and residents for voluntary partnerships).

The type of land use or activity on a given landscape that is considered “compatible” with both civilian and military interests cannot be

defined universally since optimal forms of land use require collaborative identification.

Since 2003, Congress has set aside conservation funds on an annual basis, authorizing the military to work with a qualified partnering entity. Partnering entities can include a federal or state agency, a local government, or an organization like a land trust.⁶⁶ Each service branch can enter into conservation partnerships through their individual programs like the Army Compatible Use Buffer (ACUB) Program or Encroachment Partnering (EP) (Navy), using cooperative agreements with landowners for conservation buffers and restricted use or conservation easements.

The DOD and individual service branches operate several conservation programs, all of which share commonalities in structure and methodology. Each program aligns military mission priorities with local goals in habitat protection, restoration, and long-term ecological health. Other land uses frequently supported in these programs include agriculture, grazing, and natural resource industries.

Federal funding goes to forming partnerships of local conservation organizations, local governments, state agencies, tribes, and private landowners. Military representatives work with these local partners to implement elements of an installation’s Integrated Natural Resource Management Plan (INRMP) by identifying where off-installation conservation would also contribute to civilian conservation priorities. Local partners acquire land, easements, or development rights from willing landowners who enter into voluntary conservation agreements.

Readiness and Environmental Protection

The Readiness and Environmental Protection Initiative (REPI), managed by the Office of the Secretary of Defense (OSD) is an example of a conservation partnership used across military

⁶⁶ *The Trust for Public Land, Readiness and Environmental Protection Initiative (REPI), 2019, www.tpl.org/about/readiness-and-environmental-protection-initiative-repi#sm.000046sq7j199wfh3uy3tde3d1jtb*

service branches.⁶⁷ Participants can focus on local REPI buffer partnerships or work on an expanded regional scale, depending on their needs and interests. Among the key elements and actions of the REPI approach:

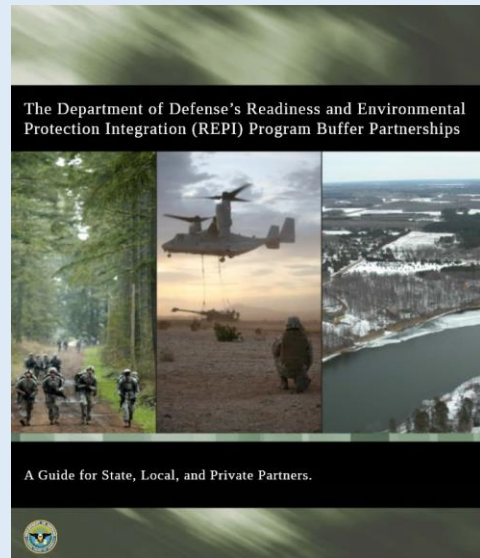
- A base convenes REPI project team to define areas of concern and identify partners.
- The base executes agreements with partner on a project-by-project basis.
- A partner identifies a willing seller and matching funds.
- The partner negotiates conservation easement or fee purchase from landowner.
- The base attorney negotiates real estate and restrictive easement purchase from partner.
- The service branch obligates funding to partner for closing.
- The partner closes the transaction.
- Participants produce annual reports.

Compatibility Insight: Partnership Lessons

The list below outlines best practices for successful conservation partnerships, according to the DOD's REPI guidebook for state, local, and private partners:

- Establish stable points of contact between the military base/regional office and community stakeholders.
- Keep communication open with regular updates.
- Ensure partners have a common understanding of shared goals.
- Align goals between all partners to optimize funding and target priorities.
- Seek other funding sources that have the same land preservation goals.

REPI Partnerships Guide



Source: U.S. DOD, "Readiness and Environmental Protection Integration (REPI) Program Buffer Partnerships: A Guide for State, Local, and Private Partners," 2016,

www.repi.mil/Portals/44/Documents/Primers/Primer_REPI_Buffer_Partnerships_MAR2016.pdf

- Include a partner who can translate REPI buffer technical language for new partners.
- Understand landowner perspectives.
- Take time to build trust with agencies and stakeholders.
- Choose projects that are a priority for all stakeholders involved.
- Develop agreements with all parties contributing funds, and reach agreement on the guidelines and appraiser selected.
- Start the process as soon as possible.
- Build on past success and partnerships.
- Prepare for delays, changes in procedure, and other roadblocks, but don't get discouraged!

⁶⁷ DOD, "Readiness and Environmental Protection Integration (REPI) Program Buffer Partnerships," 2016, www.repi.mil/Portals/44/Documents/Primers/Primer_REPI_Buffer_Partnerships_MAR2016.pdf

Sentinel Landscapes

The Sentinel Landscapes is a program founded on a Memorandum of Understanding (MOU) among the U.S. Departments of Agriculture (USDA), Defense, and the Interior (DOI) that combines resources to advance goals shared between these departments and local-regional partners. The MOU defines Sentinel Landscapes as “places where preserving the working and rural character of our private lands is important for both national defense and conservation priorities.” Goals include preservation of rural character, working lands, agriculture, forests, watersheds, open space, habitat, biodiversity, and other conservation efforts that are situated geographically to also “protect the military mission from incompatible development.”⁶⁸

As with other conservation programs, Sentinel Landscapes involve willing local partners and property owners. The funding supports landowners’ efforts to improve their land-based operations, enhance habitat, and preserve the military’s ability to fulfill mission requirements.

Areas qualifying for Sentinel Landscape designation must be a defined landscape, associated with military operations where federal, state, local, and private efforts support voluntary landowner involvement and conservation. Sentinel Landscapes have defined “goals and outcomes that promote and sustain compatible land uses for military operations” with “tangible benefits to conservation and working lands” within the area.



Images: Washington State landscapes. Credit: Commerce, 2018.

⁶⁸ *Sentinel Landscapes*, 2018, <http://sentinellandscapes.org/about/>

Growth Management Requirements and Compatibility

This section reviews the central features of the Growth Management Act. The background on the GMA intends to define statewide planning goals and required elements as a basis for discussing local compatibility efforts. In addition to establishing the approach and structure for comprehensive plans, the GMA contains a provision for civilian-military compatibility that is also discussed in this section.

Statewide Land Use Goals and Priorities

The GMA includes goals meant to further guide formation of comprehensive plans and development regulations. Jurisdictions fully planning under the GMA must reflect the goals in their comprehensive plans, which must also comply with county-wide or multi-county planning policies. These goals support and inform the preparation of comprehensive plans and development regulations:

- Sprawl reduction
- Urban growth
- Housing
- Economic development
- Open space and recreation
- Transportation
- Environment
- Property rights
- Natural resource industries
- Historic preservation
- Permits
- Public facilities and services
- Public participation and coordination
- Shoreline Management Act (SMA) compliance (RCW 90.58.020)

The GMA outlines the first 13 goals in RCW 36.70A.020 and adds compliance with the Shoreline Management Act (SMA) as a 14th goal in RCW 36.70A.480. The Washington State Department of Ecology provides review for Shoreline Master Programs (SMPs) under the SMA.⁶⁹ In addition to these goals, the GMA

further requires cities and counties to adopt development regulations that protect critical areas (RCW 36.70A.030).

Property Rights

As is true for any area of land use regulation, compatibility efforts must respect property rights. The Fifth Amendment to the U.S. Constitution and Article I (§16) of the Washington state Constitution state that private property shall not be taken (or damaged) for public or private use without just compensation. Commerce guidance in materials for A Short Course on Local Planning remind local governments that where there is government “authority over the use of private property, they must be sensitive to the



Image: Protection of shorelines and critical areas is an important consideration within Washington’s planning framework. The GMA defines critical areas as wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas (RCW 3670A.030[5]). Credit: J. Alvarez, (2017), dvidshub.net.

⁶⁹ Washington State Department of Ecology, “Shoreline Master Programs Handbook,” 2009, <https://ecology.wa.gov/Regulations-Permits/Guidance-technical-assistance/Shoreline-Master-Plan-handbook>

constitutional limits on their authority.”⁷⁰ Local planners consider the 4 questions below while developing or amending land use regulation:

- Does the regulation or action result in a permanent or temporary physical occupation of property?
- Does the regulation or action deprive the owner of all economically viable uses of the property?
- Does the regulation or action deny or substantially diminish a fundamental attribute of property ownership?
- Does the regulatory action have a severe impact on a landowner’s economic interest?

Local governments planning under the GMA must use a process to ensure their regulatory or administrative actions do not result in an unconstitutional taking of private property. The Attorney General, who advises state agencies and local governments on these processes, developed an advisory memorandum to aid in decision-making processes. If a court finds that a regulation resulted in a “taking” of private property, it will order just compensation equal to the fair market value of the property. Additionally, government regulations can be invalidated if they are found to violate constitutional due process rights.

Military Compatibility Provision

While not included within the list of goals, the GMA (RCW 36.70A.530) states that military bases “are of particular importance to the economic health of the state of Washington and it is a priority of the state to protect the land surrounding our military installations from incompatible development.” Understanding that a military installation operates in service under a national defense mission, the GMA also cites statewide economic interests within its rationale for compatible planning. The GMA’s

compatibility provision stresses communication around land use actions. It presents an intent to discourage conditions that diminish the functionality of a base or impair its viability. The GMA military provision intends to avoid these conditions by establishing a requirement for two-way communication between the base and local governments. Specifically it requires cities and counties notify the base commander of their intent to amend the comprehensive plan or development regulations with a request for written recommendations and supporting facts relating to the use of the land being considered in the amendment.

Compatibility Insight: Energy Project Notification

In addition to notification requirements under the GMA, RCW 36.01.320 directs counties to give the DOD written notification about permit applications to site energy plants or alternative energy resources (see [Part 3](#) for consultation guidance for energy projects).

Consultation Requirement

Local planning staff have expertise on local land use plans, regulations, and pending projects. A military installation’s command and planning personnel have the expertise on mission requirements, installation capacity, and vulnerability to various forms of development. Consultation between the base and local government is essential to working through current or potential conflicts that can build between these neighbors. The GMA’s military compatibility provision requires planning communities (cities and counties) to:

- Notify the installation commander of the intent to amend the comprehensive plan or development regulations for lands adjacent to military installations.
- Request the installation commander provide a written recommendation and supporting facts relating to land use in

⁷⁰ *Washington State Department of Commerce, “A Short Course on Local Planning for Washington State Communities, Short Course Video Study Guide,” 2018, www.commerce.wa.gov/serving-communities/growth-management/short-course/*

the area addressed by the proposed adoption or amendment.

- Provide 60 days for response to the requesting government.

If the commander does not submit a response within 60 days, then the local government may presume implementation if the proposal will not adversely affect the installation. These notification protocols apply to cities and counties planning under the GMA that have a military installation, other than a reserve center, which:

- Is located within or adjacent to the jurisdiction's border.
- Is operated by the U.S. DOD.
- Employs 100 or more personnel.

The city or county's notification should be addressed from the jurisdiction to the installation commander. However, it is important that local government staff also establish and maintain contact with permanent base personnel who are authorized to provide information or assistance during the notification process. Depending on the installation, this may be a community planner, chief of staff, public affairs officer, or another staff position directly supporting the commander. This can be a highly valuable connection for ongoing and productive relations that survive changes in base command or planning staff.

Compatibility Insight: Working Relationships are Key

The GMA's notification requirement supplies a procedure, but this is not a substitute for maintaining a good working relationship. Civilian and military officials and planning personnel have key roles in fostering constructive intergovernmental relations beyond the notification protocols outlined by the GMA. They accomplish by communicating the needs of the populations they represent during in-person meetings, mutual visits to their respective planning sites, exchanging relevant

and timely information about concerns and projects.

Early consultation is a critical tool to support compatibility. Military base planners and involved personnel are encouraged to subscribe to receive local government notices, routinely reach out to build and maintain ongoing relationships, attend local meetings, or exchange tours for civilian-military areas to foster mutual awareness. Whether civilian or military, it is also wise to make in-person introductions for new staff or leadership a routine part of succession planning. Maintaining long-term coordination can be challenging, especially when conflicts arise. However, established and well-supported lines of communication are indispensable to conflict resolution when it is needed within compatibility planning.

Case Study: GMA Military Provision and the Growth Management Hearings Board

A quasi-judicial panel, the Growth Management Hearings Board (GMHB), helps local governments manage growth by providing decisions regarding appeals related to the implementation of the GMA. Allegations of state agencies, cities, or counties not complying with the GMA are heard by the GMHB to make clear determinations. Counties are divided into eastern, western and central regions so that cases can be heard in their area of origin.⁷¹

The GMHB ruled on a case involving the GMA's military provision, finding that a local land use amendment would have allowed development identified as "incompatible with the installation's ability to carry out its mission requirements," in violation of RCW 36.70A.530.

In 2009, the JLUS completed by jurisdictions around (and with) Fairchild AFB stated that non-residential uses shall not be re-designated for residential purposes and that current residential designated land shall not be modified for higher density on the property proposed for development. The City of Airway

⁷¹ Washington State, Growth Management Hearings Board, 2019, <http://www.qmhb.wa.gov/Information/Index>

Heights, Spokane County, and the City of Spokane entered into a local annexation agreement after conducting the JLUS. The agreement defined “incompatible development” as permitted land uses that are inconsistent with the JLUS.

In 2013, the city of Airway Heights amended maps and development regulations (Ordinance Numbers C-797 and C-798) authorizing the city’s hearing examiner to approve conditional use permits for multi-family development on 29 acres of commercially zoned land near FAFB and Spokane International Airport (SIA). Spokane County, the city of Spokane, and SIA filed a petition to review the regulations for violation of the GMA’s military base provision that protect military bases and airports from incompatible forms of development.

Upon appeal, the GMHB determined the ordinances allowed incompatible development, contrary to the GMA. The Board concluded that high-density development is incompatible with mission operations for Fairchild and the nearby airport, weakening protections for the airport, and the flying public, and future residents. Incompatible uses near areas of influence have a higher proportion of risk to aircraft approach and departure operations. The Board also found that by adopting the ordinances, JLUS planning and inter-local annexation agreements were abandoned, which undermined cooperative planning efforts between communities. The GMHB relied on the findings within the JLUS to make important determinations in this hearing.

Stakeholders in Land Use Processes

When it comes to planning—whether for a civilian or military context—interested stakeholders for a given topic can include, but are not limited to, cities, counties, tribes, state agencies, special purpose districts, interest groups, neighborhood groups, businesses, developers, property owners, renters, other community members, elected officials, and the military. Within local process, the GMA requires public engagement as well as engagement with other governmental stakeholders. During the

comprehensive planning process, the Planning Enabling Act (RCW 36.70.360) encourages local governments to cooperate with other authorities, departments, and agencies that may also have jurisdiction over the territories or facilities affected by a community’s plan. Early and ongoing engagement helps ensure outcomes address needs of the planning.

Stakeholder Communication

Military installations and local governments are encouraged to coordinate throughout local processes to understand local planning interests and military mission requirements. Local governments should include the base in public outreach and stakeholder engagement plans, and military base personnel should be encouraged to engage as stakeholders within the public process.

Access to information is important to stakeholders when compatibility studies, plans, projects, and routine training/testing activities either affect or may be affected by them. Organizations and leaders in civilian-military activities or compatibility efforts are encouraged to define “stakeholders” broadly, and to provide information that is timely, accurate, and understandable to those involved or affected.

Meaningful inclusion requires a wide range of outreach strategies and communication channels. This may include, but is not limited to:

- Information distributed by email, social media, and posted to official webpages.
- Announcements by mail, news releases, local news/newspapers, bulletins, and traditional sources of public notice.
- Well-advertised meetings at locations, times, and in formats that support idea-exchange.

Compatibility and Local Plans

The comprehensive planning process under the GMA, discussed further in the next section, is

composed of several steps and key players, critical to the development of an effective and thorough comprehensive plan, all guided by the goals and requirements of the GMA. Some key players include:

- Elected officials, like a city council or county commissioners, with decision-making authority on land use issues.
- Local planning staff who are largely in charge of the development of the plan, community outreach and presentation of recommendations to public officials.
- The planning commission that makes recommendations to elected officials on issues of zoning, land use regulations and comprehensive plan changes.

Planning under the GMA begins with public outreach to best inform local planners and elected officials of the interests of the community. Those interests shape the recommendations, goals and objectives that are organized in chapters or elements of the comprehensive plan.

Compatibility Insight: Compatibility Implementation

If a jurisdiction has not implemented results from the most recent Joint Land Use Study (JLUS) or other compatibility planning document, the periodic update is a good time to open a dialogue about how to incorporate the findings of the JLUS into the comprehensive plan and development regulations. Likewise, when developing a compatibility plan or a study, like a JLUS, identify steps and a timeline for implementation that connects with the local public process and planning cycles.

Compatibility Insight: Consult Early

Early consultation between a military base and local government before proposals are placed before a legislative body for review or adoption ensures the greatest opportunity to catch and address concerns. As [Part 1](#) outlined with points of participation in local processes, it is useful to monitor docketed items to stay informed on proposals or emerging issues.

Compatibility and Local Codes

As first introduced in [Part 1](#), local codes (development regulations) are the controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances. These are adopted in city code and are the rules governing review and approval of development projects. Although sometimes organized as separate portions of the code, Washington law encourages local governments to create a unified development code, integrating all portions of the city code that relate to project permit review.

The Zoning Ordinance

Zoning is a type of development regulation used to apply specific control over the use of buildings, structures, and land uses, such as agriculture, industry, business, and residences. Zoning may also set specific guidance parameters on the location, size of building and structure, the size of yards, open space, the density of population, and parking facilities among other things. See RCW 36.70.750 for a more complete list of zoning examples.

Compatibility Insight: Overlay Zones

An overlay zone is a kind of zoning district that applies special requirements to projects within a defined area. These requirements apply in addition to the rules in the underlying zone. When standards conflict or overlap, the most restrictive applies. Overlay zones such as a military influence overlay zone, accident potential zone, or noise protection zones defined in sources like AICUZ studies or a JLUS can offer protection for residents from military impacts and preserve military capacity. Overlay zones are integrated within local zoning maps, corresponding with the underlying land use designations and general zoning requirements. However, more stringent zoning criteria can be applied within overlay zones or within designated special use districts.

Criteria or standards might address structure height, building design and orientation, or indoor sound requirements. Real estate disclosures within these areas for incoming residents can support their informed decision making. Overlays also can be useful for focused planning efforts and subarea plans to address localized needs. A community may find that overlay zones offer added ability to avoid adverse impacts on either residents or military personnel, and still offer viable use of properties within the area. Part 3 provides sample language and examples from some Washington state communities.

Critical Areas Ordinance

Jurisdictions are required to designate and protect the functions and values of critical areas in their development regulations, using the best available scientific information available. The GMA identifies five critical areas: wetlands, critical recharge areas, frequently flooded areas, geologically hazardous area, and fish and wildlife habitat conservation areas. In addition to state requirements for critical areas, there are several federal laws that address critical areas, including the Endangered Species Act, the Clean Water Act and the National Environmental Policy Act.

The Subdivision Ordinance

Subdividing is the process of taking a piece of land, defined as a parcel or a tract, and dividing into smaller parcels for future sale. These assure that the subdivision does not create illegal lots, lots without legal access, or lots with nonconforming uses. Subdivisions must also make adequate provisions for the protection of the public interest as well as protect buyers.

These laws assure that the subdivision process creates lots that are suitable for the uses envisioned in the zoning ordinance. The subdivision ordinance contains a relatively streamlined procedure, called a short plat for smaller subdivisions; and a long plat for larger subdivisions. Subdivision rules typically define procedures for subdivisions and establish design standards for lots that apply in all zones.

Growth Management Resources

The Growth Management Services unit at Commerce is supports cities, towns and counties across Washington with technical assistance, training, and education in areas related to planning, development regulations, infrastructure, community services, housing, and economic development. Growth Management Services has also been the administrator for grant funding set aside by the Washington State Legislature for land use needs. Visit online to learn about current resources or projects: www.commerce.wa.gov/serving-communities/growth-management/

The Growth Management Services webpage hosts number of tools and resources that support completing or updating comprehensive plans or development regulations, like checklists and guidebooks on a variety of planning topics.

The zoning ordinance also contains standards particular to each zone that apply during the subdivision process. Subdivision planning occurs in two phases. Preliminary plat approval is approval of the plan, showing how the proposed subdivision meets all the requirements in the development regulations. After preliminary plat approval, the applicant constructs the improvements needed to support the subdivision.

Compatibility Insight: Cluster Subdivisions

Cluster subdivisions are an innovative development tool in compatibility planning due to the flexibility they provide in lot size and orientation, design standards, layout, and variety of housing types. A cluster development also provides large areas of open space, offering developers the creativity they may need to promote compatible uses in their community. Planned Unit Developments (PUD) also offer more flexible development standards, allowing for different amenities and a mix of housing styles and types suited to meet the unique needs of a community. Subdivision regulations coupled with zoning standards provide extra tools for the compatibility planner to employ to protect residents and support military activities.

Local Project Review and Permitting

With numerous environmental laws and regulations, each with its own permit application and approval process, permitting can be a lot for local governments to manage. To minimize duplication and inefficiency, and to keep the process as simple as possible for public participation in comment and review periods, the Legislature adopted the Local Project Review Act (RCW 36.70B.010), which requires counties and cities to adopt procedures for fair and timely project permit review. This includes permitting for buildings, subdivisions, binding site plans, planned unit developments, rezones, permits required by critical area ordinances, conditional uses and other land uses.

Further, the GMA brings attention to the same concern by including permit processing as one of its goals, similarly addressing the need for efficient processes for permit application and review. RCW 36.70A.020(7) states that as a goal of the GMA, applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

Permitting procedures can include disclosures of installation proximity, noise or light emission, or other issues common to nearby bases to ensure consumer protection and development that is compatible with installation needs.

Building and Construction Permits

Local governments issue permits for building and construction projects. The permitting



*Image: Notice of proposed land use action sign.
Credit: P Robinson, 2013, westsideseattle.com*

process is intended to ensure that proposed projects conform to the forms of development allowable under the community's comprehensive plan and development regulations. Local permit review processes vary according to project type and other factors, some of which are summarized here.

Construction activity of any kind typically requires a local permit. Permit approval assures that buildings are consistent with the local zoning ordinance and the building code. Local governments usually refer specific construction standards like the International Building Code. Permit approval helps neighbors know what to expect with new construction while assuring that impacts like runoff or dust from construction activity does not impact adjacent property. Clearing and grading permits are often required for land disturbance or clearing to prevent activities that create erosion or other impacts during site preparation.

Compatibility Insight: Codes to Reduce Impacts

Construction standards and building codes provide an area of opportunity to address common concerns in certain impacted areas. Standards that support compatibility might involve limiting structure heights in low-altitude flight paths and building codes for sound attenuation can help address noise impacts.

Design codes and construction standards can also help reduce light pollution. Urbanization produces light pollution that brightens the night sky, with potential impacts on wildlife, recreational stargazing, air traffic navigation, and military training/testing activities that rely on night vision. Ordinances and practices to preserve dark skies can support military capacity while fulfilling local goals to promote energy efficiency, preserve views and protect wildlife.

Compatibility Insight: Avigation Easements

Avigation easements provide overflight rights to the airspace above a property, allowing aircraft to fly at lower levels above private property. The easement also prevents structures from

being constructed or erected in the easement area that might interfere with aircraft activities.

Communities may require aviation easements in applicable development applications to ensure compatibility with neighboring military airfield activities. See [Part 3](#) for a sample aviation easement form, relevant example zoning code language, and other resources.

Permit Review

A project permit decision is a decision to approve a specific application. It is a quasi-judicial rather than a legislative process, even when the legislative body takes final action. This means that the local government is applying its development regulations to a specific project permit application in its decision and is bound by its existing regulations. Public notice and review procedures vary widely depending on the type of project and the rules for the permits needed for the project.

Washington law requires local governments to develop a unified project review process that consolidates local review, hearings and appeals into a single process for all local government permits. Although the GMA and procedures governing comprehensive planning heavily favor a deliberative process, the permitting process heavily favors a quick and predictable process with defined timelines for review and limited opportunities for large-scale public debates on projects. If a project is consistent with applicable development regulations, it usually will be approved quickly.

The development regulations usually specify the notice and review procedures for different types of project applications based on their size, complexity and the type of permit needed for the project. Planning staff may administratively approve some project applications; other projects require the legislative body's approval.

Local governments are not responsible for advising applicants of what other permits may be needed for a project. Depending on the project, state or federal permits may also be required. For example, state highway access will

require a permit, and industrial processes may require special state permits. Work occurring in waterways will also typically require a hydraulic permit and work in the shoreline area may require a shoreline permit.

Compatibility Insight: Development Review

To best address issues of compatibility, it is important for both the community planner and military personnel to recognize the value of early and ongoing communication during the planning process. Military staff may participate in planning commission meetings, public hearings, and other public processes associated with the approval and review of development regulations, the comprehensive plan, and zoning amendments.

Further, some jurisdictions may find it useful to have a formal practice of sending certain development applications to a military neighbor for review in advance of a scheduled public hearing. It is advisable that a local government work with the installation to identify which types of actions or projects would apply as compatibility concerns vary by location.

Community planning liaisons from the Navy regularly attend local and regional planning meetings and have worked with cities like Bremerton to identify communication practices around potential development. These relationships foster early communication around development activity, which helps avoid late-phase discovery of potential conflict at a time when greater investment has been made.

Concurrency

Concurrency is a goal of the GMA and is in place to ensure that adequate public facilities are developed at pace with the needs of a growing population and development demands. The GMA is most specific on level-of-service concurrency and land development as it relates to transportation planning, although some jurisdictions also adopt concurrency standards for public facilities outside of transportation, such as: parks, recreational facilities,

wastewater treatment, storm water, and schools. The level-of-service standard is addressed typically in the transportation, parks, and capital facilities elements of the comprehensive plan. Concurrency implies that the improvements necessary, or a financial commitment to complete the improvements for the necessary development, are in place within six years.

Counties and cities should also consider regulations responsible for procedures and processes that govern concurrency standards. The process is used to determine if public facilities have enough capacity to meet the needs of a proposed development. Some examples of concurrency management systems include capacity monitoring, capacity allocation procedures, capacity calculations for proposed and existing developments, consideration of mitigation methods, and a regulatory response for development that would cause concurrency standards to fall below the adopted levels.

Consistency

The GMA requires that the comprehensive plan be internally consistent, and all elements of the plan must be consistent with the county or city future land use map. Local jurisdictions shall also ensure that the goals and policies of the comprehensive plan are consistent with their development regulations and effectively implement the vision of the plan. This also applies to critical areas ordinances, which must be reviewed to ensure their consistency with both the development regulations and the comprehensive plan.

Comprehensive plans must be consistent with the plans of neighboring cities, counties, county-wide planning policies, and in some cases, regional planning entities' plans. The capital facilities plan and its budget must conform to the projects, goals, and policies of the comprehensive plan as well. Local governments must ensure the comprehensive plan is consistent with their other suite of plans and policies, including the emergency

Concurrency in Transportation

After adopting a comprehensive plan, jurisdictions must prohibit development that would cause their transportation system to drop below the plan's performance standards.

This requirement is referred to as "concurrency" because it requires system improvements to happen concurrent with development. However, concurrency is not required for highways of statewide significance since jurisdictions do not set their level-of-service. A concurrency management system governs this process and contains the following components:

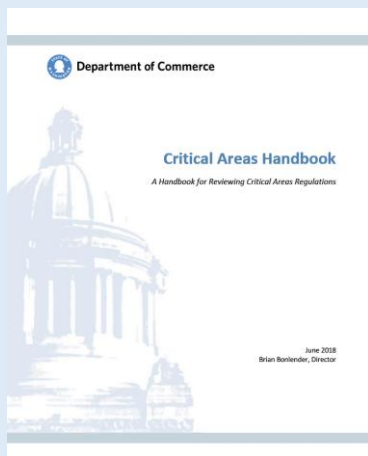
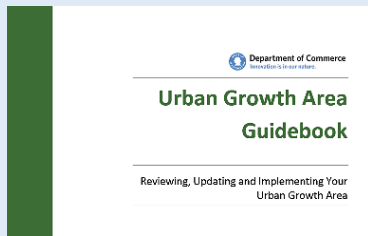
1. Level-of-service (LOS) standards are the targets and measurements that form the benchmark of a transportation system's performance. Jurisdictions have flexibility in setting LOS standards for their transportation system's components. The development review process cannot allow conditions to fall below adopted LOS standards.
2. Capacity monitoring reports a transportation system's performance so new project applications can be tracked against available capacity.
3. Capacity allocation involves distributing available capacity to individual project applications and provides applicants with assurance that the required capacity is allocated to their project, per RCW 36.70A.070 (6).



Image: Unity Bridge near JBLM. Credit: J. Jimnez, DvidsHub.net ID 2024256, 2015.

Washington State Resource Materials

Guidebooks and webinars for various planning subjects are available online through Growth Management Services on the Commerce webpage: www.commerce.wa.gov/serving-communities/growth-management/guidebooks-and-resources/



management plan, shoreline management plan, level-of-service standards, and proposed locations and public facilities capacity.

Compatibility Insight: Subarea Plans (Example)

Subarea plans focus on smaller areas within a jurisdiction and must be consistent with the comprehensive plan. When subareas involve military and community coordination to identify concerns and recommendations, such plans can provide benefits that are similar to more formal compatibility plans like a JLUS. Some

jurisdictions have incorporated nearby military bases within subarea plans or project studies. An example from the City of Everett Central Waterfront Redevelopment Plan (2013) offers several points regarding compatibility with Naval Station Everett.⁷² Following consultation between the city and base, the points reflect input from the commander.⁷³ The plan's concerns and suggestions include:

- Facilities that manufactures/store flammables or supports aircraft presence, like helipads, would be incompatible in the area.
- [The Port of Everett and NSE share] concern about public access and ability to use the harbor for recreation. They also share concerns about increased opportunities for terrorist threats resulting from higher accessibility.
- Public access and restrictions should maintain a minimum separation from on-base facilities to protect security.
- To protect perimeter security, windows facing Navy property should be opaque, preventing observation of activities.
- Standards should consider addressing noise, glare, and night operations to prevent impact to Navy facilities.

The plan described a Navy request for security setbacks from their existing buildings and parking areas, consistent with DOD Anti-Terrorism Force Protection policies. Section 5 of the Everett Municipal Code (19.26.020) prohibits “new facilities, including buildings, parking, storage areas and public access trails” from within 50 feet of NSE, though roads are allowed.⁷⁴ The plan also recommends certain forms of development proposals be required to

⁷² City of Everett, “Central Waterfront Redevelopment Plan,” 2013 (Ord. No. 3311-13), <https://everettwa.gov/DocumentCenter/View/2880/Central-Waterfront-Redevelopment-Plan>

⁷³ Department of the Navy, Letter from Naval Station Everett (Captain M.J. Coury) to the City of Everett, 8/14/2012, <https://everettwa.gov/DocumentCenter/View/1242/Written-Comments-PDF?bidId=>

⁷⁴ City of Everett, Everett Municipal Code, 19.26.020(5) Setbacks, 2018, www.codepublishing.com/WA/Everett/html/Everett19/Everett1926.html

provide operations and/or security plans for city and Naval review if they would add marine traffic, increase accessibility to sensitive areas, or emit electromagnetic frequencies. For example, the Everett Municipal Code implements this as a requirement of development approval for new businesses in the Central Waterfront Planning area, providing NSE a minimum review window of 15 days to comment on the plan.⁷⁵

Plan Elements and Compatibility

The GMA requires several elements (chapters) within a comprehensive plan, some of which correspond directly with the goals of the GMA. Communities near military bases or ranges are encouraged to consider compatibility within goals and sections of the comprehensive plan. Mutual interests for civilian-military compatibility can be supported through the GMA's goals and comprehensive plan elements. The GMA requires the following elements within a comprehensive plan:

1. Land Use Element
2. Housing Element
3. Capital Facilities Element
4. Utilities Element
5. Rural Element (Counties)
6. Transportation Element
7. Economic Development
8. Parks and Recreation
9. Ports (some exceptions apply)

A community may also choose to adopt optional chapters in response to local interests, like historic/cultural preservation, environmental sustainability, or compatibility. Optional elements must be consistent with all other plan elements.

Compatibility insight: Sustainability and Resilience

Some communities consider sustainability, ecological health, and climate change within

their comprehensive plans. These are also important to military stakeholders who must keep their installation's resilience to change of any kind in the forefront of their planning efforts. Facilities along coastlines and floodplains must examine potential threats of sea-level rise and extreme storm events that could threaten personnel, equipment, infrastructure, or other property. Installations must also plan for drought conditions that increase risk of fires. It is advisable to reach out to the military and have a discussion about resilience when exploring environmental sustainability, climate change adaptation, and emergency management/recovery within the planning process.

1. Land Use Element

The land use element connects a community's physical landscape to the activities and growth of the area population. Using maps and text, it outlines the area and distribution of land uses, including resource lands, housing, commerce, industry, recreation, open space, civilian airports, utilities, public facilities, and other land uses. It includes population projections, population densities, and building intensities. The land use element addresses issues of groundwater quantity, water quality, drainage, storm water run-off, flooding, and, where applicable, includes guidance to mitigate or cleanse polluted waters.

Urban Growth Area (UGA)

Municipal boundaries are contained within an Urban Growth Area (UGA) that is defined through the comprehensive planning process. The UGA outlines all county areas identified for future annexation into a municipality. UGAs are determined based on population projections over a 20-year period, which are estimated by the Office of Financial Management (OFM). The UGA is an essential part of the land use element in the comprehensive plan.

⁷⁵ *City of Everett, Everett Municipal Code, 19.26.020(17) Compatibility with Naval Station Everett, 2018, www.codepublishing.com/WA/Everett/html/Everett19/Everett1926.html*

Designation of the UGA occurs within the comprehensive planning process and annexation outside of the UGA is prohibited. It is most appropriate that urban services not be extended to rural areas unless it is shown necessary to protect basic public health and safety and the environment, and so long as they can be financially supported and do not allow for urban development. UGAs must also include greenbelts and open space areas, which can simultaneously support compatibility interests.

Preserved natural areas, open space, and resources are areas of great compatibility potential. Planning for concentrated urban growth can serve stewardship of habitat, and working lands can be a means of addressing civilian-military land use conflicts in some areas.

Sprawl Reduction and Concentrated Growth

One of the GMA's primary goals is to limit low-density, sprawling development patterns and encourage fiscally responsible infrastructure decisions through the implementation of urban growth areas. Counties collaborate with cities on the designation of urban growth areas to encourage higher densities that should be supported by cost-effective urban services.

Directing growth into urban areas achieves other GMA goals by protecting critical areas, conserving natural resource lands, such as farms and forests, and maintaining rural character in unincorporated areas. Urban growth areas also provide local communities and developers with some certainty about how and where development will occur over the 20-year planning period.

Compatibility Insight: Population Projections

In accordance with RCW 43.62.035, the Office of Financial Management (OFM) assesses percentage of population increase that counties can anticipate in a 20-year planning timeframe.

OFM's population projections include low-to-high projections that a county uses for planning targets for cities, towns, and unincorporated areas within its borders. The varied projections reflect what OFM calls "uncertainty bands," which include data for fluctuating or migrating populations like military households.

OFM's resident population data includes military personnel and dependents. OFM gathers population counts from large military installations each year. Military movement is considered a variable component of OFM's population change considerations.⁷⁶

Compatibility Insight: Emerging Issues for Water

Since the 1950s consumer products have used stain/water-resistant and non-stick coatings that contain a class of chemicals, Perfluoroalkyl and Polyfluoroalkyl (PFAS). PFAS also appear in certain legacy firefighting foams the military has used for fire response and training. The Environmental Protection Agency recently reviewed impacts and lifetime exposure limits for this family of chemicals, prompting the DOD to test the quality of its base and neighboring community water sources.

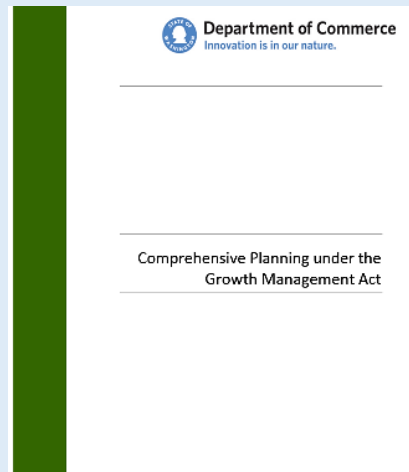
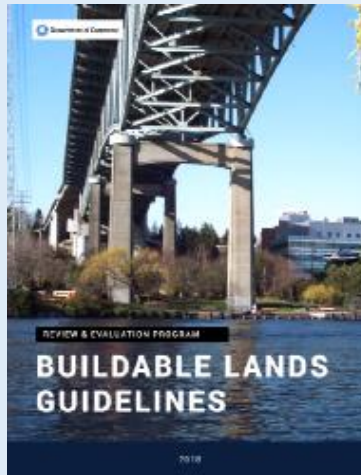
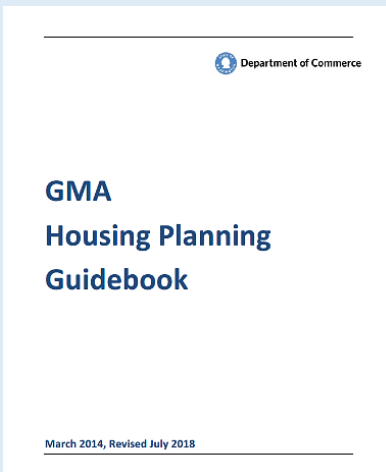
Use of legacy PFAS-based firefighting foam was identified as the leading source of drinking water contamination above the EPA's health advisory level of 70 parts per million at JBLM, areas around NAS-WI, and in Airway Heights near FAFB.⁷⁷ PFAS chemicals are persistent—they do not easily break down in the environment. People and animals exposed to higher PFAS concentrations over time can accumulate unhealthy levels.⁷⁸

This is an emerging issue on which the DOD, EPA, local governments, the Washington State Department of Health (DOH), the Department of Ecology, and others are working to examine and address. Most public health actions to date

⁷⁶ Washington State Office of Financial Management, www.ofm.wa.gov/washington-data-research/population-demographics/population-forecasts-and-projections/growth-management-act-county-projections

⁷⁷ City of Issaquah Washington, PFCs, 2018, www.issaquahwa.gov/PFCs

⁷⁸ Washington State Department of Health, PFAS, 2018, www.doh.wa.gov/CommunityandEnvironment/Contaminants/PFAS#HealthConcerns

Growth Management Services Guidebooks and Resources:

Source: Washington State Department of Commerce, "GMA Housing Planning Guidebook," 2018, Washington State Department of Commerce, "Buildable Lands Guidelines," 2018, Washington State Department of Commerce, "Capital Facilities Planning Guidebook," 2014. Guidebooks and webinars for various planning subjects are available online through Growth Management Services on the Commerce webpage: www.commerce.wa.gov/serving-communities/growth-management/guidebooks-and-resources/

involve supplying bottled water, treating contaminated groundwater at the wellhead, and some cleanup of contaminated soil or upstream sources to lower PFAS concentrations. Efforts are underway to identify sources, health impacts, environmental affects, and methods to reduce or eliminate contamination.⁷⁹

2. Housing Element

The GMA promotes availability of affordable housing to all economic segments of the population through a variety of residential densities, housing types, and preservation of existing housing stock (RCW 36.70A.020). Housing element goals and policies should be consistent with the goals and policies found in land use and economic development elements of the comprehensive plan, and consistent with county-wide and multi-county planning policies, as they all address housing-related topics.

Comprehensive plans and development regulations pursue diversity in housing stock

based on demographics and reviews of regional supply. An inventory and analysis for existing and projected housing needs determines the number of housing units required. Such assessments lead to recommendations and a statement of goals and policies to preserve, improve, and develop housing.

A housing inventory identifies sufficient land for all types of housing needs, including low-income housing, multifamily housing, group homes and foster care facilities, and projects needs for residents from all economic backgrounds. Communities typically use surveys and reports on housing conditions, along with a housing needs assessment to set priorities.

Communities must be certain to treat classes of housing and residents equally to comply with the GMA. It is important that military personnel and their dependents be included in standard assessments for data on housing tenure, median home prices, rental and owner occupancy figures, vacancy rates, and other

⁷⁹ Washington State Department of Health/Department of Ecology, Hazardous Waste and Toxics Reduction Program, "Focus on: PFAS Chemical Action Plan," 2018. <https://fortress.wa.gov/ecy/publications/documents/1804002.pdf>

essential statistics for the development of long-range housing goals.

Compatibility Insight: Military Housing

Military housing considerations are an important factor to examine within local plans. Housing stock analyses need to consider past and potential fluctuations in housing demand associated with mission expansions or contraction. Analysis must also examine the choices military households make, how their choices influence the local housing market, and what unique needs they may have relative to other residents in the community.

Military personnel must be able to report to their duty location on short notice. Basic Allowance for Housing (BAH) recipients choose whether to live within the community of their duty station or to commute to work from elsewhere. When base housing or privatized government housing is unavailable at their duty location, military personnel and dependents reside in nearby communities. In instances where the DOD issues more housing stipends, it can increase demand for suitable housing nearby.

Washington state agencies like the Department of Health and the Department of Social and Health Services can be important partners working with local jurisdictions and the military base to help provide access to safe and healthy housing for community and service members alike.⁸⁰

Since government-provided housing is limited, the DOD provides service members with a BAH to cover monthly housing costs. In some

markets, the BAH may not keep pace with local housing trends. However, the DOD does periodically adjust the BAH to reflect cost of living and market changes. In turn, this may influence landlord pricing decisions. These are dynamic variables factoring into a plan's demographic, economic, and housing analyses, with implications for other plan elements.

The BAH rates are based on an analysis of median rental rates and average utility prices reflected in current rental market conditions. The allowance applies toward rent or mortgage costs. Total monthly allowance reflects the recipient's rank, plus a flat amount if they have one or more dependents.

The DOD Defense Travel Management Office manages the BAH for military personnel and provides information online including a BAH calculator and informational resources.⁸¹ The DOD publishes data and a BAH Primer to explain the program purpose and data analysis approach.⁸²

Compatibility Insight: School Impact Aid

School location and educational quality are important factors when military families make housing choices. Certain school districts with high military dependent enrollment are eligible to receive impact aid from the DOD's Defense Education Activity (DODEA). School impact aid also intends to offset enrollment significantly increased or decreased due to major base closures or changes and reimburse for services schools provide to military dependent children with severe disabilities.⁸³ DODEA administers DOD Impact Aid through three main programs:

⁸⁰ Washington State Department of Health, *Healthy Home*, 2019, www.doh.wa.gov/YouandYourFamily/HealthyHome; Washington State Department of Social and Health Services, *Housing Assistance*, 2019, <https://www.dshs.wa.gov/housing-assistance>

⁸¹ Access the BAH calculator to explore rate changes according to zip code and find more resources online: Defense Travel Management Office, *Basic Allowance for Housing (BAH)*, 2019, www.defensetravel.dod.mil/site/bah.cfm

⁸² DOD, *Personnel and Readiness*, "A Primer on the Basic Allowance for Housing (BAH)," 2019, www.defensetravel.dod.mil/Docs/perdiem/BAH-Primer.pdf

⁸³ DOD, *DODEA Administrative Instruction 1325.01*, "DOD Impact Aid Program for Local Educational Agencies (pursuant Title 20 § 7703 and 7703b USC)," 2018 www.dodea.edu/Offices/PolicyAndLegislation/loader.cfm?csModule=security/getfile&pageid=760982&CFID=9952776&CFTOKEN=1a110ba1e3f6ad0c-E3711EC5-5056-890C-9D1F19263A0D909F

- DOD Impact Aid Supplemental funding for local schools impacted by a large proportion of military dependent students.
- DOD Impact Aid for Children with Severe Disabilities to reimburse school systems for money spent on military dependent children with severe disabilities.
- DOD Impact Aid for Large Scale Rebasing (BRAC) Program where an action under a BRAC process significantly increased or decreased military dependent student enrollment.

The DOD coordinates these programs through School Liaison Officer programs under each service branch. School liaisons are the main contacts for school-related matters. They coordinate with families, military command, and local school systems to help address student needs and the impacts on a community that are associated with high military dependent student enrollment. Access information and School Liaison directories on the DODEA webpage:⁸⁴

- Reports, references, and guides: www.dodea.edu/Partnership/referenceAndGuides.cfm
- Liaison Officer Programs: www.dodea.edu/Partnership/schoolLiaisonOfficers.cfm

3. Capital Facilities Element

The capital facilities element helps communities plan for public facilities to meet the needs of existing and projected development, ensuring jurisdictions' funding is spent most efficiently, and allows for the prioritization of projects and organized information for the successful application of loans and grants.

Public facilities are defined as streets, roads, and their lighting systems, highways, sidewalks, traffic signals, domestic water systems, storm

and sanitary sewer systems, parks and recreational facilities, and schools. Essential public facilities may also include airports, state educational facilities, transportation facilities, and correctional facilities.

Capital facilities plans should include: an inventory of existing publicly owned capital facilities (including parks and recreation facilities) with location and capacities listed, a forecast of future needs for those facilities, a description including location and capacity planning for new or expanded facilities, a six-year plan identifying financing and funding for the maintenance and development of capital facilities (updated annually), and a requirement to reassess the land use element if funding cannot meet the existing needs and to ensure the plan is coordinated and consistent. A capital facilities plan implements the land use element, and they must be consistent and coordinated.

The current or planned location of capital facilities identified in local plans can be an indicator for the direction of future growth, as developers often look at the availability of utilities when determining where to build. Consequently, jurisdictions concerned about long-term compatibility should consider whether capital facilities siting is contributing toward a trend of higher development pressures near a base or range.

Compatibility Insight: Capital Facilities

Capital facilities elements and Capital Improvement Plans (CIPs) can be good sources of information about a community's timeline for capital investments and the direction of future development. Capital facilities and infrastructure are recognized as attractors for or precursors to development, so communities concerned about compatibility should consider this early on and communicate plans with a neighboring base.

Likewise, to better understand a community's vision for public facilities, a military planner may participate in comprehensive planning

⁸⁴ DODEA, *DOD Impact Aid for Military Connected School Districts*, 2018, www.dodea.edu/Partnership/impact.cfm

stakeholder engagement opportunities. Early participation in the planning process allows for open dialogue on compatibility as the capital facilities plan evolves.

Compatibility Insight: Shared Services

It is not uncommon for jurisdictions and military bases to share a variety of community services, public facilities, and utilities that serve their communities. Partnerships between cities and bases can mean shared use of recreational facilities, parks, libraries, swimming pools, churches, child services, higher education, health care, social services, and housing.

Community services are not exclusive to the people living in town or at a military installation. Facilities and services needed for military families, dependents, and military retirees are the same services that benefit local community members. The process of co-planning identifies shared services unique to the needs and wants of the people who live in the area and fosters a sense of community and cohesion between residents on-base or off.

Shared services can be formalized with tools like Intergovernmental Service Agreements (IGSA) or Public-to-Public/Public-to-Private (“P4”) partnerships. P4 partnerships offer compatibility planning alternatives for public services, occasionally including DOD lease of property or equipment to a public or private partner for a mutually beneficial purpose.

A common example of shared resources and compatibility opportunities is within the field of emergency services. Shared resources and access to skilled personnel both from the community to the installation and from the military to the community, results in a stronger response effort and more capacity for addressing emergency issues and safety needs. Access to specialized equipment improves services and enhances the overall relief effort. Inter-local agreements, mutual aid agreements or cost-sharing for shared facilities, infrastructure, and utilities, allow neighboring communities and the military to share resources through a formal process.

The Washington State Comprehensive Emergency Management Plan (CEMP) is the framework for statewide emergency prevention, preparedness, mitigation, response and recovery.⁸⁵ The CEMP’s scope applies to state agencies, offices, departments, institutions of higher education, commissions, boards, and councils. The CEMP reviews state hazards and response procedures in order to coordinate a broad range of local, state, and federal resources and services most needed during a state of emergency. The CEMP outlines the state’s police power authority, participation in interstate mutual aid agreements under RCW 38.10, the Emergency Management Assistance Compact (EMAC), and prerequisites for access to federal disaster recovery programs. The



Images: (Left) A volunteer from Central Washington Mountain Rescue watches a U.S. Army Air Ambulance Detachment during a joint-training exercise at Yakima Training Center. Credit: B. Harris, 2016, dvidshub.net (Right) Sailors of the USS John C. Stennis overlooking Puget Sound waters. Credit: A. Akre, 2017, dvidshub.net

⁸⁵ Washington State Comprehensive Emergency Management Plan, 2016, <https://mil.wa.gov/plans>

CEMP incorporates mutual aid agreements that jurisdictions or participating tribes hold to provide emergency aid (pursuant to RCW 38.56.020: Intrastate Mutual Aid System).

Shared services and planning between a base and community represent a critical area of coordination that can help save lives and property in times of emergency. The 2015 NBK JLUS notes and describes this relationship:

***Emergency service coordination:** The Navy and local service providers have a history of working together to provide emergency services. NAVMAGII and NBK have mutual aid agreements with surrounding jurisdictions to reinforce capabilities and share resources. In addition, NAVMAGII is incorporated in the Jefferson County Emergency Planning documents and conducts training and emergency response with mutual aid agencies regularly (p. 85)⁸⁶*

4. Utilities Element

The comprehensive plan utilities element must include the general location, proposed location, and capacity of all existing and proposed utilities, including transmission lines, telecommunication lines, and natural gas lines, among others. The element may also include goals and policies regarding water and sewer facilities, stormwater, solid waste, electricity natural gas, and telecommunications. Goals typically address capacity, rates and fees, extension of services, sufficient land availability for siting/expansion of facilities, levels of service standards, and other cost strategies and efficiency plans.

Compatibility Insight: Energy Siting

Certain energy projects may pose risks for pilot safety, navigation, and communications in some areas of Washington State. Tall structures may breach low-altitude flight paths, reflective materials like solar arrays can produce glint/glare, and wind turbines produce

electromagnetic interference that disrupts navigation. The DOD has an ongoing process of identifying areas of potential concern related to power generation sites and transmission lines.

Developers or other participants in energy project siting are strongly advised to contact local representatives of the DOD very early in the process, even before the permit application stage, to discuss compatible siting and plan around avoidable risks to flight safety or to the project (see [Part 3](#) for consultation guidance for this and other compatibility needs). Though many projects pose no compatibility risk, early consultation with the DOD is recommended for new energy development, including traditional and renewable energy development or new transmission lines.

In Washington State, energy projects have dual tracks for siting—through local/county review or through the State of Washington Energy Facility Site Evaluation Council (EFSEC). The EFSEC website provides energy siting information, including contacts for regional DOD representatives who can provide preliminary consultation for energy developers or others with an interest in an energy project.⁸⁷ Written notice is also formally required at the time of a county’s receipt of an energy project application under RCW 36.01.320. As a minimum, the statute requires the county’s notification to the DOD include:

- (a) A description of the proposed project.
- (b) Site location.
- (c) Number and placement of energy plant or alternative energy resource.
- (d) Due date/time for when the county must receive comments.
- (e) Contact information for the permitting authority and applicant.

⁸⁶ City of Bremerton, “Naval Base Kitsap Joint Land Use Study,” 2015, http://compplan.kitsapgov.com/Documents/KIILJLUS_DRAFT_FullAppendices_2015%2007%2028.pdf

⁸⁷ State of Washington Energy Facility Site Evaluation Council, 2019, www.efsec.wa.gov/

It is important to note that projects are also subject to the Federal Aviation Administration (FAA) Obstruction Evaluation/Airport Airspace Analysis (OE/AAA) to ensure air safety and the efficient use of navigable airspace. The process involves notification to the FAA at least 45 days before construction starts. Notices help the FAA communicate standards to adequately mark (and light) buildings, chimneys, antenna towers, storage tanks, and other structures. Filing requirements vary based on location, height, airport proximity, and other criteria. For more information on OE/AAA, visit:

<https://oeaaa.faa.gov/oeaaa/external/portal.jsp>

5. Rural Element (Counties)

The rural element applies to county lands outside of UGAs that are not designated for urban growth. The rural element is concerned with agriculture, forest or mineral resources. The rural element may allow for limited areas of more intensive rural development, including necessary public facilities and public services.⁸⁸ The rural element preserves working lands, open space, critical areas, surface water, and groundwater resources. While the rural element focuses on protecting against conflicts with agricultural, forest, and mineral resource lands, the objectives may align with compatibility interests.

Compatibility Insight: Transfer of Development

Transfer of development rights (TDR) are used to protect agricultural and natural resource lands and historic or cultural resources from adverse impacts related to development by redirecting development from portions of a private landowner's property to another more suitable area. This compatibility tool may be used to serve the needs of a community to protect working lands and rural areas, while also preserving forms of land use that are generally non-interfering to military activities.

Environmental and Resource Industries Goals

The list of thirteen GMA planning goals includes both an environmental and a natural resource

industries protection goal. These goals are often addressed in the land use, open space and recreation, and rural elements of the comprehensive plan and critical areas development regulations. Due to the overlapping nature of comprehensive plan topics, consistency of policies and strategies across goals and regulations is important. Plans and local ordinances should maintain and enhance natural resource-based industries, including productive timber, agricultural, and fishery industries. The land use map identifies the location of the designated critical areas and natural resource lands.

Communities utilize the open space and recreation element to also plan for the conservation of open spaces, which supports environmental services to their communities in the form of healthy air, water and wildlife habitat. Economic development in the rural element can support natural resource industries by implementing policies and goals that sustain natural resource-based businesses and the rural lifestyle resident's desire. The protection of natural resource lands is of mutual benefit and interest to many military service branches for training purposes and can be a common interest to explore when conducting compatibility planning.

6. Transportation Element

The transportation element requirements in the GMA contain the most lengthy and detailed requirements specified for any of the elements. The principles for capital facilities generally also apply to transportation. In addition to those, the transportation element includes some of the most detailed coordination requirements.

The basic components of a transportation element are the same as for other capital facilities:

- Goals and Policies
- Inventory of the existing system

⁸⁸ *Washington State Legislature, RCW 36.70a.070(5)(d)—Comprehensive Plans—Mandatory Elements*, <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.070>

- Forecast of future need (10-year travel forecast)
- Adopted levels-of-service
- Identification of system needs
- Multi-year financing plan

The transportation system functions as a single system that people expect to function as one. However, responsibility for planning and operating the system is spread across state, county, regional and federal governments. The transportation element requirements contain detailed requirements governing how the transportation element is integrated with state and regional transportation planning. The GMA requires local governments to coordinate with the Washington State Department of Transportation (WSDOT).

Local plans must be consistent with the state and regional transportation plans. Regional Transportation Planning Organizations (RTPOs) must certify that local transportation plans are consistent with the regional transportation plans. To inform planning efforts, both local and regional entities should consult JLUS documents for data, recommendations, and policy considerations that give insights on mission activities and planning issues in their own area.

A critical step in transportation planning is setting levels-of-service, a standard adopted that defines adequate performance for the transportation system. Jurisdictions adopt levels-of-service for the local transportation network. WSDOT adopts levels-of-service for highways of statewide significance.

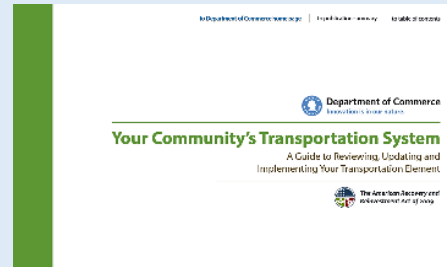
Transportation Goal

Regional transportation is one of the several goals included in the GMA, which is stated in RCW 36.70A.020 with the purpose to encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Adopting compatibility as a regional priority and incorporating installations and the traffic they

Transportation Guidebooks

Your Community's Transportation System: A Guide to Reviewing, Updating, and Implementing Your Transportation Element (2009). Various planning resources are available online through Growth Management Services on the Commerce webpage: www.commerce.wa.gov/serving-communities/growth-management/guidebooks-and-resources/



generate into regional and local transportation plans will help local governments plan for the traffic generated by bases. Many organizations are involved in regional coordination and planning, including Council of Governments (COGs), Metropolitan Planning Organizations (MPOs), and Regional Transportation Organizations (RTPOs). Each have a unique role in the regional picture impacting planning and transportation networks and infrastructure.

Transportation planning plays a huge role in a city's development pattern, making this element of particular importance for regional coordination as it has the potential to influence parking, access to essential public facilities, and the way the city integrates with the larger regional transportation system. Transportation systems are expensive community investments and therefore deserve the attention and diligence offered through a coordinated long-range plan to ensure safety and efficiency for local and regional transportation needs and goals.

Compatibility Insight: Traffic Impacts

Military installations generate a significant amount of traffic and need for parking infrastructure. They must maintain travel times to and from base for mission readiness. These

requirements impact local and even regional travel times. Traffic generated by installations located next to urbanized areas and major roads or freeways can severely impact travel on important economic and commute routes, as well as local travel routes. Installations must also guarantee personnel off the base maintain consistent and rapid travel times to base. Coordination with local communities and regional transportation planning agencies is critical to maintaining good access to the base from the gate to a service member's destination.

This coordination should start with forecasting and modeling. Military bases should maintain an ongoing dialogue with local and regional planners so that they know what the military plans for the future of the base. Base populations necessarily ebb and flow unpredictably as missions change in response to emerging threats and commitments. Helping planners anticipate current and future impacts helps define the base, clarifying its place and role among neighbors. The more accurate planners' traffic forecasts, the better a local network can integrate community and military transportation uses.

The base should also pay close attention to the level-of-service adopted for transportation facilities the base depends on for access. Increased traffic and a declining level-of-service on key roads serving a base can steadily reduce the size of the commutershed available to base employees given the recall and response time requirements related to base housing.

Mitigating traffic impacts requires early communication, collaboration, and joint planning. Identifying installations as traffic generators in local and regional transportation planning efforts can help establish mechanisms to record and understand traffic impacts and build relationships between installation personnel and local governments to conduct meaningful planning.

State, regional, and local transportation planning bodies can also dedicate funding to

conduct joint fact-finding and planning. Maps, parcel data, and modeling can also help local jurisdictions understand the impact of installation generated traffic and work with installations from a platform of shared information to address local issues and plan for future needs.

Parking Impacts Case Study

Along with other resources, Part 3 includes a case study of downtown parking demand from the City of Bremerton around the Puget Sound Naval Shipyard and ferry terminal.

Example: Regional Transportation

Puget Sound Regional Council's (PSRC) VISION 2040 update recognizes the relationship between military installations and regional planning concerns including economic development and transportation. The plan establishes designation criteria whereby installations can be classified as Major Military Installations within the plan. The recognition is expected to produce:

- Ongoing coordination between the military installation, county-wide planning forum, and neighboring jurisdictions regarding planned growth, regional impacts, and implementation of multimodal transportation options.
- Support for multimodal commute planning and mode split goals for installation.
- Completed Joint Land Use Study or similar coordinated planning effort.

Military installations are not subject to local regulation and are not eligible to receive transportation planning funds administered through PSRC. However, inclusion of military installations in the regional planning document enables PSRC and its members to coordinate planning efforts with installations. PSRC's recent update to acknowledge military installations' impact on regional planning efforts is an example of the kinds of opportunities local governments and regional planning bodies have

to work with neighboring installations toward shared goals.⁸⁹

7. Economic Development Element

The economic development element defines local priorities to grow economic prosperity, community vitality, quality of life, and long-term fiscal sustainability. The element may include an economic analysis that explores the community's local economy and its connection with regional and state economies. The element typically contains a summary of community strengths, challenges, and ways to support diversified economic opportunities. This chapter examines income, employment and the workforce, as well as service demands and taxation for residential and commercial lands. Population projections, demographic studies, business/industry support, energy development, and housing needs can also be

used to determine potential costs and forecast revenues.

Economic Development Goal

RCW 36.70A.020 encourages economic development throughout the State that is consistent with adopted comprehensive plans, promotes economic opportunity for all community members, especially for unemployed and for disadvantaged persons, promotes the retention and expansion of existing businesses and recruitment of new businesses, recognizes regional differences impacting economic development opportunities and growth in areas experiencing insufficient economic growth. Economic growth within these areas must occur within the capacities of the state's natural resources, public services, and public facilities.

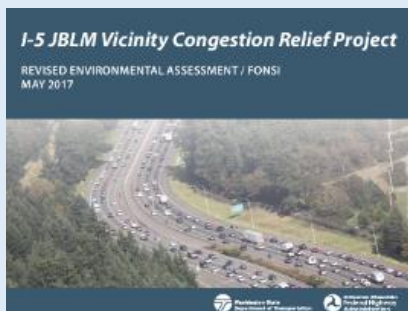
Economic development goals can support the timely implementation of infrastructure that supports economic vitality. Comprehensive plan goals can be structured to pursue strategies for diverse local economies through a variety and mix of development types. Other approaches to promote economic development can be addressed through policies regarding infrastructure improvements, urban centers, downtown development, parking and land use regulations, and zoning for industrial uses, manufacturing and commercial districts. This is another area of opportunity for collaboration with neighboring military installations as access to thriving economic centers serves both our military personnel, families, and county and city residents.

Compatibility Insight: Economic Analysis

An important compatibility goal within an economic development element is to understand the community's sensitivity to mission change and fluctuations in defense spending. This element is an opportunity to perform a thorough and objective cost/benefits analysis of positive and negative economic

Example: Joint Traffic Planning

In 2013 the Washington State Department of Transportation (WSDOT), The Federal Highway Administration, JBLM, and local jurisdictions conducted a joint study to address traffic congestion on the I-5 corridor. It resulted in a plan addressing capacity needs near JBLM, and WSDOT released an environmental assessment for the I-5 JBLM Vicinity Congestion Relief Project in 2017.



Source: Washington State Department of Transportation, "I-5 JBLM Vicinity Congestion Relief Project," 2017, www.wsdot.wa.gov/Projects/I5/JBLMImprovements/FuturePlans.htm

⁸⁹ Puget Sound Regional Council, "Vision 2040," 2018, www.psrc.org/vision-2040-documents

impacts associated with hosting a military installation and its population.

8. Parks and Recreation Element

Pursuant to RCW 36.70a.070, the parks and recreation element must implement and be consistent with the park and recreation facilities listed in the capital facilities plan. The element must estimate park and recreation demand for at least a ten-year period. It also must evaluate facilities and service needs and evaluate intergovernmental coordination opportunities to help meet regional parks and recreation demand. With the support of a parks and recreation committee and community input, jurisdictions often use the park and recreation element as an opportunity to develop a comprehensive parks, recreation and open space plan to meet the requirements of the Recreation and Conservation Office (RCO) and become eligible for grant opportunities.

Compatibility Insight: Recreational Access

As a federal land holder, the DOD manages undeveloped land that may be ideal for recreational activities. While some installations are closed to public access for public safety reasons related to their training activities, others offer access for specified recreational interests. Yakima Training Center manages 22 acres of the Palouse to Cascades State Park Trail, offering visitors opportunities for biking, camping, and hiking.⁹⁰ The ACUB program helps make projects like this successful.

JBLM is a closed installation, yet offers recreational access when restrictions are not necessary. The public must request permission and be issued a recreation access card to use the land for activities such as orienteering, photography, bird watching, archery, camping, and dog training.⁹¹

RCO compliant plans must include goals and objectives, an inventory with maps, including a description of the physical setting and conditions, relevant demographic, program and resource information, a list of proposed capital projects, the supply and condition of existing recreational facilities or opportunities, a public involvement strategy, and the projected annual maintenance and operational costs for each recreational site in the inventory.⁹²

Open Space and Recreation Goal

RCW 36.70A.020 defines the open space and recreation goal as retaining open space, enhancing recreational opportunities, conserving fish and wildlife habitat, increasing access to natural resource lands and water, and developing parks and recreation facilities. Parks and recreation are considered a public facility and communities must show they are making appropriate provisions, including the identification of land to serve the public with recreation opportunities. However, the GMA does not specify how the open space and recreation goal should look in a community, so there is variability in approaching open space and recreation planning. It may be in the form of passive recreation and conservation opportunities, or more developed facilities with amenities and infrastructure to support active recreation. It is important for cities and counties to take the time to adequately preserve open space areas and to plan for recreation facilities to meet residents' needs.

Compatibility Insight: Conservation

Conservation programs have potential for aligning open space and recreation goals with compatibility interests. As described in earlier sections, the military may form partnerships under certain federal conservation programs.

⁹⁰ DOD, Yakima Training Center, 2019, <https://home.army.mil/yakima/index.php/my-fort-1/all-services/YTC-mwr>

⁹¹ DOD, "JBLM Range Operations Area Access Guide," www.lewis-mcchord.army.mil/dptms/training/range/docs/aabrochure.pdf

⁹² See also: Recreation and Conservation Office manual 2 for a complete list of plan requirements and guidelines: www.rco.wa.gov/documents/manuals&forms/Manual_2.pdf

9. Port Element

A port element is required for some jurisdictions, but optional for cities with annual maritime port revenues between 20 and 60 million dollars, per RCW 36.70A.085.⁹³ The port element describes the local port's features and future development. Metropolitan Planning Organizations plan for ports in regional land use and transportation analysis. Considering marine transportation needs regionally, for all users, promotes compatibility.⁹⁴

Similar in concept to civilian-military compatibility concerns, findings under RCW 36.70A.085 describe compatibility concerns for certain port services and that it is the Legislature's intent to ensure "local land use decisions are made in consideration of the long-term and widespread economic contribution of our international container ports and related industrial lands and transportation systems, and to ensure that container ports continue to function effectively alongside vibrant city waterfronts.

The Navy has three port facilities in Washington, including the Manchester Fuel Department, the largest underground Navy fuel storage facility on the west coast. This port provides millions of barrels of fuel to the Air Force, Army, Department of Homeland Security, and the U.S. Coast Guard.

Navy vessels move cargo and personnel back and forth to these ports, making ongoing communication and coordination important for adjacent and hosting to support commerce, community planning, and military logistics. For example, Fort Lewis uses the Port of Olympia for shipments. To support these needs, the Port added a rail line on its docks closer to the ships.

Compatibility Insight: Shared Interests (Ports/Military)

Preservation of maritime activities shares synergy with military compatibility's need to maintain clear, secure, sustainable, and functional access to land, air, and waterways that a port element considers. The port element is required for cities with maritime port revenues exceeding \$60 million, such as the City of Everett which describes Naval Station Everett (NSE) within their comprehensive plan.

Everett's port element describes the Port and activities in proximity to NSE.⁹⁵ The element promotes coordination with the Port of Everett and NSE when considering boundary adjustments as part of a comprehensive review of port-related needs. It also cites relevant local, state, and federal regulations relevant to the area, such as U.S. Code (USC) 18, section 1382, which outlaws entry onto a military base without permission from the commanding officer. The element explains:

The adjoining East Waterway is a restricted waterway per Code of Federal Regulations, part 334.1215, including prohibiting recreational uses without the base commander's authorization. (p. 12)

Shoreline Management Act (SMA)

All Washington counties and numerous towns and cities in the State are required to apply the SMA priorities to protect marine waters, wetlands, shorelands, and many lakes, streams and rivers from pollution and uses that could cause harm to shorelines. Jurisdictions are required to develop and implement a Shoreline Master Program (SMP) to generate policies and regulations relating to buffers, setbacks, aquaculture, public access, and other priorities to offer adequate protection from harmful uses.

⁹³ MRSC, *Growth Management Act*, <http://mrsc.org/Home/Explore-Topics/Planning/General-Planning-and-Growth-Management/Comprehensive-Planning-Growth-Management.aspx>

⁹⁴ WSDOT, "Marine Ports and Navigation Plan," 2017, www.wsdot.wa.gov/NR/rdonlyres/95926DE6-98B7-4470-BE87-14427F780C86/0/FreightPlanAppendixBMarinePortsNavigationPlan.pdf

⁹⁵ City of Everett, "Everett Comprehensive Plan: Marine Port Element," 2017 <https://everettwa.gov/DocumentCenter/View/4866/Chapter-11-Marine-Port-Element->

Shoreline management plans are administered by local governments and the program is overseen by the State Department of Ecology. Permits for allowable uses and development will only be issued if they are consistent with the SMP. Pursuant to RCW 90.58.080, SMPs must be updated every eight years to ensure consistency with the SMP guidelines, any changes in laws or rules, and the jurisdictions' comprehensive plan and development regulations. Ecology's Shorelines and Environmental Assistance Program also administers the State's Coastal Zone Management Program (CZMP), established under the federal Coastal Zone Management Act. The CZMP applies to coastal zones in fifteen coastal counties in WA, to provide for the protection of marine shorelines up to three miles offshore.⁹⁶

Commerce recommends that jurisdictions begin the periodic update two years in advance of the statutory due date. The process usually starts with a review of the plan and development regulations to identify the scope of the update. The jurisdiction will then use the next two years to work through the identified revisions. If there are changes to local plans that would improve compatibility, especially if there are yet-to-be-implemented JLUS recommendations, the scoping process is a good time to consider whether they could be part of the periodic update's scope of work.

One preliminary step in the update process sets the 20-year growth target for each jurisdiction in the county. At a county-wide level, local governments come together and agree on a total county-wide growth forecast and how that forecast is allocated to individual jurisdictions to establish jurisdiction-level growth targets for

use during the update. During the development of these targets, military base planners can consider plans for the base and potentially identify if there are changes in progress on the base that communities should consider when developing the regional growth forecast.

Optional Elements

Communities may choose to include additional elements in their comprehensive plan other than those specifically required by the GMA. All additional elements must remain consistent with the comprehensive plan.

Optional chapters may include special studies, or deal with subjects related to the jurisdiction's physical development, such as conservation, solar energy, recreation, or other local interests. Optional elements can include subarea plans or studies for neighborhoods, rural villages, UGAs, environmental stewardship, commercial centers, tribal areas, overlay zones, special districts, military benefit zones, or other areas.

A community may decide to prepare an optional element for areas or topics associated with military activities. In addition to addressing civilian-military topics within other elements, the City of Oak Harbor's plan includes a Community Coordination Element that supports coordinated planning between the community and Naval Air Station Whidbey Island (NASWI). The chapter describes the base mission, its role in the area, and acknowledges that Oak Harbor and NASWI "are interconnected by planning issues." The chapter contains policy statements on civilian-military coordination, land use goals, design standards within areas potentially impacted by Navy activities, and other statements directly related to the other elements of a plan.⁹⁷

⁹⁶ Washington State Department of Ecology, 2019, <https://ecology.wa.gov/Water-Shorelines/Shoreline-coastal-management/Coastal-zone-management>

⁹⁷ City of Oak Harbor, *City of Oak Harbor Comprehensive Plan, "Oak Harbor →2036: A Vision for the Future,"* 2017, www.oakharbor.org/page.cfm?pagelid=59

Conclusion

Compatibility efforts find their greatest success through early and ongoing civilian-military coordination, notification, and strong partnerships that underlie the compatibility programs and strategies described in previous sections.

Compatibility Relies on Coordination

Joint planning and conflict resolution depend upon understanding the different roles, limitations, and sources of authority under which military planning and community planning occur. Long-term compatibility and working relationships are not achieved through regulation alone. Mutual commitment and succession planning is central to successful long-term compatibility and partnerships.

Compatibility Issues are Cumulative

Most incompatibility arises over time, through cumulative decisions that introduce greater activity and greater development pressure around a base or within training routes. Adverse impacts are two-way in nature. Incompatibility restricts the military's ability to operate safely and efficiently. For residents, incompatibility brings adverse impacts to quality of life, safety, health, and property values. Incompatibility is also best understood by those who experience impacts directly and can speak to current needs from their perspectives. Land use planning and regulation is one tool available to communities that offers an avenue for addressing these impacts in a participatory way that unfolds through local process.

Mutual Awareness is Essential

Mutual awareness demands early and ongoing civilian-military dialogue and partnership. Compatibility planning takes place at the crossroads of state-local and federal-military planning regulatory frameworks, requiring mutual awareness of where they align and differ. At its best, joint-planning is proactive and can realize benefits for both a community goals and military missions. There is opportunity to find and pursue shared goals in innovative ways through coordinated civilian-military planning.

A general awareness of the sources and limitations of authority for the community's local land use and the military's mission requirements is the basis for communicating through complex compatibility issues. This means familiarity with Washington State comprehensive plan components, update cycles, development regulations, local zoning, permitting, environmental protections, shoreline management, and public process. It also means familiarity with military decision-making for bases and ranges, mission assignments or changes, installation management, project planning, and communication protocols.

Early and Ongoing Communication

Compatibility planning works best with early and ongoing communication and notification procedures between community and base planners and liaisons. For instance, with regular back and forth consultation, community planners will become familiar with local base flight operations, details related to the flight mission, the uses and types of aircraft used for training, and what that means in terms of sound, accident potential zones, and other safety or public health concerns. Likewise, the base planner can be informed of capital facilities or land use projects with ample time to communicate and address any concerns.

Communication at different levels is paramount for finding solutions to shared issues and pursuing compatibility in the long-term. Residents and military base personnel are encouraged to engage as stakeholders within the local government processes that shape area land use, and to communicate about developments affecting their shared environment.

Partnership is the Foundation for Success

Community and military partnership is critical for identifying which military actions conflict with civilian interests, and what local actions pose risks to ongoing personnel training and base viability. The installation perspective is vital to raising awareness of military activities and mission requirements, while the community perspective is vital for understanding development demand or how residents experience military impacts. Dedicated partnerships are instrumental to this information exchange on an ongoing basis.

Public process and intergovernmental partnerships are vital to knowing and addressing mutual needs. Intergovernmental partnerships are the formalized means to ensuring compatibility issues can be addressed over time, especially in the face of changing conditions. Intergovernmental partnerships also provide the authority and shared resourcing necessary to examine existing conditions, engage in joint planning, and implement compatibility practices appropriate to each unique setting.

Regional partnerships can address multi-jurisdictional compatibility issues, like traffic, transportation infrastructure, investment, and long-range regional planning. Conservation partnerships involving local governments, tribes, local conservation groups, and private property partners can be highly valuable when they can align mutual interests in local interests in habitat protection, working lands preservation, and mission sustainment.

Formalized Coordination is Invaluable

Communication and coordination models can be formalized through mechanisms such as memoranda of understanding and intergovernmental agreements. Longstanding partnerships with staff and leaders committed to effective communication protocols can

ensure the success of informal or formal agreements, leading to a positive experience through sharing information and resources. Over time, close working relationships establish trust and build rapport that, with commitment to partnership, can be sustained in the face of turnover and changing dynamics in the community and installation operations.

Joint Planning can bring Opportunity

Ongoing coordination is key to identifying problems and finding innovative opportunities. Often, projects may be out of reach if one partner were to attempt it independently, but with shared decision making and accountability, risk can be lessened, efficiencies are made, and compatible goals are attained. There are many examples of cost savings through shared services, including transportation systems, sanitary and water treatment, waste and disposal services, utilities, and infrastructure maintenance.

Joint planning streamlines project planning and implementation processes, saving time and money for both sides. Mutual goals offer opportunities for civilian and military facilities and infrastructure needs to be budgeted with clear strategies to address shared risks and costs.

Civilian-military coordination can improve local emergency response through shared equipment, training, and planning efforts. Civilian-military communication and commitment can mean addressing emerging issues important to community health, such as water quality and long-term water availability. Shared resources and access to skilled personnel—both from the community to the installation and from the military to the community—can mean greater local capacity to provide for health, safety, and general welfare of civilian and military community members.

Part 3: Implementation Toolkit

Introduction

Part 3 serves as a toolkit to assist with compatibility planning and implementation, with informational resources to be used by community members, local planners, and military planners. Local examples in Part 3 feature how some communities integrate compatibility into their local land use context. Case examples and sample language in this section offer information for general reference purposes only and do not represent universally applicable models. Policy language should always be specifically drafted for the individual community with respect to local needs in the public process.

About Part 3: Implementation Toolkit

Local Examples and Sample Policies

Case studies, examples, and sample policies offer ideas for integrating compatibility within comprehensive plans and land use regulations.

Checklists and Worksheets

Checklists and worksheets support early and ongoing communication in military and community compatibility planning.

Consultation Guide

Organized by major military installation, the Consultation Guide provides area maps and contact information for bases and local governments, followed by contacts for additional defense-related facilities, organizations, and other resources by topic.

Appendix A: Policy Quick-Reference Guide

Appendix A is a resource for policy research with policy briefs and an index of compatibility-related state and federal regulations.

Appendix B: Glossary

Appendix B is a glossary of terms and acronyms.

Case Studies: Coordination

Case Study: A Closer Look at Partnership

Local approaches to coordination between installations and communities vary statewide, but formal connection among representatives

Quick-Links to Part 3 Topics:

- [Compatibility Examples in Local Plans and Codes](#)
- [Sample Policy Language for Local Planning](#)
- [Sample Notifications and Disclosures](#)
- [Sample Compatibility Project Checklists](#)
- [GMA Consultation Requirement Checklist](#)
- [Energy Project Siting Consultation FAQs](#)
- [Consultation Guide with Maps and Contact Lists](#)
- [Consultation Resources by Topic](#)
- [Appendix A: Policy Quick-Reference Guide](#)
- [Appendix B: Glossary of Terms and Acronyms](#)

Jump to the beginning: [Guidebook table of contents](#)

Jump to the Navigation Pane: [Guidebook Quick-Links](#)

of the installation, counties, cities, tribes, community organizations, and technical advisors is crucial to finding and pursuing mutual goals. The example of the South Sound Military and Communities Partnership (SSMCP) near JBLM highlights challenges and key points of success for a formal partnership-based program that implements shared compatibility goals as determined through the Joint Land Use Study process and by ongoing coordination.

SSMCP has over 50 member organizations that represent 17 jurisdictions, including Pierce and Thurston counties, 12 cities, the Nisqually Indian Tribe, and JBLM.⁹⁸ SSMCP envisions itself as “an innovative and flexible partnership uniquely positioned to provide regional leadership to bridge military and civilian

⁹⁸ SSMCP, *SSMCP Members, 2019*, <https://cityoflakewood.us/south-sound-military-and-communities-partnership/ssmcp-members/>

communities” in addressing cross-jurisdictional issues like growth management, compatible land use, transportation, education, health care, social services, and business and economic development.⁹⁹ The partnership’s success in this vision is widely recognized as a strong example of community and military installation partnering for compatibility planning.

Formed initially in response to the 2010 JBLM Growth Coordination Plan, SSMCP coordinates JLUS implementation, compatibility grant management, and several projects that focus on compatibility, as well as quality of life for veteran and active duty households in the area. In SSMCP’s words, it is “bringing military and community members together on a regular basis to share information about current and future projects and to seek funding for infrastructure and other needed regional improvements.”¹⁰⁰

SSMCP used Office of Economic Adjustment (OEA) grants to develop a set of 22 strategies planned for implementation over five years to improve military and community land use compatibility. According to SSMCP at the time of this writing, implementation of JLUS recommendations through comprehensive plan and land use ordinance updates is successfully on track for completion in 2020.¹⁰¹ Figure 26 summarizes implementation strategies the SSMCP identified as key to achieving JLUS outcomes, as well as general compatibility challenges to consider when developing a JLUS

Case Study: Downtown Coordination

In 2017, the City of Bremerton conducted a parking study to address high parking demand and capacity constraints. A parking committee made up of stakeholders from NBK, the Shipyard, Washington State Ferries, Kitsap Transit, and others formed to support the parking study with insights and

Figure 26: JLUS Implementation Strategies and Challenges

Development and Implementation Strategies
<ul style="list-style-type: none"> Formalized partnership (Ex: military base and multiple surrounding communities formed the SSMCP) Strategic use of local land use controls for JLUS implementation (Ex: comprehensive plans and development regulation updates) Access to grant funding (Ex: OEA grants)
Key Monitoring Strategies
<ul style="list-style-type: none"> JLUS Implementation Task Force—municipal implementation action monitoring Action-oriented goals on a timeline adopted by formal partners (Ex: A set of 22 “implementation strategies” adopted on a five-year timeline with task force oversight)
Compatibility Challenges
<ul style="list-style-type: none"> Inter-jurisdictional consensus building Legislative advocacy Funding for enduring requirements

recommendations. It is recommended that the committee be maintained to continue coordinating on community parking concerns.

The study analyzed on-street parking capacity, parking lots, and parking users. It found 43% of vehicles parked on residential streets were registered to owners living outside the city, with several sources contributing to parking demand, including Naval Base Kitsap and shipyard employees, ferry terminal users, Olympic Collage users, and increased demand related to downtown revitalization efforts.

Ongoing coordination between the city and NBK supports long-term strategies to increase parking options for area commuters, aligning with the needs of base employees and the city’s revitalization goals. Access the study online: www.bremertonwa.gov/986/Parking-Study

⁹⁹ SSMCP, *SSMCP Vision, 2019*, <https://cityoflakewood.us/south-sound-military-and-communities-partnership/>

¹⁰⁰ SSMCP, *2019-20 Work Plan Priorities, 2019*, <https://cityoflakewood.us/south-sound-military-and-communities-partnership/our-work/>

¹⁰¹ *City of Lakewood/SSMCP, Adamson, Bill. Phone interview by Dan Cloutier, May 9, 2019.*

Figure 27: Study Area for the City of Bremerton Parking Study



The parking study identified strategies to reduce parking demands on residential streets and throughout downtown, such as:

- Regular bus service to/from the base.
- Shared off-street parking for commuters' long-term needs.
- Parking zones and permits (residential/on-street).
- Prohibiting re-parking within a four-block radius downtown
- Removal of 10-hour meters.

Compatibility in Comprehensive Plans

Several Washington state communities coordinate planning with the military service branches that operate nearby. The following examples show how the base's participation with jurisdictions in a coordinated effort have

resulted in land use practices that intend to support compatible use within local plans.

The first example, from Pierce County, explores how communities in the area around Joint Base Lewis-McChord integrate goals for compatibility throughout comprehensive plan element.¹⁰² More examples from other counties and cities follow.

Communities in Pierce County

Pierce County jurisdictions integrate goals for compatibility throughout their comprehensive plan elements.¹⁰³ Examples from the "County-wide Comprehensive Plan with all Community Plans" includes:

- A community profile listing the military among county industries (p. 1-4).
- Description for civilian and military airports as features of local aviation (p. 2-76; p. 12-12).

¹⁰² Pierce County, "County-wide Comprehensive Plan with all Community Plans," 2016, www.co.pierce.wa.us/950/Comprehensive-Plan

¹⁰³ Pierce County, "County-wide Comprehensive Plan with all Community Plans," 2016, www.co.pierce.wa.us/950/Comprehensive-Plan

- A compatibility subsection in Pierce County’s Land Use Element (p. 2-78).
- Inclusion of military and veterans as part of local households, incomes, industry, and workforce (p.p. 6-3—6-7; F-165; G-106—G-107).
- An “Economic Vitality” goal to “Support work to enhance the military value of Joint Base Lewis-McChord” (p. 6-13).
- Military base inclusion in multi-modal transportation systems and inventories (p. 12-6; 12-96; 12-101)

Pierce County’s comprehensive plan acknowledges the military among local industries within the community profile portion of the introduction and includes a section of compatibility-related land use goals and policies.¹⁰⁴ The language below is from the Land Use Element, pages 2-78—2-80.

Excerpt: Pierce County Land Use Element

Military Land Designation and Compatibility

Pierce County is engaged in a collaborative planning effort involving Joint Base Lewis McChord and local governments surrounding this military installation. The goal of this effort is to encourage compatible development and redevelopment in surrounding areas. The effort is designed to balance the sustaining the local military mission with long-term community land use needs. The policies represent Pierce County’s commitment in support of this effort.

Two land use designations have been established to recognize federal and state military installations within unincorporated Pierce County. These designations are not intended as an attempt to govern land use activities, rather as a mechanism to recognize the presence of military lands within unincorporated Pierce County.

GOAL LU-105 Recognize the unique character of land uses associated with military operations and support structures.

LU-105.1 Designate the portions of Joint Base Lewis-McChord and Camp Murray that contain urban level of services and characteristics as Urban Military Lands.

LU-105.2 Designate the portions of Joint Base Lewis-McChord that lie outside the UGA as Rural Military Lands.

LU-105.3 The application of the Military Lands designations shall be consistent with official federal and state military installation master plans.

GOAL LU-106 Provide the military installations with opportunities to participate in the review and development of land use programs, policies, and decisions that affect them.

LU-106.1 Consider the military installations as an affected agency for land-use planning decisions.

LU-106.2 Invite the military to participate as members on growth management committees.

LU-106.3 Provide opportunities for the military to participate in local and regional planning issues and programs.

LU-106.4 Establish periodic meetings of elected local, state, and federal officials and military commanders on growth management issues of mutual concern.

LU-106.5 Environmental policies adopted by the military should continue to reinforce the environmental policies of surrounding jurisdictions.

LU-106.6 Comprehensive Plan policies pertaining to environmental issues should agree with and not degrade the environmental policies of the military installations.

LU-106.7 Consider amendments necessary to provide consistency and compatibility between the County’s Comprehensive Plan, Development Regulations, and the Joint Base Lewis-McChord (JBLM) Joint Land Use Study (JLUS) upon completion of the JLUS which is anticipated to occur in October 2015.

GOAL LU-107 Recognize the possibility of military lands reverting back to Pierce County.

LU-107.1 If military lands revert back to Pierce County, the County should adopt interim regulations that restrict development of the reverted property until such time a sub-area plan is adopted.

LU-107.2 The County should coordinate with adjacent cities and towns to identify the desired character of the reverted property.

GOAL LU-108 Recognize aircraft noise as a health impact and an environmental constraint when developing land use classifications and regulations.

¹⁰⁴ Pierce County, “Pierce County Comprehensive Plan,” 2016, www.co.pierce.wa.us/950/Comprehensive-Plan

GOAL LU-109 Recognize safety issues associated with training, artillery, and small-arms activities on Joint Base Lewis-McChord.

LU-109.1 Future construction adjacent to the installation should provide for fire protection at Fort Lewis boundaries.

LU-109.2 Incorporate the Installation Compatible Use Zone Study (ICUZ) noise contour maps and the "Recommended Land Uses for Installation Compatible Use Zone (ICUZ)

Program Noise Zones" for Noise Zone II.

LU-109.3 Prohibit the following land uses within Noise Zone II:

LU-109.3.1 New residential uses, unless the design of the structure and general site plan incorporate noise-reduction measures to meet the Department of Housing and Urban Development (HUD) standards;

LU-109.3.2 Public services and quasi-public services such as hospitals, public meeting rooms, and libraries, and cultural, recreational, and entertainment land uses, unless the design of the structure and general site plan incorporate noise reduction measures to meet HUD standards; and

LU-109.3.3 Schools, daycare facilities, and other facilities which incorporate outside activities.

LU-109.4 Direct the following land uses away from property abutting the installation boundary:

LU-109.4.1 High density residential;

LU-109.4.2 Public buildings (such as schools, medical facilities, public meeting facilities, and churches); and

LU-109.4.3 Cultural facilities.

LU-109.5 Cooperate with Joint Base Lewis-McChord and Camp Murray in developing plans for circulation improvements in and around the installations.

LU-109.5.1 Viability of cross-base corridors (arterial or highway) should be determined on the basis of detailed studies of population projections, military mission, land availability, land use projections, and environmental analysis of alternative routes and corridors.

LU-109.5.2 Plan public services, transportation, land use, and other decisions on the ability of the public transportation network to meet access needs without depending on military roads.

Example: Thurston County

Thurston County has included compatibility in Land Use Element within the process of updating the comprehensive plan.¹⁰⁵ The draft land use element:

- Inventories military lands ("Military Reserves") alongside other land use categories (p. 2-12).
- Includes the military base within the description of public land designations (p. 2-23).
- Recognizes the presence of the base and defines the bounded area designated as "Military Reservation" (p. 2-24).
- Describes the base's location, background, acreage, training activities, and noise exposure "that may be incompatible with some land uses" (p. 2-37).
- Describes low-density uses that are "generally compatible" with operations, stating, "Open space, agriculture, and low-density uses adjacent to military activities can provide a buffer that protects surrounding areas from the nuisance and safety risks..." (p. 2-37).
- Describes that "In 2015, the South Sound Military and Communities Partnership (SSMCP) conducted a JBLM Joint Land Use Study" and discusses recommendation for compatibility, communication, habitat preservation, and noise concerns (p. 2-37)

(See following excerpts.)

¹⁰⁵ Thurston County, "The Comprehensive Plan," 2018, www.thurstoncountywa.gov/planning/Pages/comp-plan.aspx

Excerpts: Thurston County Comprehensive Plan—September 2018 Public Draft, Land Use Element, p. 2-24; p. 2-37

MILITARY RESERVATION	
Purpose	To recognize the Joint Base Lewis-McChord (JBLM) military base and its military mission of training and national defense.
Definition and Characteristics	This designation comprises that portion of the JBLM military base located in Thurston County. These lands are owned by the federal government for the purpose of military training and national defense. Secondary uses are timber production and open space.
Locational Guidelines	This designation should include only those lands within the boundaries of the JBLM military base.

Land Use	THURSTON COUNTY COMPREHENSIVE PLAN	
September 2018 Public Draft		
C. JOINT BASE LEWIS-MCCHORD		
<p>Joint Base Lewis-McChord (JBLM), the largest military installation on the west coast, is located east of Lacey and north of Yelm, straddling the Thurston and Pierce County boundary. JBLM was established in 2010, with the combination of Fort Lewis and McChord Air Force Base into a single unit. The base encompasses over 90,000 acres, approximately one-fifth of which is located within Thurston County. While most of JBLM’s infrastructure, including the McChord Airfield, is located in Pierce County, areas of the base within Thurston County are used for training operations, including at night. Some land within the county near JBLM is regularly exposed to noise levels that may be incompatible to some land uses (see Map L-3).</p>		
	Noise Zone²¹	Decibel Level (dBA)
	I	< 65
	II	65-75
	III	> 75
	Land Use Recommendation	
	<p>Generally acceptable with any residential or noise sensitive uses.</p>	
	<p>Normally not recommended with residential or noise-sensitive uses.</p>	
	<p>Not recommended for residential or noise-sensitive uses. No areas of Zone III in Thurston County.</p>	
<p>Most of the land adjacent to JBLM in Thurston County is in the unincorporated rural county, and is designated for low density residential or resource use, which is generally compatible with these operations. Open space, agriculture, and low-density uses adjacent to military activities can provide a buffer that protects surrounding areas from the nuisance and safety risks of military operations.</p>		
<p>In 2015, the South Sound Military and Communities Partnership (SSMCP) conducted a JBLM Joint Land Use Study; one of the goals of that effort is protecting public health, safety, and welfare of the civilian and military communities by promoting safe and compatible growth. Recommendations from the JLUS study include encouraging land uses that are compatible, acceptable, and feasible in the vicinity of the military airfield ranges, increasing communication between military and jurisdictional planners, seeking creative solutions to preserve habitat for threatened and endangered species, as well as addressing noise concerns from aircraft and training operations.</p>		

Excerpts: *City of Tacoma Economic Development Element*, p. 6-22 and p. 6-3



Representatives from JBLM's four military services tossed simultaneous first pitches during the Tacoma Rainiers' annual military appreciation at Cheney Stadium

two Manufacturing Industrial Centers. Understanding where industries are concentrated within the City has implications on how to plan for their needs and future growth. Examples include transportation infrastructure needs and impacts, the ability for people to live and work within their neighborhoods and residents' access to basic needs and services.

The areas surrounding Tacoma also heavily influence the City and its industries. A significant employment center of note is Joint Base Lewis-McChord (JBLM). Though outside of Tacoma city limits, according to the recent JBLM Joint Land Use Study, it was the largest employer in Pierce County and the second largest employer in the state, as of 2012. JBLM employed around 75,000 military and civilian workers in 2013 and, in 2014, had contracts totaling over \$228 million with private firms located within Pierce County, primarily for construction services.

The goals and policies in this chapter convey the City's intent to:

- Diversify and expand Tacoma's economic base to create a robust economy that offers Tacomans a wide range of employment opportunities, goods and services; leverage Tacoma's industry sector strengths such as medical, educational, and maritime operations and assets such as the Port of Tacoma, Joint Base Lewis McChord, streamlined permitting in downtown and excellent quality of life to position Tacoma as a leader and innovator in the local, regional and state economy.

Example: City of Tacoma

The city of Tacoma discusses Joint Base Lewis McChord and personnel within Chapter 6 of its comprehensive plan, the Economic Development Element:¹⁰⁶

- Lists JBLM among its diverse industry sectors (p. 6-3).
- Adopts Policy EC-3.7 to facilitate programs supporting "small businesses and entrepreneurs, particularly minority-women-owned businesses and military personnel" (p. 6-11).
- Citing the 2015 JLUS, it identifies JBLM as "the largest employer in Pierce County and the second largest employer in the state, as of 2012" and notes military contract spending (p. 6-22).

Integrating Military Training Routes

Some counties do not have military installations on the ground but do have airspace the FAA has set aside for military use. Counties such as Garfield, Lewis, Columbia, and Benton have considered the presence of Military Training Routes (MTRs) within their zoning ordinances and comprehensive plans. The following examples from these counties reflect their efforts to promote compatible forms of development that neither pose physical obstructions to aircraft in-flight, nor interfere with pilot navigation, communications, or radar.

Integration of MTRs in local development regulations—including policy text with maps—represents a best practice in Washington state that preserves flight safety and offers clarity for planning or development projects. The following examples are consistent with RCW

¹⁰⁶ *City of Tacoma, "One Tacoma Plan: Economic Development," 2017, www.cityoftacoma.org/government/city_departments/planning_and_development_services/planning_services/one_tacoma_comprehensive_plan*

36.01.320, which refers to notification protocols to the DOD for energy siting applications and permits.

Example: Garfield County Military Airspace Overlay Zone

In a 2019 zoning ordinance update, Garfield County added language to ensure compatible development. Section 1.05.075: Conditional Uses, now defines the boundaries of a Military Operations Area (MOA) and establishes a military airspace overlay zone. Examples from the ordinance include:¹⁰⁷

- Permits for new development within the MOA must be approved and investigated by the planning director for potential adverse impacts to aircraft and military operations.
- Examples include: Substances such as steam, dust, and smoke that could impair pilot visibility; Uses that interfere with pilot vision due to light emissions; and physical obstructions beyond the height restrictions of the MOA boundary.
- Special use provisions may be prohibited unless specific compatible criteria are met, including written concurrence within 30 days from a military expert responsible for operations in the MOA.

Example: Columbia County Overlay

Columbia County is considering updates to its zoning code to establish a Military Training Route Overlay Zone to regulate new development, protect residents of the MTR, and ensure compatibility with military readiness activities.¹⁰⁸

A summary of the proposed code includes:

- MTR boundary definitions with a supplemental map showing MTR boundary altitudes.
- Development with potential to penetrate the military overlay zone boundaries requires a permit with approval after investigation and review by the planning director for hazards to aircraft and military operations.
- Projects found to have adverse impacts by penetrating the military overlay zone require notices with detailed project descriptions to be sent to a military expert for the NW Training Range Complex responsible for operations within the MTR.
- Special provisions will not be permitted without findings that proposed structures or land uses will not impact military operations within the MTR. If impacts, such as structure height beyond MTR elevation boundaries, are found, permitting requires written concurrence within 30 days from a military expert responsible for operations in the MTR.

Example: Lewis County Airspace

Lewis County does not host a military base but has low-altitude airspace important to military operations and training. Lewis County integrated MTRs within the Transportation Element of the comprehensive plan, including maps from data provided by Northwest Training Range Complex).¹⁰⁹ Lewis County's example:

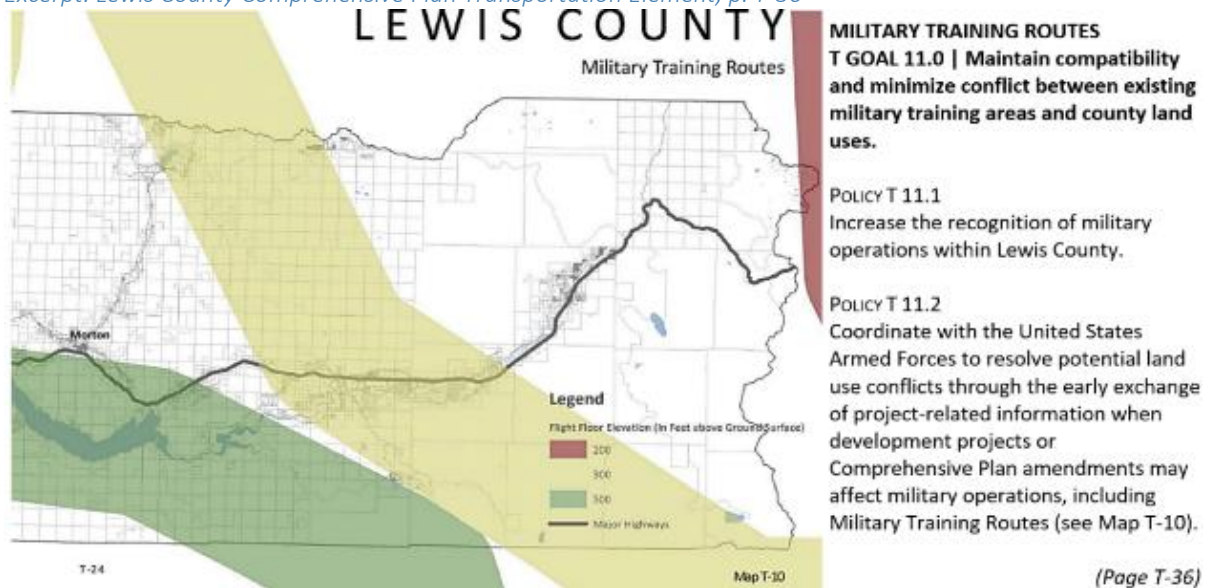
- Adopts policies to recognize military operating areas in the jurisdiction and to coordinate with the military for early and ongoing information exchange regarding development projects and changes to

¹⁰⁷ Garfield County, *Zoning Ordinance, Chapter 1.01, General Provisions, 2019*

¹⁰⁸ Columbia County, "Draft Update to Development Regulations and 2020 Comprehensive Plan," 2019, www.columbiaco.com/index.aspx?NID=466

¹⁰⁹ Lewis County, "Lewis County Comprehensive Plan," 2018, <https://lewiscountywa.gov/communitydevelopment/comprehensive-plan>

Excerpt: *Lewis County Comprehensive Plan Transportation Element, p. T-36*



comprehensive plans or codes within military operating areas.

- Adopts compatibility with military operating areas as a planning goal with related policies and uses maps to show and describe forms of military activities occurring within the jurisdiction.
- Discusses military compatibility alongside other relevant land use subjects, in this case, airport facilities and transportation. It also discusses the connection between compatibility and safety for residents and military personnel.
- Identifies land use policies that align with FAA regulations and discourages development in approach zones or high noise areas near (civilian and military) airfields.

Example: Benton County Comprehensive Plan

Benton County's comprehensive plan defines compatibility in the context of planning.¹¹⁰ Benton County does not host a major DOD base, but is home to the Department of Energy facility at Hanford and contains airspace the

Navy uses to train pilots in low-altitude maneuvers. Benton County's example:

- Adopts compatibility with military training routes as a planning goal, with a brief example of industrial zone incompatibility impacts to residential areas to explain military compatibility.
- Describes the value of having buffers or transition areas between incompatible uses and explains in plain terms what activities the military must perform in the operating area, and why.
- Describes incompatibility as development or activity hindering military training route function.
- References the GMA statement of significance for military compatibility and provisions on military consultation and Compatibility in Local Code.

Excerpt: Benton County Comprehensive Plan (2018) Land Use Element (p. 33)

3.2.1.1 Military Training Routes
When planning for new development within Benton County, it is important to consider the critical role of military training areas in support of national defense.

¹¹⁰ Benton County, "Benton County Comprehensive Plan," 2018, <https://bentoncounty.municipalcms.com/files/documents/2017CompPlanUpdate-Feb2018MainDocApxA129020130020718PM.pdf>

Within Benton County there are several military training routes that function as ‘highways in the sky’ used by military aircraft to practice high- and low-altitude training exercises and to traverse between military installations. Any development or new construction that seriously impacts or hinders the military training routes’ function and viability is considered incompatible land use. Future land use compatibility planning must be an overarching goal of the Comprehensive Plan.

The GMA requires the County to provide notice to the military when it intends to amend its “comprehensive plan or development regulations to address lands adjacent to military installations to ensure those lands are protected from incompatible development.” Per the RCW 36.70A.530:

1. Military installations are of particular importance to the economic health of the state of Washington. It is a priority of the state to protect the land surrounding military installations from incompatible development.
2. A comprehensive plan, amendment to a comprehensive plan, a development regulation, or amendment to a development regulation, should not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements.

Compatibility in Local Codes

The following examples highlight development regulations and zoning code language that implement JLUS and AICUZ recommendations and maintain consistency with comprehensive plan goals and policies to ensure compatibility with nearby military installations.

Example: Everett Municipal Code

The city of Everett integrated compatibility within the Everett Municipal Code, in section 19.26.020 Regulations for M-2 zoned properties located in the Central Waterfront Planning Area.¹¹¹ The code addresses security concerns and port activity in the vicinity of the base.

Excerpt: Everett Municipal Code—Compatibility with Naval Station Everett

17. Compatibility with Naval Station Everett.
- a. Any development that is on a lot within two hundred feet of Naval Station Everett or has frontage on the shoreline shall coordinate with Naval Station Everett on security and public safety issues. A comprehensive security and public safety plan must be submitted to the city at time of land use permit review. Naval Station Everett shall be provided at least fifteen days to review and comment on the plan. The planning director is authorized to establish conditions that address potential security impacts upon Naval Station Everett.
 - b. Any business in the M-2 zoned portion of the Central Waterfront Planning area that generates electromagnetic radiation (EMR) shall coordinate with Naval Station Everett. An EMR frequency spectrum plan must be submitted to the city at time of land use permit review. Naval Station Everett shall be provided at least fifteen days to review and comment on the plan. The planning director is authorized to establish conditions that address potential EMR impacts to Naval Station Everett.
 - c. Any development that generates marine traffic must coordinate with Naval Station Everett. A port operations plan must be submitted to the city at time of land use permit review. Naval Station Everett shall be provided at least fifteen days to review and comment on the plan. The planning director is authorized to establish conditions that address potential impacts from marine traffic on Naval Station Everett.
 - d. All windows on north facing facades within one hundred feet of Naval Station Everett shall be translucent (does not allow views to Naval Station Everett).

Example: City of Airway Heights Code

The city of Airway Heights used its 2009 JLUS study with Fairchild Air Force Base to develop a chapter of its development regulations that specifically address compatibility planning issues concerning nearby FAFB. Airway Heights Development Code, Chapter 17.16 regulates to “prevent incompatible uses,” aviation hazards, “optimize the mission profile,” and protect area

¹¹¹ *City of Everett, Everett Municipal Code, November 7, 2018*
www.codepublishing.com/WA/Everett/html/Everett19/Everett1926.html

residents' health and safety.¹¹² The following is a summary of various components in the code:

Definitions: FAFB Military Influence Areas (MIA) refer to the area under influence of FAFB's current and future (potential) mission profile. The city defines three MIAs. MIA 3/4 is shown on the zoning map and based on the 2009 JLUS and sound contours based on the 1995 AICUZ.

Purpose and intent, and applicability: The regulations intend to implement RCW 36.70A.530 to encourage compatible land uses near FAFB (17.16.010). The chapter applies to properties under the influence of FAFB with additional land use standards on development than those found in underlying zones of the city code (17.16.020).

Adoption of Spokane County JLUS Regulations, FAFB Overlay Zone: Adoption by reference of the Spokane County "FAFB Overlay Zone" (FAFBOZ) (17.16.030).

Airspace and land use safety areas: Establishing the following airspace and land use safety areas: primary surface, approach-departure clearance surface, transitional surfaces, inner horizontal surface, conical surface, outer horizontal surface, clear zone, accident potential zone I & II, and military impact area(s), (17.16.040).

General use, height, and approach-departure clearance surface restrictions: Prohibits use of land in the airspace and safety areas under certain circumstances (listed in 17.16.050); prohibits structures and vegetation from being constructed, altered, maintained or allowed to grow in any air space, with a list of items that are exempt. Example: structures necessary to military operations (17.16.060). Authority for planning director to grant height exceptions after the review of a development proposal, if the application meets certain criteria (17.16.070). Building permits will not be issued

Figure 28: Table featured in the City of Airway Heights Development Code (17.16)

17.16.110 Table 1. Land Use Restrictions in APZs					
SLUCM NO.	LAND USE NAME	CLEAR ZONE	APZ-I	APZ-II	DENSITY
10, 11	Residential, household units				
11.11	Single units: detached	N	N		N
11.12	Single units: semi-detached	N	N		N
11.13	Single units: attached row	N	N		N
11.21	Two units: side-by-side	N	N		N
11.22	Two units: one above the other	N	N		N
11.31	Apartments: walk-up	N	N		N
11.32	Apartment: elevator	N	N		N
12	Group quarters	N	N		N
13	Residential hotels	N	N		N
14	Mobile home parks or courts	N	N		N
15	Transient lodgings	N	N		N
16	Other residential	N	N		N

until final site development plans are approved (17.16.080).

JLUS accident potential zone I & II and clear zone restrictions: Acceptable uses and density restrictions for residential, manufacturing, trade, services, cultural, entertainment, and recreational, resource production and extraction, and other use categories (Chapters 17.16.090, 17.16.100, 17.16.110).

Land use restrictions in accident potential zone table notes on compatibility and energy siting: "Development of renewable energy resources, including solar and geothermal facilities and wind turbines, may impact military operations through hazards to flight or electromagnetic interference. Each new development should to be analyzed for compatibility issues on a case-by-case basis that considers both the proposal and potentially affected mission" (17.16.110).

Military impact areas: A table of land use regulations in noise zones, with land use

¹¹² City of Airway Heights, *Airway Heights Municipal Code, 2012*, www.codepublishing.com/WA/AirwayHeights/#!/AirwayHeights17/AirwayHeights1716.html#17.16

compatibility day-night average sound level and community noise equivalent levels (17.16.120).

Use determinations: Any uses not listed will be classified administratively by comparison with other uses in the Land Use Compatibility Table (17.16.130).

Compatible uses and densities: Specifies additional requirements and density maximums for uses allowed in military influence areas, including the following use and activity categories: residential densities, high-intensity nonresidential uses, low-intensity nonresidential uses, vulnerable occupant uses, critical community infrastructure, hazardous uses, and accessory uses (17.16.140).

Day-night sound level (LdN): Specifies maximums and permitted uses for sound contours for vulnerable occupant uses, where the majority of occupants are children, elderly or disabled or have reduced mobility, such as day care facilities, schools, hospitals, adult care facilities, retirement homes, nursing homes, convalescent homes, and assisted living care residences. Conditional use permits are required for any use proposed in a sound contour exceeding 64 LdN (17.16.140).

Review of permitted uses and conditional use permits locating in Military Influence Area 3/4: The director may require a detailed site development plan for the department or hearing examiner to determine if the proposal is compatible with current and future operations of FAFB and the requirements of the chapter. The director or hearing examiner will seek comment and recommendations from the FAFB installation commander (17.16.150).

Reasonable conditions may be required with the conditional use permit to assure compatibility with FAFB. Some examples include the establishment of buffers, structural designs, birdlife suppression, vegetation removal and limitations on vegetation heights,

sound attenuation, and air emissions abatement.

Exemptions in Military Influence Area 3/4, Chapter: Facilities, devices, and aviation industry related maintenance approved by the FAA and DOD may be exempt from the provisions of the Fairchild Overlay Zone, when permitted in the underlying zone, and meet other safety and compatibility requirements (17.16.160).

Conflict with underlying zone requirements: When a requirement from this chapter overlaps or is in conflict with underlying zone requirements, the most restrictive requirement applies (17.16.170).

Example: Military Overlay - Code Language, City of Spokane

The city of Spokane's Municipal Code, Chapter 17.C.182 includes elements in its code related to compatibility planning within Fairchild Overlay Zones.¹¹³ A few sections have been highlighted below with some text provided. The code covers topics including but not limited to:

- Applicability and appropriate protections.
- Military airspace, established influence areas, and height restrictions and exceptions.
- General use restrictions and exemptions.
- Compatible uses and densities, including residential, non-residential, hazardous, critical communities, high- and low-intensity use.
- Permitted and prohibited uses in Accident Potential Zones and Clear Zone special considerations.
- Noise Impact Areas and noise reduction features and plans.
- Birds/aircraft strike hazard requirements
- Notification requirements.

¹¹³ *City of Spokane, Spokane Municipal Code, 2012*, <https://my.spokanecity.org/smc/?Chapter=17C.182>

Excerpt: City of Spokane Military Overlay Zones

Title 17C Land Use Standards

Chapter 17C.182 Fairchild Overlay Zones

Section 17C.182.010 Purpose and Intent

A) It is the purpose of this chapter to prevent incompatible land uses in the vicinity of Fairchild Air Force Base (Fairchild AFB) consistent with the recommendations of Fairchild AFB 2009 Joint Land Use Study, Air Installation Compatible Use Zone Study (AICUZ) and the goals and policies of the comprehensive plan. (continued)

Date Passed: Monday, April 30, 2012

Effective Date: Saturday, June 16, 2012

ORD C34852 Section 1

Section 17C.182.110 Height Restrictions

A) Structures may not be constructed, altered or maintained which would penetrate military airspace or vegetation allowed to grow into or project into military airspace as described in UFC 3-260-01. The Federal Aviation Administration shall review all development requests for consistency with this requirement. The planning services director may require a development applicant to provide such technical documents and illustrations as necessary to demonstrate.

TABLE 17C.182-1 ACCIDENT POTENTIAL PERMITTED USES			
Use is: P - Permitted N - Not Permitted L - Allowed, but with Special Limitations CU - Conditional Use Review Required	Accident Potential Zones (APZ)		
	Clear Zone	APZ-I	APZ-II
Residential Uses	N	N	N
High Intensity Uses	N	N	N
Vulnerable Occupant Uses	N	N	N
Critical Community Infrastructure	N	N	N
Hazardous Uses	N	N	L/CU[1]
Low Intensity Uses	L[2]	P[3]	P[3]

Section 17C.182.220 Compatible Uses and Densities – MIA ¾

A) This section classifies land uses and activities into use categories on the basis of common characteristics that are potentially compatible or incompatible with Fairchild AFB missions. Uses that put people in harm’s way, increase the risk or severity of an aircraft accident, endanger public infrastructure, or reduce the long-term functionality and economic viability of the region’s civil and military aviation facilities are considered incompatible.

B) Uses Not Listed.

Section 17C.182.410 APZ Permitted and Prohibited Uses

Land uses permitted or prohibited in the clear zone, APZ-I and APZ-II zones are as specified in Table 17C.180-1 below. If Table 17C.180-1 specifies a use is not allowed, the use shall be deemed prohibited for the purposes of this chapter. If a permitted use conflicts with the requirements of the underlying zone the more restrictive requirements shall apply.

A) Permitted Uses (P). (explained)

B) Limited Uses (L). (explained)

C) Conditional Uses (CU). (explained)

D) Uses Not Permitted (N). (explained)

Uses listed in Table 17C.182-1 with an "N" are not permitted. Existing uses in categories listed as not permitted are subject to the standards of chapter 17C.210 SMC, Nonconforming Situations.

Example: Zoning Code, Spokane County

Spokane County Zoning Code, Chapter 14.702A, discourages incompatible land uses near FAFB. The code implements an AICUZ Study, JLUS, and the comprehensive plan.¹¹⁴ Here is a summary of Spokane County’s FAFB Overlay Zone Code:

- 14.702A.710 Fairchild AFB Required Review:** The County Building and Planning Department shall request comment from FAFB officials and may apply reasonable conditions of development based on written recommendations from FAFB. For more details, see County Zoning Code.
- 14.702A.810 Avigation Easement Required:** Prior to a building permit being issued within a Military Influence Area, an avigation easement with approval by the Department and in consultation with FAFB and the property owners is required, and must be recorded with the Spokane County Auditor’s Office prior to finalization.
- 14.702A.910 Notification of Military Aircraft Activity Required – Land Use Actions:** Requirements for language to be used on title notices recorded with the

¹¹⁴ Spokane County Department of Building and Planning, “Spokane County Zoning Code,” 2016, www.spokanecounty.org/DocumentCenter/View/1216/Spokane-County-Zoning-Code-PDF?bidId

Figure 29: Zoning Code, Spokane (image modified from Chapter 14.70A.320 Height Restrictions)

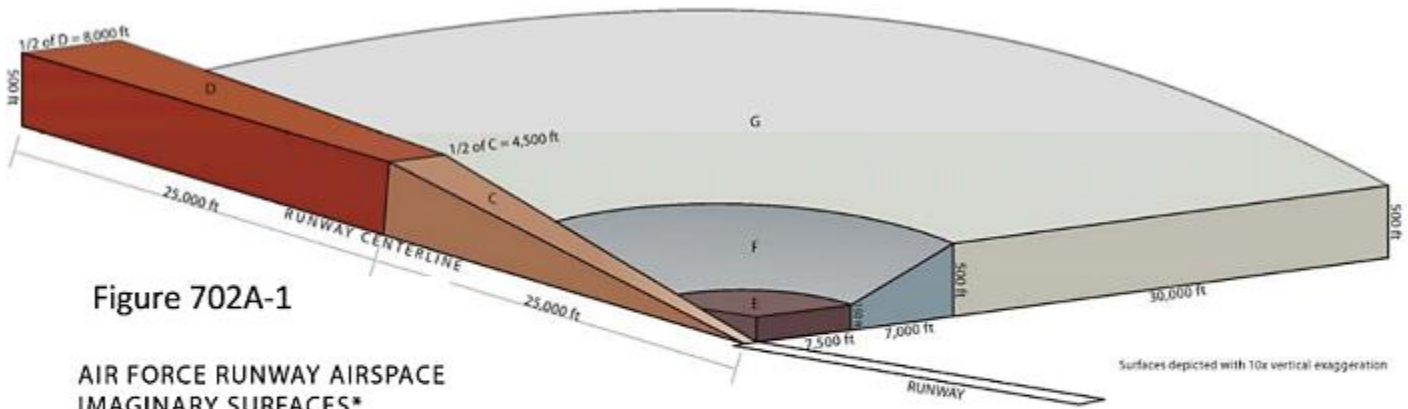


Figure 702A-1

AIR FORCE RUNWAY AIRSPACE IMAGINARY SURFACES*

A	Primary Surface (not shown)	E	Inner Horizontal Surface (150 ft Elevation)	H	Transitional Surface (not shown)
B	Clear Zone Surface (not shown)	F	Conical Surface (20:1 Slope Ratio)	I	Not used
C	Approach-Departure Clearance Surface (50:1 Slope Ratio)	G	Outer Horizontal Surface (500 ft Elevation)	J	Accident Potential Zone (APZ) (not shown)
D	Approach-Departure Clearance Surface (Horizontal)				

*Reference: Department of Defense (DoD) Unified Facilities Criteria (UFC) 3-260-01, Table 3-7, portion of Table related to a Class B Runway

Spokane County Auditor and subdivision site plans.

- **Required title notice language:** “This property is located in close proximity to Fairchild Air Force Base and is routinely subject to military aircraft overflight activity; occupants may experience inconvenience, annoyance, or discomfort from noise, smell or other effects of military aircraft activities.”
- **14.702A.920 Real Estate Transaction and Lease Notice Required:** Owners of residential rental or lease housing in Military Influence Areas must provide written notice (Aviation Activity Notice) disclosing the close proximity of the property to FAFB and acknowledge routine overflights by military aircraft and the experiences associated with them. The notice must be signed by the renter or lessee prior to signing a lease.

Excerpt: Zoning Code, Spokane County

14.702A.100 Purpose and Intent

It is the purpose of this chapter to discourage incompatible land uses in the vicinity of Fairchild AFB consistent with the recommendations of the Fairchild AFB 2010 Joint Land Use Study, Air Installation

Compatible Use Zone Study (AICUZ) and the Goals and Policies of the Comprehensive Plan.

Fairchild Air Force Base (FAFB) has recognized aviation operational characteristics that are unique and necessitate a modified approach to the regulation of vicinity land uses. These characteristics include but are not limited to military aircraft approach and departure operations affecting a more expansive geographic area and more intense aircraft operation noise characteristics resulting from the staging of unique events such as air shows and special military preparedness operations, periodic visits by aircraft from other military air installations.

It is recognized that FAFB current primary missions may, be modified in the future to include more substantial aircraft operations involving more intrusive aircraft. The effects of the regulations below should protect and enable Fairchild AFB’s expansion of its military mission which will enhance Spokane County’s economy, while enhancing the security of the United States.

The Fairchild Air Force Base Overlay Zone (FOZ) regulations herein are intended to discourage incompatible land uses in the vicinity of Fairchild AFB based on the findings:

- a. It is necessary to discourage new development and activities near Fairchild AFB which could create significant airport hazards of an obstructive nature that adversely [affect] current and future military operations. Hazards of an obstructive nature, in effect, reduce the size of the area available for military aircraft

operations destroying or impair the utility of Fairchild AFB and the public investment therein.

b. It is recognized that Fairchild Air Force Base is a key element of a strong economic base for Spokane County and that it is essential that it be protected from incompatible land uses and hazardous encroachments that would cause curtailment of the Base mission or even closure.

c. Pursuant to the Base Realignment and Closure Commission (BRAC) process.

d. It is recognized that it is essential to protect public and private investments in US Air Force military facilities for which there may be no feasible future replacement.

e. The regulations herein are necessary to effectively implement the Air Transportation Goals and Policies of the Comprehensive Plan.

f. These regulations are necessary to effectively implement RCW 36.70A.530 which encourages land uses in the vicinity of Fairchild AFB which are compatible with military installations such as Fairchild Air Force Base.

g. These overlay regulations are intended to minimize exposure of residential and other noise sensitive land uses from uncontrollable aircraft noise and high numbers of aircraft overflights; to minimize risks to public safety from potential aircraft accidents; to restrict incompatible land uses within designated military influence areas as described in this Section.

h. The purpose of the regulations herein is to safeguard the public health, safety and welfare by establishing minimum requirements regulating the design and construction standards of certain buildings for human occupancy in the sound sensitive vicinity of [FAFB].

Chapter 14.702A.320 Height Restrictions: The Planning Director may require a development application to provide such technical documents and illustrations as necessary to demonstrate that the proposed development will not penetrate an imaginary surface. (See figure 29)

Sample Policy Language

The following sample language is for reference purposes only and does not represent a universally applicable model. Policy language should be drafted for a community to reflect local needs. Each community must determine

how best to consider compatibility within local comprehensive plans and development regulations through meaningful public process. The language shown in italics in the following sample excerpts is a starting point that jurisdictions can amend to meet local objectives and fit their plan's format.

Sample 1: Comprehensive Plan Language

The first sample is a product of the 2015 NBK JLUS (Appendix C).¹¹⁵ The sample summarizes the update process and:

- Provides a general structure for a comprehensive plan update addressing compatibility around military bases.
- Uses maps and narrative text to describe the local base, its operating areas, and jurisdiction boundaries.
- Suggests an ongoing committee structure to continue to coordinate around compatibility issues over time.
- Includes a goal and policies to support continuing compatibility coordination.

Sample 1: Plan Language

Provide Background.

Include a statement about the military installation and operating areas that drive this plan update. Summarize any compatibility studies, collaboration efforts, and community engagement that influenced the update.

Background: Naval Base Kitsap (NBK), located primarily in Kitsap County, has operational areas that extend into Puget Sound, Jefferson County, and Mason County, as well. One of the most complex installations in the country, NBK is comprised of several key properties and assets, including NBK-Bremerton, NBK-Bangor, NBK-Keyport, the Hood Canal, Dabob Bay Training Range Complex, Manchester Fuel Depot, and the Navy Railroad. The base's primary missions include homeporting, maintenance, and repair of submarines, aircraft carriers, and surface ships. However, base operations also include weapons handling and Research, Development, Testing, and Evaluation (RDT&E). (Insert a map of the area)

Provide Compatibility Context.

¹¹⁵ *City of Bremerton, "Naval Base Kitsap Joint Land Use Study," 2015, http://compplan.kitsapgov.com/Documents/KIJJLUS_DRAFT_FullAppendices_2015%2007%2028.pdf*

2015 Joint Land Use Study: In 2014 and 2015, a number of local and Tribal governments participated in a Joint Land Use Study (the “2015 JLUS”). This JLUS evaluated the compatibility of lands in the vicinity of Naval Base Kitsap and Naval Magazine Indian Island. Five Tribal governments (Skokomish, Port Gamble S’Klallam, Jamestown S’Klallam, Lower Elwha Klallam, Suquamish), three counties (Kitsap, Mason, and Jefferson), and four cities (Bremerton, Port Orchard, Poulsbo, and Port Townsend) participated in the development of the 2015 JLUS and its resulting recommendations.

Historically, local government the Navy have worked closely to avoid potential incompatible land uses in the vicinity of NBK and NAVMAGII. The 2015 JLUS described areas of potential conflict between military and civilian land uses and identified recommendations for avoiding land use conflicts in the future.

2015 JLUS Implementation and Ongoing Coordination: The JLUS recommended that an implementation committee be assembled to develop the tools recommended in the 2015 JLUS. Local government and military would be represented on the committee and oversee development of the JLUS implementation tools. Include Compatibility Goal and Policy Statements Include a goal(s) that support military compatibility and create policies that support military compatibility goals.

Sample goal: Ensure the ongoing compatibility of land uses in the vicinity of NBK and NAVMAGII in order to protect the Navy’s mission, the safety of military and civilian personnel and residents, and the quality of life of residents and visitors.

Sample policy: Identify local government officials and staff to participate on steering committees and in the development of JLUS implementation tools.

Sample policy: Upon the conclusion of the JLUS Implementation Phase, identify those tools recommended by the JLUS Implementation Committee, which are applicable and appropriate, and undertake reasonable efforts to implement those tools in a timely manner.

Sample 2: Overlay Zoning Code Language

The second sample features a zoning code to apply to Military Training Area (MTA) overlay zones for cities and counties in Washington State. These code provisions are structured as an Overlay Zone. As overlay zone provisions are treated differently in every municipality, it is assumed the provisions would be tailored to fit into the code format and unique conditions of

the city/county. The following sample for zoning language:

- Implements early notification process.
- Suggests coordination with Navy officials is essential to balance community needs with public safety.
- Covers the background, purpose, and applicability of the overlay zone.
- Establishes compatible uses and densities under military training routes and the coordinated review process.
- Includes example overlay zone provision integration and allowed use tables.
- Suggests a real estate transaction disclosure might help increase awareness of military operations and includes sample language.

Sample 2: Code Language

Chapter XX.XX Subsections

XX.XXX.XXX Military Training Routes - Background

XX.XXX.020 Military Training Route Overlay Zone (MTA) - Purpose

XX.XXX.030 Applicability

XX.XXX.040 Compatible Uses and Densities in the MTA Overlay Zone

XX.XXX.050 General Use Restrictions – MTA Overlay Zones

XX.XXX.060 Review Process and Standards for Permits and Conditional Use Permits within an MTA Overlay Zone – Application of Reasonable Conditions

Appendix 1 Example Use Chart Integrating MTA Overlay Zone Provisions

Appendix 2 Discussion of Additional Permitted, Conditional, and Prohibited Non-Residential Uses in Model MTA Overlay Zone

Appendix 3 Real Estate Transaction Disclosure

XX.XXX.010 Military Training Areas - Background

Military Training Areas (MTA’s) are airspace designations assigned by the FAA specifically for the training of military aircraft and crews. Many of these areas provide for high-speed, military training activities, down to as low as 200 feet above ground level. Because of the nature of these flight activities, there is a need to consider the compatibility of land uses under MTA airspace, from the standpoint of public safety, noise impacts, and vertical obstructions to low-level flight.

XX.XXX.020 Military Training Area Overlay Zone (MTA) - Purpose

The Military Training Area (MTA) Overlay zone is hereby established to:

- A) Minimize the risk to public safety by conflicts between military airspace and underlying land uses;
- B) Ensure the protection of unique and irreplaceable national defense training mission and designated military training areas;
- C) Promote early engagement between property owners and military officials prior to significant investment in incompatible land uses; and
- D) Raise awareness for the need for compatibility between military airspace and underlying land uses.

XX.XXX.030 Applicability

The MTA Overlay zone shall apply to all lands depicted on the official zoning map. The requirements herein shall apply in addition to those specified for the underlying zone.

XX.XXX.040 Compatible Uses and Densities in the MTA Overlay Zone

- A) Residential uses.
 - 1) Residential uses are allowed where permitted by underlying zoning. Exceptions:
 - a) High density housing types are subject to conditional use permit approval per XX.XXX.060(C). See [SEE APPENDIX 1 FOR AN EXAMPLE OF CONDITIONAL USES] for applicable uses; and
 - b) Residential uses are not permitted where the underlying zone is industrial, commercial or other non-residential zone.
 - 2) Existing residential zones shall not be geographically expanded. New residential zones are prohibited.
 - 3) Maximum residential density shall not exceed that allowed at the time of adoption of this chapter.
- B) Non-residential uses. Non-residential uses are allowed where permitted by underlying zoning [SEE APPENDIX 1 FOR AN EXAMPLE USE MATRIX]. Exceptions:
 - 1) Certain non-residential land uses that concentrate a large number of people in a small area are prohibited in the MTA Overlay zone [SEE APPENDIX 1 FOR AN EXAMPLE OF PROHIBITED USES];
 - 2) Certain non-residential uses with the capability of concentrating a large number of people in a small area are conditionally permitted [SEE APPENDIX 1 FOR AN EXAMPLE OF CONDITIONAL USES], provided they meet the criteria set forth in XX.XXX.060(C);

- 3) Certain uses that have potential to create hazardous conditions for low altitude military aircraft operations are conditionally permitted [SEE APPENDIX 1 FOR AN EXAMPLE OF CONDITIONAL USES], provided they meet the criteria set forth in XX.XXX.050 - .060;
- 4) Vulnerable occupant uses, which include uses where a majority of occupants are children, elderly or disabled or other people who have reduced mobility or are unable to timely respond to emergencies or avoid harm's way are conditionally permitted [SEE APPENDIX 1 FOR AN EXAMPLE OF CONDITIONAL USES], provided they meet the criteria set forth in XX.XXX.060(C);
- 5) Critical community infrastructure uses, which include facilities whereby damage or destruction of such uses would cause significant adverse effects to public health and welfare within or beyond the immediate vicinity or the facility are conditionally permitted [SEE APPENDIX 1 FOR AN EXAMPLE OF CONDITIONAL USES], provided they meet the criteria set forth in XX.XXX.060;

XX.XXX.050 General Use Restrictions – MTA Overlay Zones

- A) Notwithstanding the provisions of [CROSS REFERENCE TO USE MATRIX], no use shall be constructed or installed in the MTA Overlay zone that would cause any one of the following circumstances:
- B) The use creates or causes interference with the operations of military communications or electronic facilities;
- C) The use makes it difficult for pilots to distinguish between airport lights and other lights;
- D) The use results in glare which impairs pilot vision;
- E) The use impairs pilot visibility;
- F) The use endangers the maneuvering of aircraft;
- G) The use creates a wildlife attractant that, in the opinion of (ADD NAVY REFERENCE), could interfere with military operations;
- H) The use would create a fire accelerant or secondary explosion resulting from an aircraft crash in an accident potential zone; and
- I) Permitted uses shall not create large areas of standing water which would be attractive to bird life or other wildlife which would conflict with MTR operations.

XX.XXX.060 Review Process and Standards for Permits and Conditional Use Permits within an MTA Overlay Zone – Application of Reasonable Conditions

- A) For uses permitted in the MTA Overlay zone, the planning department shall review permit

applications for consistency with the applicable requirements of this chapter. The planning director may require a detailed site development plan to include but not be limited to a written description and illustration of site development, specific placement of all site improvements, height of improvements and other site alterations concurrent with development. The information shall include sufficient detail to determine whether or not the proposal is consistent with all requirements of this chapter.

- B) Notwithstanding the structure height standards of the underlying zone, proposed structures within the MTA Overlay zone exceeding 100 feet in height shall require approval of a conditional use permit in accordance with the provisions herein and the requirements of (ADD CROSS-REFERENCE TO GENERAL CUP PROVISIONS).
- C) Certain uses in the MTA Overlay zone require conditional use permit approval per (ADD CROSS-REFERENCE TO USE MATRIX). Such uses shall retain a density not more than 180 persons per individual acre. This shall be calculated by dividing the building code occupancy of all structures on the site by the acreage of the subject site not including property that has been dedicated as right-of-way.
In consultation with (APPLICABLE NAVY) officials, alternatives to this calculation may be acceptable if compatible with the military mission. For the purpose of this section, “consultation” shall mean written concurrence by (APPLICABLE NAVY) officials of a project proponent’s proposed alternative calculations.
- D) All conditional use permit applications in the MTA Overlay zone shall include written evidence of consultation with Commanding Officer, Northwest Training Range Complex or his designee. In addition to the criteria contained in [CROSS REFERENCE TO GENERAL CUP PROVISIONS], no conditional use

permit in the MTA Overlay zone shall be approved unless the following can be demonstrated:

- 1) The siting and design of a proposed structure or structures are consistent with the purposes defined in Section XX.XXX.010 above;
 - 2) The safety of military flight crews and the general public is protected; and
 - 3) The military flight training mission is protected.
- Conformance with the above criteria shall be confirmed by written concurrence from the (APPLICABLE NAVY) official.
- E) For all permits and conditional use permits, the approving authority may attach reasonable conditions to the approval as necessary to assure consistency with this chapter. Conditions may include but not be limited to the following:
 - 1) Establishment of buffers;
 - 2) Site specific building envelopes and placement;
 - 3) Vegetation removal and limitations on vegetation heights;
 - 4) Location and installation of utilities;
 - 5) Post development management and operations;
 - 6) Structural design;
 - 7) Structural height, location and orientation;
 - 8) Light and glare suppression;
 - 9) Birdlife suppression;
 - 10) Air emissions abatement;
 - 11) Limitations on communication equipment;
 - 12) Other reasonable conditions or safeguards that will uphold the purpose and intent of this chapter to protect military training capabilities consistent with comprehensive plan goals and policies; and
 - 13) Sound attenuation.

Appendix 1: Example Use Chart Integrating MTA Overlay Zone Provisions

Legend: P = Permitted use C = Conditionally permitted M = Permitted if allowed in underlying district No symbol = Prohibited Use # = See conditions below chart	Zoning Districts				
	SF Res	MR Res	Com	Ind	MTA Overlay
RESIDENTIAL USES					
Dwelling, single family	P				M
Dwelling, two family (Duplex)	C	P			M
Dwelling, three family (Triplex)		P			M
Cottage housing	P	P			M
Townhouse		P	P		M,C1
Dwelling, multifamily		P	P		M,C1
Senior assisted living facility or nursing home		P	P		
Day care centers	C	P	P		
Bed and breakfast	C	P	P		M,C1

Legend: P = Permitted use C = Conditionally permitted M = Permitted if allowed in underlying district No symbol = Prohibited Use # = See conditions below chart	Zoning Districts				
	SF Res	MR Res	Com	Ind	MTA Overlay
COMMERCIAL USES					
Retail, small scale (< 2,000sf building footprint)			P	C	M,C1
Retail, medium scale (2,000- 20,000sf building footprint)			P		M,C1
Retail, large scale (20,001-50,000 sf building footprint)			P		M,C1
Retail, regional (>50,000sf floor area)			P		
Restaurants, bars, and brewpubs ³			P		M,C1
Professional office			P		M,C1
Banks			P		M,C1
Hotel/motel, condotel, and other transient accommodations			P		M,C1
Personal service establishments			P		M,C1
General services establishments			P		M,C1
Gasoline station and auto service ³			P	P	M,C1
Mini-storage and warehouse facility			P		M,C1
General industrial			C	P	M,C1,2
Heavy industrial				P	M,C1,2
SPECIAL USES					
Parks and playgrounds including park buildings	P	P	P		M,C1
Community recreational facility	P	P	P		
Conference center			P		
Mortuary			P		
Veterinary clinic or hospital			P		M,C1
Church	C	C	P		
Places of public or private assembly (including theatres)		C	P		
School	C	C	C		
Museum			P		M,C1
Public utility facility	C	C	C	C	C
<p>Table development conditions:</p> <p>Subject use is conditionally permitted provided it meets density restrictions set forth in XX.XXX.060(C).</p> <p>Subject use is conditionally permitted provided the proposed use will not create a hazard for military aircraft operations and the underlying zone allows the use. This include uses that release discharge into the air such as smoke, steam or particulates that impair aircraft pilot visibility, uses that have above ground hazardous materials storage or uses that require the storage of large quantities of hazardous (flammable, explosive, corrosive or toxic) materials that have the potential to exacerbate an aircraft accident, uses that attract wildlife hazardous to military aircraft or uses that otherwise could create a hazard for aviation operations. Examples of hazardous uses include above ground chemical or fuel storage exceeding household quantities, mining and any uses that have open water associated with the use. Reasonable conditions may be added to the conditional use to assure that the hazardous use is compatible with the applicable Military Training Area.</p>					

(Example continued)

Appendix 2: Discussion of Additional Permitted, Conditional, and Prohibited Non-Residential Uses in Model MTA Overlay Zone

- Permitted/Conditional Uses.
- Low intensity non-residential uses - which do not concentrate people or hazardous materials into small areas, are not sensitive to loud noise and do not directly or indirectly inhibit aviation operations. Such uses are permitted only when allowed by underlying zoning at a net density not exceeding 180 persons per individual acre calculated per XX.XXX.060(C): Agricultural uses (that do not attract wildlife hazardous to

aviation operations), kennels, animal clinics, sales of motorcycles, automobiles, trucks, marine craft, manufactured homes and recreation vehicles, commercial parking, quick vehicle service, maintenance and repair shops, towing services, taxicab terminals, wholesale sales, ministorage, warehouses, non-labor intensive manufacturing, printing and publishing, cemeteries, trails, rail lines, roads, underground utilities; and

- Hazardous uses may be allowed as a conditional use permit, provided the proposed use will not create a hazard for military aircraft operations and the underlying zone allows the

use. This include uses that release discharge into the air such as smoke, steam or particulates that impair aircraft pilot visibility, uses that have above ground hazardous materials storage or uses that require the storage of large quantities of hazardous (flammable, explosive, corrosive or toxic) materials that have the potential to exacerbate an aircraft accident, uses that attract wildlife hazardous to military aircraft or uses that otherwise could create a hazard for aviation operations. Examples of hazardous uses include above ground chemical or fuel storage exceeding household quantities, mining and any uses that have open water associated with the use. Reasonable conditions may be added to the conditional use to assure that the hazardous use is compatible with the applicable Military Training Area.

- Prohibited uses.
- High intensity uses: Non-aviation related museums, libraries, race tracks, hotels, motels, resorts, group camps, non-aviation related colleges and universities, participant sports and recreation, amusement parks, recreational vehicle parks, entertainment uses, cultural facilities, public assembly facilities (concert halls, theaters, stadiums, amphitheaters, arenas, community centers, churches and similar facilities).
- Other high intensity uses - if net density exceeds 180 persons per individual acre, calculated per XX.XXX.060(C): Eating and drinking establishments, farmers markets, retail sales and services, shopping centers, hotels, motels, auction events, offices, businesses with a large number of employees, bus and rail passenger terminals and mass shelters.
- Vulnerable occupant uses: Retirement homes, nursing homes, convalescent facilities, assisted living residences, community treatment facilities, child day care and preschools, hospitals and schools (grades K-12).
- Critical community infrastructure. Such uses includes facilities whereby damage or destruction of which would cause significant adverse effects to public health and welfare within or beyond the immediate vicinity or the facility. Examples of critical community infrastructure include police stations, fire stations, emergency communication facilities, power plants and wastewater treatment facilities.

Appendix 3: Real Estate Transaction Disclosure

- A) As soon as practicable during the listing, advertisement, or other posting of information pertaining to the sale or lease of real property located within the MTA Overlay zone, but no later than the execution of the contract for sale or lease, the owner (MIGHT NEED DEFINITION/CLARIFICATION?) shall provide the buyer or lessee with written notice that the real property is within an established Military Training Area. As proof of compliance with this disclosure requirement, the owner and the buyer or lessee shall execute the disclosure form attached to Ordinance No. _____ as Exhibit "A", incorporated by reference and made a part hereof; provided, however that a "blanket disclosure ", i.e., a copy of the lessor's execution of the form may be utilized in subsequent lease transactions so long as each subsequent lessee signs a disclosure form.
- B) The determination as to whether the real property lies within the MTA Overlay zone shall be made by the planning department based upon the official zoning map upon the written request of the property owner. The request must include the street address as to the leased property and both the street address and the legal description contained in the deed for such real property in the event of a sale. The city/county shall provide the requested information to such owner in writing within five business days.
- C) After closing, a copy of the fully executed disclosure form shall be filed with the deed in the official records of _____ County, Washington. For real property located within the MTA Overlay zone, a copy of the executed disclosure form shall also be provided by the owner to:
ADD APPLICABLE NAVY CONTACT HERE.
- D) In the event the property is leased and within the MTA Overlay zone, the original fully executed disclosure form shall be attached to the originally executed lease, and a copy of the disclosure form shall be provided by owner to:
ADD APPLICABLE NAVY CONTACT HERE.
- E) Penalties. Any owner who shall fail, neglect or refuse to comply with the disclosure provisions of this section shall, upon conviction, be punished by a fine not exceeding _____.

Sample Notifications and Disclosures

Sample: Aviation Activity Notice

This example notification form is published in the 2011/2017 Washington State Department of Transportation (WSDOT) Airport Compatible Land-Use Program Guidebook (Appendix I).¹¹⁶ Intended for use near general aviation airports, it may be adaptable for civilian-military compatibility application:

Aviation Activity Notice

WHEREAS, (full name of property owner(s)), are the owners in fee of that certain parcel of land situated in the County of _____, State of _____, more particularly described as follows:

(Insert legal description of property)

NOW, THEREFORE, notice is given to all future property owners that: “The subject property is located adjacent to and within close proximity and flight paths of (*airport name*) and may impact the property from a variety of aviation activities. Such activities may include but are not limited to noise, vibration, chemical, odors, hours of operation, low overhead flights and other associated activities.”

AND, current and future property owners are also notified that the Federal Aviation Administration (FAA) establishes standards and notification requirements for potential height hazards that may be caused by structures, building, trees and other objects affecting navigable air space through 14 CFR Federal Aviation Regulations (FAR) Part 77 Civil Aviation Imaginary Surfaces. Any questions on establishing on height hazards or obstructions should be directed to (*local jurisdiction name*)(*airport sponsor name*) or the FAA.

Signed _____ day of _____, 20__.

Legal Property Owner(s)

BE IT REMEMBERED, that on this _____ day of _____, 200 ____, before me, the undersigned, a Notary Public in and for the County and State aforesaid, came _____, who are personally known to me to be the same persons who executed the within instrument of writing and such persons duly acknowledged the execution of the same.

ACKNOWLEDGMENT

STATE OF _____)
) ss.

COUNTY OF _____)

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my seal, the day and year last above written.

Notary Public

My commission expires _____

¹¹⁶ WSDOT, “Airport Compatible Land-Use Program Guidebook: Appendix I. WSDOT,” 2011/2017, www.wsdot.wa.gov/aviation/Planning/ACLUguide.htm

Sample: Noise Disclosure for Military Installation and Aircraft

This is an example noise disclosure proposed for areas surrounding JBLM.¹¹⁷

[Jurisdiction Name]

Military installation and aircraft operations noise disclosure

The following is part of the Purchase and Sale Agreement dated: _____

between _____ (“Buyer”)
Buyer Buyer

and _____ (“Seller”)
Seller Seller

concerning _____ (the “Property”).
Address City State Zip

[Insert jurisdiction here]: Noise Disclosure Statement

This property may be located within the Joint Base Lewis McChord (JBLM) noise impact and flight pattern area (“area”), which is likely to be affected by periodic aircraft flights and artillery training. The area is identified on maps available from the [insert jurisdiction and/or electronic application information here].

Practice sessions are routinely scheduled during day and night periods. Aircraft noise is not confined to the boundaries of the area. The noise generated by the single flyover of military aircraft may exceed the average noise level depicted by the airport noise zones and may exceed 100 (one-hundred) dba.

More specific information regarding military installation operations and aircraft noise can be obtained by contacting the JBLM Public Affairs Office or by visiting the JBLM website.

[Insert jurisdiction here]: Construction Disclosure Statement

The Property may be located within the Joint Base Lewis McChord (JBLM) noise impact and flight pattern area (“area”). [Insert jurisdiction here] has placed certain restrictions on construction within the area. Before purchasing or leasing property in the area, you should consult the [Insert jurisdiction here] Noise Level Reduction Ordinance ([Insert code reference here]) to determine if any restrictions have been placed on the property.

¹¹⁷ Pierce County, Planning and Public Works Department, “Comprehensive Plan Amendment,” 2019, www.co.pierce.wa.us/DocumentCenter/View/75830/Staff-Report---JBLM-Noise-Disclosure-891585

Sample: Avigation Easement

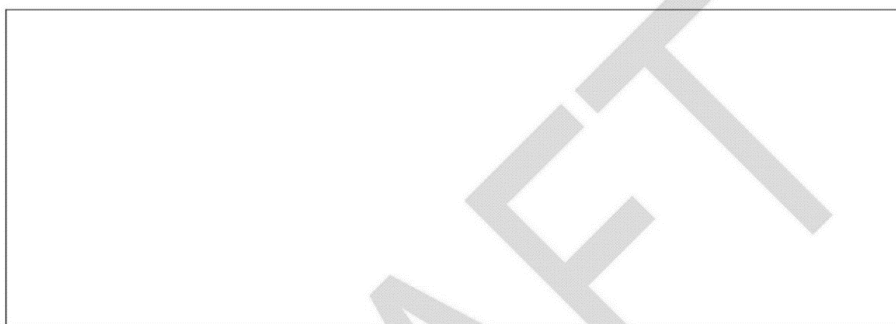
This avigation easement sample is from Spokane County Zoning Code, Chapter 17.702A (2016)

Reviewed and accepted by JTAG 7-14-2011

APPENDIX VII

AVIGATION EASEMENT

WHEREAS, _____, hereinafter called the "Grantor(s)", are the owners in fee of that certain parcel of land situated at _____, in the County of Spokane, State of Washington, more particularly described as follows:



NOW, THEREFORE, the Grantor(s), for themselves, their heirs, administrators, executors, successors and assigns, do hereby grant and convey unto Fairchild Air Force Base, County of Spokane, and to the United States of America as tenants in common, hereinafter called the "Grantees", its successors and assigns, for the use and benefit of the public, an easement and right-of-way, appurtenant to Fairchild Air Force Base for the unobstructed passage of all Base aircraft ("aircraft" being defined for the purpose of this instrument as any contrivance now known or hereafter invented, used or designed for navigation of or flight in the airspace above the property described herein in the vicinity of said Base) and in consideration of such noise, vibrations, fumes, dust, fuel particles and all other effects that may be caused by the operation of military aircraft in the process of landing at or taking off from or operating at or on Fairchild Air Force Base, and the Grantor(s), for themselves, their successors and assigns, do hereby fully waive, remise and release any right or cause of action which they now may have, or which they may have in the future, against the Grantees, their successors and assigns, due to such noise, vibrations, fumes, dust, fuel particles and all other effects that may be caused by the current or future operation of military aircraft in the process of landing at or taking off from, or operating at or on said Fairchild Air Force Base.

It is further understood and acknowledged that it is reasonable to expect that future military missions and Base improvements will cause aircraft impacts to change, potentially increasing flight frequencies, flight noise and vibration, alteration of flight paths and changing of aircraft types.

THE GRANTOR(S) further covenants and agrees to not create or cause interference with or utilize the above described land in any way contrary to the (municipality's) Fairchild Air Force Base Overlay Zone Regulations (Municipal Code Chapter _____), to include height limits and general use restrictions and agree to not erect, construct or alter any building, antenna, structure which will penetrate designated military airspaces overlaying property, said airspaces specifically described in the United States Department of Defense (DoD) Unified Facilities Criteria, DoD publication UFC 3-260-01, as amended.

TO HAVE AND TO HOLD said easement and right-of-way, and all rights pertaining thereto, upon the Grantees, their successors and assigns, until Fairchild Air Force Base, as existing or as expanded, is

Page 1 of 2

Checklists and Worksheets

Sample Compatibility Project Process

The following checklist addresses some of the general considerations, steps, data, and documents that apply to starting a compatibility project. This checklist for civilian-military compatibility planning is based on extended checklists and resources published by WSDOT for aviation compatibility. Accessible online, the WSDOT Airport Compatible Land-Use Program Guidebook contains more worksheets and information that can be suitably adapted for civilian-military compatibility:

www.wsdot.wa.gov/aviation/Planning/ACLUguide.htm

(1) Preparing for a project:

- Conduct **preliminary consultation** between stakeholders, including governmental parties like units of local/regional/tribal government, and an authorized military representative.
- Identify affected areas to **delineate study area**.
- Identify affected residents, businesses, military services, governments, and other **stakeholders**.
- Identify the purpose** for considering (or initiating) joint-planning effort.
- Review the military mission**, role, features, activities, and area(s) of influence on land, sea, air, and other resources or systems (such as telecommunications, navigation systems, transportation systems, etc.)
- Identify and review applicable local/regional planning documents, and available installation **plans or studies**.
- Review relevant **state/federal regulations**.
- Inventory land uses** near the base or range.
- Identify impacts** and set preliminary goals.

(2) Formal project initiation:

- Prepare a **memorandum of agreement and/or charter** for units of government or others with roles of formal contribution and responsibility in the compatibility project.
- Prepare a communication and **public participation plan** (See RCW 36.70A.035).
- Set a **timeline and identify funding** for staff, outreach, and planning activities.
- Prepare a **project proposal and project work plan** for the compatibility study.

(3) Example data products:

- Map(s) showing administrative boundaries, military base or range features, and indicated compatibility interest-areas.
- Map(s) and/or model(s) showing applicable traffic patterns (land, airspace, and/or waterways).
- Map(s) and/or model(s) of noise impacts.
- Map(s) and/or model(s) of impacts.

(4) Example project deliverables:

- Policy recommendations** (in study or plan) to reduce impact/improved compatibility.
- Implementation plan** to review, select, and adopt policy recommendations in the comprehensive plan and development regulations as part of the update process.
- Evaluation and update plan or strategy** to monitor/update compatibility initiatives.
- Other tools as required by the project.

Growth Management Act Military Compatibility Provision Checklists

Periodic Update Checklist(s)

The Washington State Department of Commerce has checklists to help cities and counties fully planning under the Growth Management Act to conduct the periodic review and update of comprehensive plans and development regulations required by RCW 36.70A.130(4). Cities and counties can use the checklists to identify portions of their plans and development regulations they may need update to reflect local needs or to comply with changes to the GMA. The complete checklists offer

instructions for components of comprehensive plans and development regulations specifically required by the GMA. The example below is based on content in the complete Periodic Update Checklists.

Commerce strongly recommends cities and counties use the complete checklists, which are available on the Commerce webpage:

www.commerce.wa.gov/serving-communities/growth-management/periodic-update/

Continuing Review and Evaluation Pursuant to RCW 36.70A.130

<p>1. The Land Use Element should be consistent with county-wide planning policies (CWPPs) and RCW 36.70A.070(1).</p>		
<p>If a U.S. Department of Defense (DOD) military base employing 100 or more personnel is within or adjacent to the jurisdiction, the plan must include policies, land use designations, and consistent zoning to discourage the siting of incompatible uses adjacent to military base. If applicable, inform the commander of the base regarding amendments to the comprehensive plan and development regulations on lands adjacent to the base.</p>	<p><input type="checkbox"/> No incompatible uses near U.S. DOD bases.</p> <p><input type="checkbox"/> Base commander notified</p> <p>Notes:</p>	
<p>2. Inclusion within the Land Use Element:</p>		
<p>If there is a military base within or adjacent to the jurisdiction employing 100 or more personnel: policies, land use designations, (and consistent zoning) to discourage the siting of incompatible uses adjacent to military bases. RCW 36.70A.530(3), New in 2004. See WAC 365-196-475</p>	<p>Addressed in current plan and regulations?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>Location(s):</p>	<p>Changes needed to meet current statute?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>Notes:</p>
<p>3. The Zoning Code should contain the following provisions:</p>		
<p>If there is a military base within or adjacent to the jurisdiction employing 100 or more personnel: zoning that discourages the siting of incompatible uses adjacent to military bases. RCW 36.70A.530(3), new in 2004. See WAC 365-196-475</p>	<p>Addressed in current plan and regulations?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>Location(s):</p>	<p>Changes needed to meet current statute?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>Notes:</p>

Source: Adapted from Washington State Department of Commerce, "Periodic Update Checklists for Cities and Counties," (2016), www.commerce.wa.gov/serving-communities/growth-management/periodic-update/

Consultation Guidance Part 1: Notification to Commander

Requirement Pursuant to RCW 36.70A.530

The GMA requires that the comprehensive plan and development regulations not allow development that is incompatible with the mission requirements of the base (RCW 36.70A.530). Local planning staff have expertise on local land use plans, community changes, local regulations, and pending projects. A military installation’s command and planning

personnel have the expertise on mission requirements, potential mission changes, installation capacity, and military vulnerability to various forms of development. Notification protocols in the GMA reflect the importance of two-way communication in avoiding conditions that diminish the functionality of a base and that may introduce more people into areas where they are more likely to experience impacts.

Notification of Intent to Amend Comprehensive Plan or Development Regulation:

1. Determine Applicability of RCW 36.70A.530	
This notification protocol applies to cities and counties planning under the GMA that have a military installation, other than a reserve center, that are:	<input type="checkbox"/> Located within or adjacent to the jurisdiction’s border. <input type="checkbox"/> Operated by the U.S. Department of Defense. <input type="checkbox"/> Employing 100 or more personnel.
2. Notification to Amend Comprehensive Plan or Development Regulations	
When a city or county intends to amend its comprehensive plan or development regulations, or building codes for lands adjacent to military installations, it must:	<input type="checkbox"/> Notify the installation commander of the intent to amend the comprehensive plan, development regulations, or building codes for lands adjacent to military installations. <input type="checkbox"/> Request the installation commander provide a written recommendation and supporting facts relating to land use in the area addressed by the proposed adoption or amendment. <input type="checkbox"/> Provide 60 days for response to the requesting government. <input type="checkbox"/> If the commander does not submit a response within 60 days, then the local government may presume implementation of the proposal will not adversely affect the installation.
3. Communication Protocols	
Note: It is advisable for local government staff to maintain contact with permanent base personnel who are authorized to provide information or assistance with notification.	<input type="checkbox"/> Required: Address formal notifications to the base commander with a 60-day response window. <input type="checkbox"/> Advisable: Determine base personnel authorized to assist with notification protocols in advance of initiating amendments.
<i>Notes:</i>	

Consultation Guidance Part 2: Determining Policy or Development Consultation

Is the inquiry from a developer or unit of government and related to energy siting for power generation or transmission lines? If yes: See [Consultation Guidance on Energy Projects](#) in this chapter.

Is the inquiry's subject of interest located on or directly adjacent to a military installation?

If Yes: Direct inquiries related to operations at (or headquartered at) a base to the installation's public affairs office or a contact designated to represent the base for the specific subject. Offices and points of contact may be listed on the base webpage. Also see the Consultation Guide in this chapter for area maps and basic contact information.

Note: If considering a development project in the vicinity of a military installation, it is advisable to contact the base early in the project. The Navy advises contacting the commanding officer or base planner to ensure compatibility, pointing to further guidance on energy siting.¹¹⁸ (See also energy siting guidance in this section.)

If no, then is the area of interest:

- A. **Off-installation, within a county (unincorporated area)? If yes:** Direct inquiries about non-military lands in unincorporated areas to the county planning or development office. (See the Consultation Guide for area maps and basic contact information.)
- B. **Off-installation, within a city (incorporated area)? If yes:** Direct inquiries to the city planning or development office for issues related to policies for non-military lands within city boundaries.
- C. **Off-installation, on state, federal (non-military), or tribal-owned lands? If yes:** Determine the state/federal agency or tribe responsible for management of the lands in the area of interest for inquiries related to military operations in these areas.

Note: The military is subject to federal regulations and permitting processes for activities on federal/public or tribal lands.

Is the inquiry from a unit of government and related to updating plans or regulations?

Yes: Units of government are encouraged to consult with base planners and/or command to coordinate planning-related efforts, including but not limited to comprehensive plans. Note: Notification is required when updating comprehensive plans and development regulations for cities and counties planning under the Growth Management Act (GMA) near a DOD base employing 100 or more personnel (other than a reserve center). (See checklist, Notification to Commander: Requirement Pursuant to RCW 36.70A.530.)

Is the inquiry related to airfield compatibility or military use of a general aviation airport?

Yes: Civilian airports and military airfields operate under similar aviation principles and common challenges related to airspace, land use, aircraft operations, noise, accidents/safety, and other compatibility issues. For more information and consultation insights, the Washington State Department of Transportation (WSDOT) Airport Compatible Land-Use Program provides information, compatibility assessment worksheets, and consultation checklists that may be useful for inquiries related to aircraft operations.¹¹⁹ Visit WSDOT Aviation online to access the Airport Compatible Land-Use Program Guidebook, updated in 2017:

www.wsdot.wa.gov/aviation/Planning/ACLUguide.htm

¹¹⁸ U.S. Navy Energy, Environment and Climate Change, Readiness Sustainment and Compatibility, 2019, <http://navysustainability.dodlive.mil/rsc/>

¹¹⁹ WSDOT, "Airport Compatible Land-Use Program Guidebook," 2011/2017, www.wsdot.wa.gov/aviation/Planning/ACLUguide.htm

Consultation Guidance Part 2

Notification Checklist (Pursuant to RCW 36.70A.530)

The GMA states that a “comprehensive plan, amendment to a plan, a development regulation or amendment to a development regulation should not allow development in the vicinity of a military installation that is incompatible with the installation’s ability to carry out its mission requirements” (RCW 36.70A.530). Notification protocols in the GMA’s military provision emphasize the importance of two-way communication in preventing avoiding conditions that diminish the functionality of a base and that may bring people into areas where they are more likely to experience impacts. Local planning staff have expertise on local land use plans, regulations, and pending projects while the military installation’s command and planning personnel have expertise on mission requirements, installation capacity, and vulnerability to various forms of development. This checklist is a tool to help fulfill notification requirements.

Intent to Amend Comprehensive Plan or Development Regulation

<p>1. This checklist is intended to help community planners working in jurisdictions near military installations and military base personnel work with local government staff during the planning process, per RCW 36.70A.530. The following list includes a series of suggestions to ensure effective communication protocols are established to best support mutually compatible land use and development.</p>	
<p>These notification protocols apply to cities and counties planning under the GMA that have a military installation, other than a reserve center, that is:</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Located within or adjacent to the jurisdiction’s border. <input type="checkbox"/> Operated by the U.S. Department of Defense. <input type="checkbox"/> Employing 100 or more personnel.
<p>2. Notification to amend Comprehensive Plan or Development Regulations</p>	
<p>When a city or county has the intent to amend its comprehensive plan or development regulations, or building codes for lands adjacent to military installations, it must:</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Notify the installation commander of the intent to amend the comprehensive plan, development regulations, or building codes for lands adjacent to military installations. <input type="checkbox"/> Request the installation commander provide a written recommendation and supporting facts relating to land use in the area addressed by the proposed adoption or amendment. <input type="checkbox"/> Provide 60 days for response to the requesting government. <input type="checkbox"/> If the commander does not submit a response within 60 days, then the local government may presume implementation of the proposal will not adversely affect the installation.
<p>3. Communication Protocols</p>	
<p>Note: It is advisable for local government staff to maintain contact with permanent base personnel who are authorized to provide information or assistance with notification.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Required: Address all formal notifications to the base commander. <input type="checkbox"/> Advisable: Determine base personnel authorized to assist with notification protocols at the base.

Consultation Guidance: Energy Projects

Some energy projects may pose risks for pilot safety, navigation, radar, and communications. The DOD has an ongoing process to identify potential impacts related to energy project siting.¹²⁰ Consultation should start locally with the installation or representative early in project planning. Washington State’s Energy Facility Site Evaluation Council (EFSEC) lists DOD contact information online: www.efsec.wa.gov.

Frequently Asked Questions (FAQs)

1. Who should consult with the DOD, and when?

Developers, permitting agencies, and project proponents are encouraged to begin consulting with the DOD about potential energy projects as early in the planning process as possible. Project proponents can include private developers, landowners, public officials, energy/utility organizations, Indian tribes, or units of government.

2. How early should preliminary consultation occur? When is it required in state law?

RCW 36.01.320 requires counties to notify the DOD upon receipt of a permit application to site an energy plant or alternative energy resource. The notification process gives the DOD time to comment on the application and identify concerns related to placement or operations before a permit application approval.¹²¹ Yet it is ideal to consult with the DOD before the county receives an application to ensure potential impacts addressed as early as possible in a project planning stage. Consultation even as early as initial project concept helps energy proponents and developers plan around avoidable issues before large investment of interest, time, and money.

3. Will early consultation with the DOD satisfy legal requirements for notification or consultation?

Early consultation does not replace the Federal Aviation Administration’s (FAA) Obstruction Evaluation/Airport Airspace Analysis (OE/AAA) filing process or other legally required consultation procedures.¹²² Instead, early consultation is a means to coordinate project reviews with the goal of reaching a mutually agreeable proposal. This often includes a letter from the military memorializing agreements and support of a project from a military stakeholder perspective.

4. Is consultation confidential?

When consulting with the DOD, indicate that a request for consultation or review is “proprietary” or “business sensitive” if applicable.

5. Why consult so early?

Preliminary consultation minimizes the risk of late-stage delays caused by conflicts that might be avoidable through early information exchange in concept and planning phases. Early consultation (before project permitting) is not required but is strongly advised prior to committing significant financial or political investment in a project. Coordination ideally results in a project that preserves the integrity of military training areas and the safety of those using them while supporting goals related to energy and economic development. Early consultation offers the greatest chance to identify and work together around findings that may pose civilian or military safety risks.

6. What are the steps for early consultation with the military?

1. *Start early consultation with a local inquiry* to a community planning and liaison officer or an installation command representative. Visit www.efsec.wa.gov for DOD/military contacts.
2. Discuss the development concept with the military representative to identify potential concerns and work to achieve mutually agreeable solutions where needed.
3. Following contact with the local/regional military representative, further consultation activities may be either legally required or recommended by the local/regional contact—this depends upon the status, timeline, and other details of a specific project.

¹²⁰ U.S. Navy Energy, Environment and Climate Change, *Readiness Sustainment and Compatibility*, 2019, <http://navysustainability.dodlive.mil/rsc/>

¹²¹ Washington State Legislature, RCW 36.01.320—Application for a permit to site an energy plant or alternative energy source—Written notice to United States department of defense, <https://app.leg.wa.gov/RCW/default.aspx?cite=36.01.320>

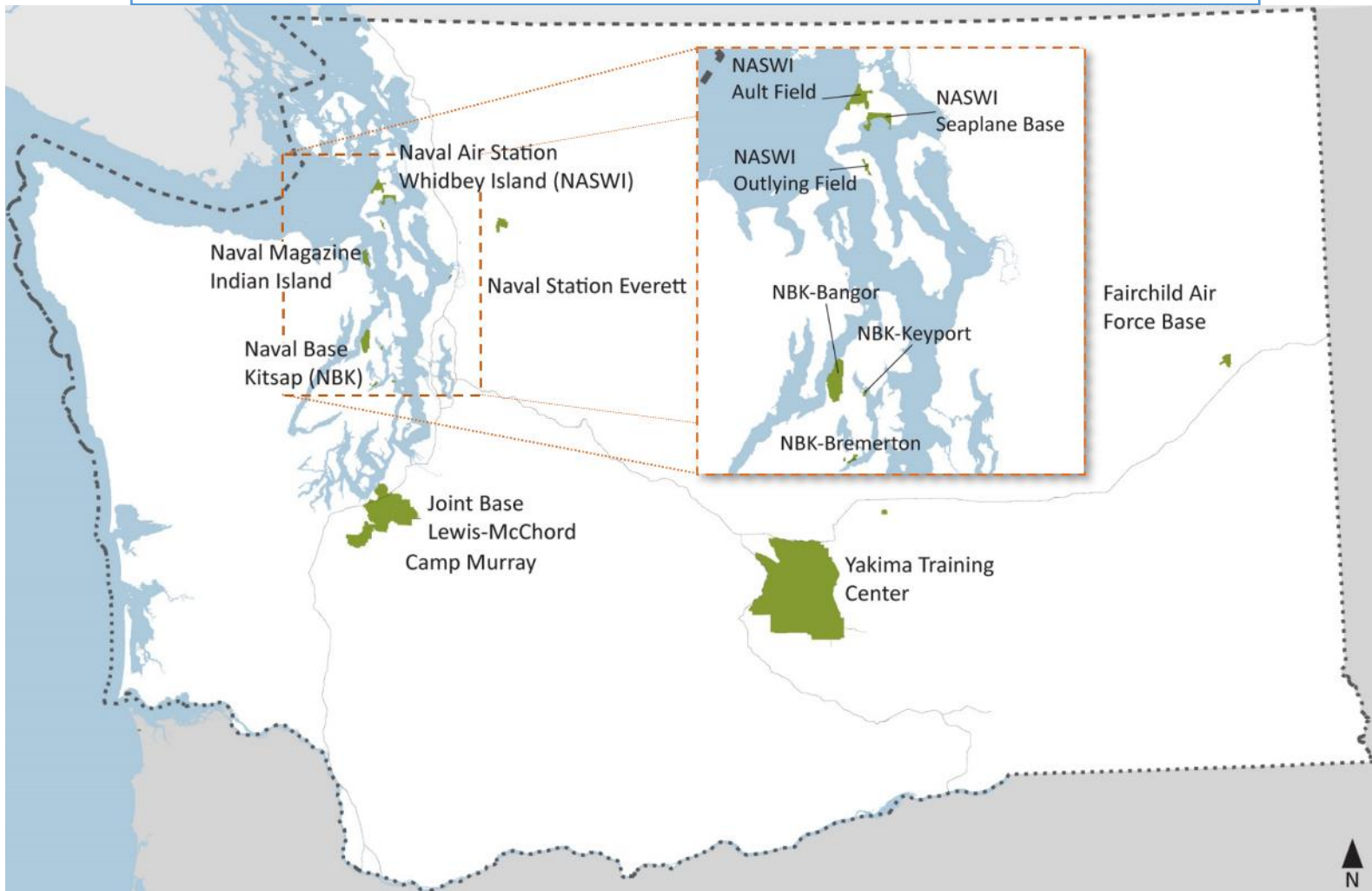
¹²² The FAA webpage has information on the OE/AAA process: <https://oeaaa.faa.gov/oeaaa/external/portal.jsp>; The DOD Siting Clearinghouse is another source of information related to energy siting: www.acq.osd.mil/dodsc/

Consultation Guide

Contact information in this guide begins with maps and local government and military contacts surrounding each major installation, a statewide airspace map and contacts, and additional contacts and other resources for general reference. This guide intends to point people toward helpful resources and support civilian-military communication.

Quick-Links to the Consultation Guide:

- Fairchild Air Force Base (Air Force) and Jurisdictions
 - Joint Base Lewis-McChord (Army and Air Force), Camp Murray (Guard), and Jurisdictions
 - Naval Air Station Whidbey Island (Navy) and Jurisdictions
 - Naval Base Kitsap (Navy) and Jurisdictions
 - Naval Magazine Indian Island (Navy) and Jurisdictions
 - Naval Station Everett (Navy) and Jurisdictions
 - Yakima Training Center (Army) and Jurisdictions
 - Special Use Airspace (SUA) or a Military Training Route (MTR)
 - Additional Defense Facilities and Resources by Topic
- Jump to the beginning: [Guidebook table of contents](#)*
- Jump to the Navigation Pane: [Guidebook Quick-Links](#)*



Consultation Guide Orientation

Each installation guide includes a map of the installation and surrounding jurisdictions. Contact information for the installation, county, or town is listed, including the main website (if available), address, and phone number. Other phone numbers are listed for departments of interest to general community concerns and planning questions. For unincorporated towns, all available information has been provided. This section also includes brief descriptions of installations and their missions. If available, a link to relevant compatibility planning documents is provided.

Fairchild Air Force Base (Air Force) and Jurisdictions
Spokane County, Stevens County, Lincoln County, Spokane, Spokane Valley, Airway Heights, Medical Lake, Cheney

Mission
Provide responsive, precise air refueling and operational support for the full range of military operations. In addition, Fairchild hosts the 336th Training Group responsible for the Survival Evasion, Resistance, Escape (SRE) school.³⁵

Joint Land Use Study Materials
<https://static.spokanecity.org/documents/boc/board/west-obains-area-pds/final-fairchild-joint-land-use-study.pdf>

³⁵ Fairchild Air Force Base, (2018), <https://www.fairchild.af.mil/>, <https://www.fairchild.af.mil/About/Units/336th-Training-Group/>

Fairchild	https://www.fairchild.af.mil/ 4 W Castle St, Fairchild AFB, WA 99011 Base Operator 509-247-1212 Crime Stop Line 509-247-5555 Public Affairs Office 509-247-5705
Spokane County	https://www.spokanecounty.org/ 1116 W Broadway Ave, Spokane, WA 99260 Assessor 509-477-3698 Board of County Commissioners 509-477-2265 Chief Executive Officer 509-477-2600 Building and Planning 509-477-3675
Stevens County	http://www.co.stevens.wa.us/ 215 S Oak St, Colville, WA 99114 Assessor 509-684-6161 Commissioners 509-684-3751 Land Services, Planning Division 509-684-2401
Lincoln County	https://www.co.lincoln.wa.us/ 27234 State Route 25 N, Davenport, WA 99122 Assessor 509-725-7011 Commissioners 509-725-3031 Planning/Land Services 509-725-7911
Spokane	https://www.spokanecity.org/ 808 Spokane Falls Blvd, Spokane, WA 99201 Main Line 509-755-2489 Mayor 509-625-6250 City Council 509-625-6255 Community Development 509-625-6325 Planning Services 509-625-6300
Spokane Valley	http://www.spokanevalley.org/ 10210 E Sprague Ave, Spokane Valley, WA 99206 Main Line 509-720-5000 City Council 509-720-5102 City Manager 509-720-5100 Planning and Zoning 509-720-5240
Airway Heights	http://www.cawh.org/ 1208 S Lundstrom, Airway Heights, WA 99001 Main Line 509-244-5578 Planning Department 509-244-2552 Fire Department 509-244-3322
Medical Lake	https://medical.lake.org/ PO Box 369, Medical Lake, WA 99022-0369 City Hall 509-565-5000 Fire Department 509-565-5022 Parks and Recreation 509-565-5007
Cheney	https://www.cityofcheney.org/ 609 2 nd St, Cheney, WA 99004 Mayor 509-498-9200 Fire Department 509-498-9291 Planning 509-498-9240

111 | Washington State Guidebook on Military and Community Compatibility (2019) DRAFT

112 | Washington State Guidebook on Military and Community Compatibility (2019) DRAFT

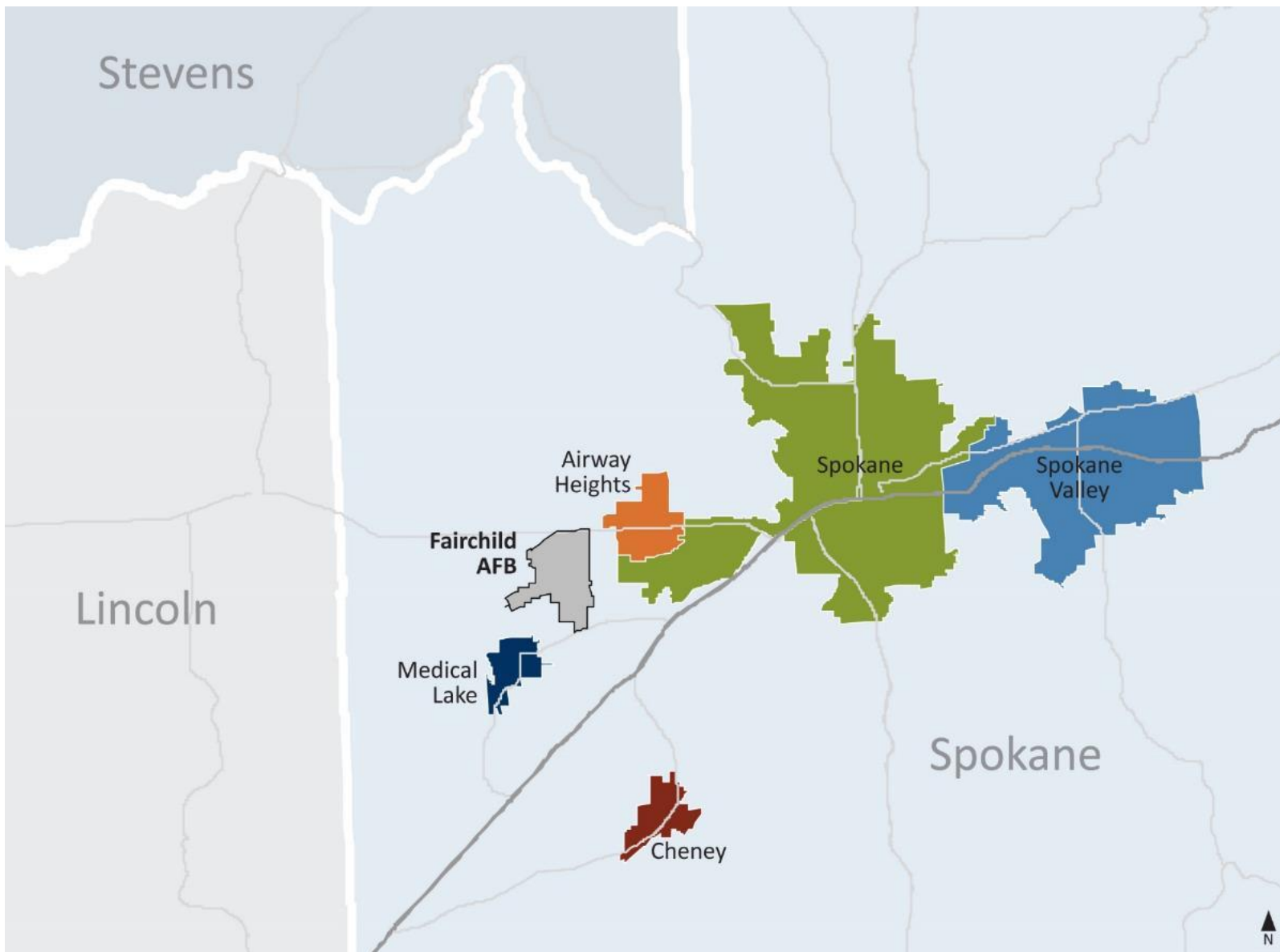
Whom to Call

If you have a question about a military base or compatibility issue and don't know whom to contact, start by calling or emailing its Public Affairs Office. This department routinely take calls from the public and can answer questions or put you in touch with someone who can.

If you have a question about land use outside the base, start by contacting your local government's planning or community development office. If it's not a land use or permitting question, call the main line, explain what you need, and they will transfer you to the appropriate resource.

Fairchild Air Force Base (Air Force) and Jurisdictions

Counties: Lincoln, Spokane, and Stevens. Cities/towns: Airway Heights, Cheney, Medical Lake, Spokane, and Spokane Valley.



Mission

Provide responsive, precise air refueling and operational support for the full range of military operations. In addition, Fairchild hosts the 336th Training Group responsible for the Survival Evasion, Resistance, and Escape (SERE) school.¹²³

FAFB Joint Land Use Study Materials

<https://static.spokanecity.org/documents/bcc/board/s/west-plains-area-pda/final-fairchild-joint-land-use-study.pdf>

¹²³ Fairchild Air Force Base, 2018, www.fairchild.af.mil/; www.fairchild.af.mil/About/Units/336th-Training-Group/

Fairchild Air Force Base (FAFB)www.fairchild.af.mil/

4 W Castle St, Fairchild AFB, WA 99011

Base Operator	509-247-1212
Crime Stop Line	509-247-5555
Public Affairs Office	509-247-5705

Lincoln Countywww.co.lincoln.wa.us/

27234 State Route 25 N, Davenport, WA 99122

Assessor	509-725-7011
Commissioners	509-725-3031
Planning/Land Services	509-725-7911

Spokane Countywww.spokanecounty.org/

1116 W Broadway Ave, Spokane, WA 99260

Assessor	509-477-3698
Board of County Commissioners	509-477-2265
Chief Executive Officer	509-477-2600
Building and Planning	509-477-3675

Stevens Countywww.co.stevens.wa.us/

215 S Oak St, Colville, WA 99114

Assessor	509-684-6161
Commissioners	509-684-3751
Land Services, Planning Division	509-684-2401

Airway Heightswww.cawh.org/

1208 S Lundstrom, Airway Heights, WA 99001

Main Line	509-244-5578
Planning Department	509-244-2552
Fire Department	509-244-3322

Cheneywww.cityofcheney.org/

609 2nd St, Cheney, WA 99004

Mayor	509-498-9200
Fire Department	509-498-9291
Planning	509-498-9240

Medical Lake<https://medical-lake.org/>

PO Box 369, Medical Lake, WA 99022-0369

City Hall	509-565-5000
Fire Department	509-565-5022
Parks and Recreation	509-565-5007

Spokane<https://my.spokanecity.org/>

808 Spokane Falls Blvd, Spokane, WA 99201

Main Line	509-755-2489
Mayor	509-625-6250
City Council	509-625-6255
Community Development	509-625-6325
Planning Services	509-625-6300

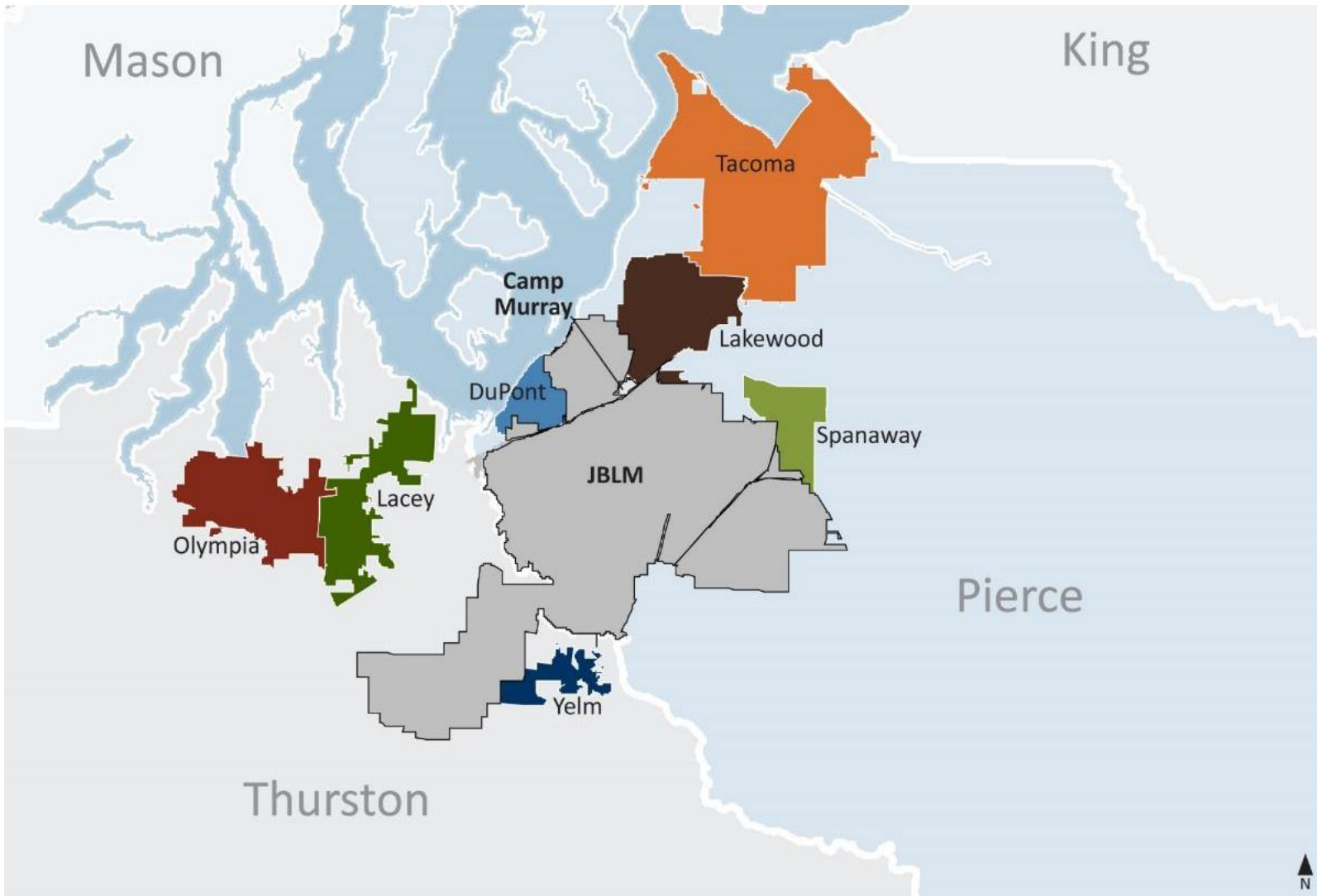
Spokane Valleywww.spokanevalley.org/

10210 E Sprague Ave, Spokane Valley, WA 99206

Main Line	509-720-5000
City Council	509-720-5102
City Manager	509-720-5100
Planning and Zoning	509-720-5240

Joint Base Lewis-McChord (Army and Air Force), Camp Murray (Guard), and Jurisdictions

Counties: King, Mason, Pierce, and Thurston. Cities/towns: DuPont, Lacey, Lakewood, Olympia, Spanaway, Tacoma, and Yelm.



Mission (JBLM)

Provide training and infrastructure, responsive quality of life programs, and mobilization and deployment operations for Army, Navy, Air Force, and Marines. Manage resources to support mission readiness and execution.¹²⁴

JBLM Joint Land Use Study Materials

<https://cityoflakewood.us/south-sound-military-and-communities-partnership/joint-land-use-study/>

Mission (Camp Murray)

Protect state property and environment; provide support for domestic emergencies, and national defense and homeland security missions.¹²⁵

Camp Murray includes the Washington Military Department operational divisions of Army National Guard, State Guard, and Air National Guard.

¹²⁴ Joint Base Lewis-McChord, 2018, <https://home.army.mil/lewis-mcchord/index.php/about/mission>

¹²⁵ Washington Military Department, 2019, www.mil.wa.gov

Joint Base Lewis-McChord (JBLM)<https://home.army.mil/lewis-mcchord/>Bldg 1010 Liggett Ave, Joint Base Lewis-McChord,
WA 98433

Noise Complaint Line	253-967-0852
Police/Fire	253-967-7112
Public Works/Planning	253-967-3191
Public Affairs Office	253-967-0168

Camp Murraywww.mil.wa.gov/

Bldg 1, 1 Militia Dr, Camp Murray, WA 98430-5000

Washington State Guard	253-512-8231
Washington Military Department	
Information	253-512-8000
Public Affairs	253-512-8989

King Countywww.kingcounty.gov/

516 3rd Ave, Seattle, WA 98104

Directory	206-296-0100
Assessor	206-296-7300
Executive	206-263-9600
Council	206-477-1000
Community Development	206-263-9105

Mason Countywww.co.mason.wa.us/411 N 5th St, Shelton, WA 98584

Directory	360-427-9670
Assessor	360-427-9670
Commissioners	360-427-9670
Community Services	360-786-5490

Pierce Countywww.co.pierce.wa.us/

930 Tacoma Ave S, Tacoma, WA 98402

Assessor/Treasurer	253-798-6111
Council	253-798-7777
Executive	253-798-7477
Planning/Public Works	253-798-7210

Thurston Countywww.thurstoncountywa.gov

2000 Lakeridge Dr SW, Olympia, WA 98502-1045

Directory	360-754-3800
Assessor	360-867-2200
Commissioners	360-786-5440
Planning	360-786-5490

DuPontwww.ci.dupont.wa.us/

1700 Civic Dr., DuPont, WA 98327

Main Line	253-964-8121
Mayor	253-912-5218
City Administrator	253-912-5388
Planning Division	253-912-5393

Laceywww.ci.lacey.wa.us/

420 College St SE, Lacey, WA 98503

Main Line	360-491-3214
City Manager	360-486-2620
Community Development	360-491-5642
Economic Development	360-412-3199

Lakewoodwww.cityoflakewood.us/

6000 Main St SW, Lakewood, WA 98499-5027

Main Line	253-589-2489
City Manager	253-983-7703
Planning/Community Devt.	253-512-2261

Olympia<http://olympiawa.gov/>

PO Box 1967, Olympia, WA 98507-1967

Mayor/Council	360-753-8447
Community Planning & Devt.	360-753-8314

Spanaway (unincorporated)

No information

Tacomawww.cityoftacoma.org/

747 Market St, Tacoma, WA 98402

Main Line	253-591-5000
City Manager	253-591-5818
Planning/Development Services	253-591-5030

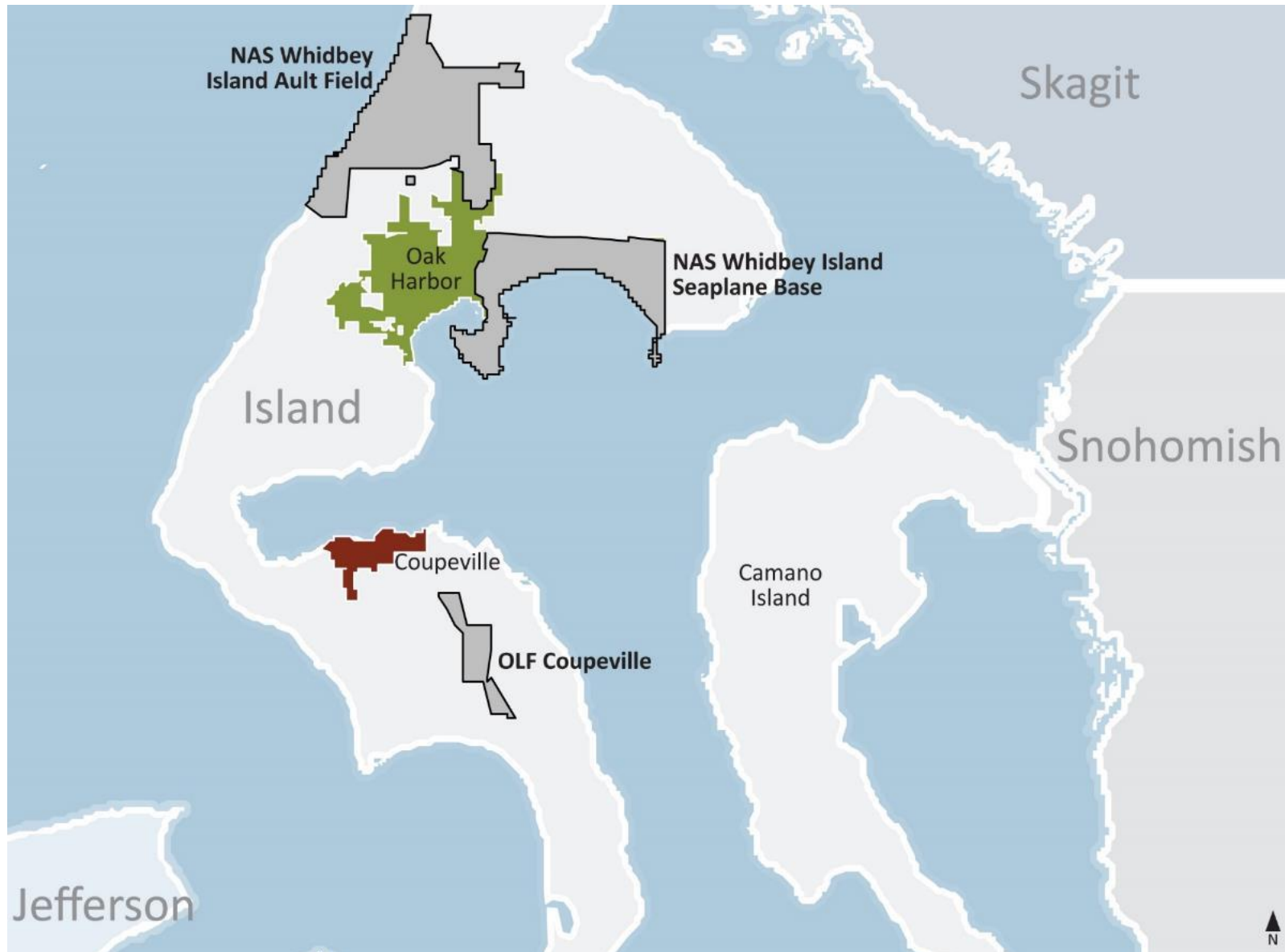
Yelmwww.ci.yelm.wa.us/

105 Yelm Ave W, Yelm, WA 98597

Mayor	360-458-8401
City Council	360-458-3244
Community Development	360-458-8408

Naval Air Station Whidbey Island (Navy) and Jurisdictions

Counties: Island, Jefferson, Skagit, and Snohomish. Cities/towns: Camano Island, Coupeville, Oak Harbor



Mission

As the sole naval aviation support in the Pacific Northwest, we provide the highest-quality facilities, services and products to the naval aviation community and all organizations using Naval Air Station Whidbey Island.¹²⁶

Other Installations: Ault Field, Seaplane Base, Outlying Field Coupeville.

¹²⁶ *Naval Air Station Whidbey Island, 2018,*
www.cnrc.navy.mil/regions/cnrnw/installations/nas_whidbey_island/about/mission_and_vision.html

Naval Air Station-Whidbey Island (NASWI)www.cnric.navy.mil/regions/cnrnw/installations/nas-whidbey_island.html

Bldg. 385, 3730 N Charles Porter Ave, Oak Harbor, WA 98278

Noise Complaint Line	360-257-6665
Information	360-257-1080
Fire Department	360-257-2532
Environmental Affairs	360-257-1009
Housing Services	360-257-3331
Public Affairs	360-257-2286
Public Works	360-257-3348

Island Countywww.islandcountywa.gov

Whidbey Office

1 NE 7th St, Coupeville, WA 98239

Camano Office

121 N East Camano Dr, Camano Island, WA 98282

Main Line	360-678-5111
County Commissioners	360-679-7354
Assessor	360-679-7303
General Services Administration	360-679-7378
Planning & Community Devt.	360-679-7339

Jefferson Countywww.co.jefferson.wa.us/

PO Box 1220, 1820 Jefferson St, Port Townsend, WA 98368

Main Line	360-385-9100
Assessor	360-385-9105
Board of Commissioners	360-385-9100
County Administrator	360-385-9100
Community Development	360-379-4450
Economic Development	360-379-4693

Skagit Countywww.skagitcounty.net

1800 Continental Pl Ste 100, Mount Vernon, WA 98273

Main Line	360-416-1300
County Commissioners	360-416-1300
Assessor	360-416-1780
Planning & Development	360-416-1320

Snohomish County<https://snohomishcountywa.gov/>

3000 Rockefeller Ave, Everett, WA 98201

Main Line	425-388-3411
Assessor	425-388-3433
Snohomish County Council	425-388-3494
Emergency Management	425-388-5060
Executive	425-388-3312
Planning & Development Services	425-388-3377

Camano Island (unincorporated)<https://camanoisland.org/>

Chamber of Commerce	360-629-7136
Camano Island Library	360-387-5150

Coupevillewww.townofcoupeville.org/

PO Box 725, 4 7th St NE, Coupeville, WA 98239

Main Line	360-678-4461
Mayor	360-678-4461
Planning Director	360-678-4461 ext. 3

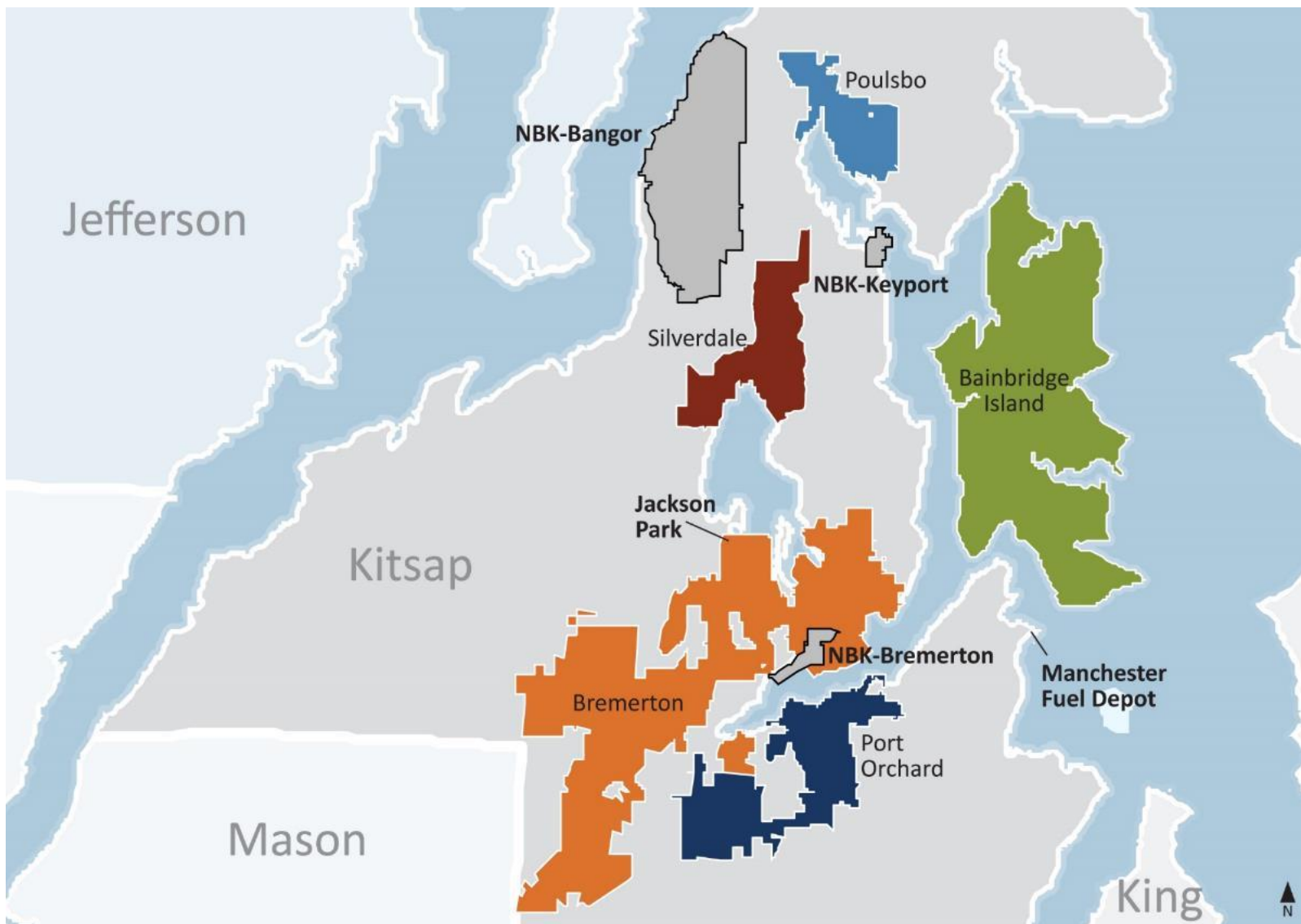
Oak Harborwww.oakharbor.org/

865 SE Barrington Dr, Oak Harbor, WA 98277

Main Line	360-279-4500
Mayor	360-279-4503
City Administrator	360-279-4501
Development Services	360-279-4511

Naval Base Kitsap (Navy) and Jurisdictions

Counties: Jefferson, King, Kitsap, and Mason. Cities/towns: Bainbridge Island, Bremerton, Port Orchard, Poulsbo, and Silverdale.



Mission

To support the Navy by providing operating services, programs, and facilities for our ships, submarines, and shore commands that meet needs of hosted war-fighting commands and installation employees.¹²⁷

Other Installations: Manchester Fuel Depot, and Jackson Park

NBK Joint Land Use Study Materials

http://compplan.kitsapgov.com/Documents/KII/JLUS_Full.pdf

¹²⁷ *Naval Base Kitsap, 2018,* www.cnrc.navy.mil/regions/cnrnw/installations/navbase_kitsap/about/mission_and_vision.html

Naval Base Kitsap (NBK)www.cnic.navy.mil/regions/cnrnw/installations/navbase_kitsap.html

120 S Dewey St, Bldg. 443 Bremerton, WA 98314	
Base Information	360-396-6111
Customer Service Desk	360-627-4024
NBK Bangor	360-396-6505
NBK Keyport	360-340-5335
Naval Hospital Bremerton	360-475-4232
Recycling	360-396-7005
Public Works	360-396-4640
Navy Region Northwest PAO	360-396-1630

Jefferson Countywww.co.jefferson.wa.us/

PO Box 1220, 1820 Jefferson St, Port Townsend, WA 98368	
Main Line	360-385-9100
Assessor	360-385-9105
Board of Commissioners	360-385-9100
County Administrator	360-385-9100
Community Development	360-379-4450
Economic Development	360-379-4693

King Countywww.kingcounty.gov/

516 3rd Ave, Seattle, WA 98104	
Directory	206-296-0100
Assessor	206-296-7300
Executive	206-263-9600
Council	206-477-1000
Community Development	206-263-9105

Kitsap Countywww.kitsapgov.com

619 Division St, Port Orchard, WA 98366	
Main Line	360-337-5777
Assessor	360-337-7160
County Commissioners	360-337-7080
Community Development	360-337-5777

Mason Countywww.co.mason.wa.us/

411 N 5th St, Shelton, WA 98584	
Directory	360-427-9670
Assessor	360-427-9670
Commissioners	360-427-9670
Community Services	360-786-5490

Bainbridge Island

www.ci.bainbridge.-isl.wa.us	
280 Madison Ave N, Bainbridge Island, WA 98110	
Main Line	206-842-7633
City Manager	360-780-8620
Planning & Community Devt.	206-780-3750
Engineering & Water Resources	206-842-2016

Bremerton

www.ci.bremerton.wa.us	
345 6th St, Ste 100, Bremerton, WA 98337	
Main Line	360-473-5290
Mayor	360-473-5266
City Council	360-473-5280
City Attorney	360-473-2345
Community Development	360-473-5275

Port Orchard

www.cityofportorchard.us	
216 Prospect St, Port Orchard, WA 98366	
Main Line	360-876-4407
Mayor	360-876-4407
City Council	360-876-4407
Community Development	360-874-5533

Poulsbo

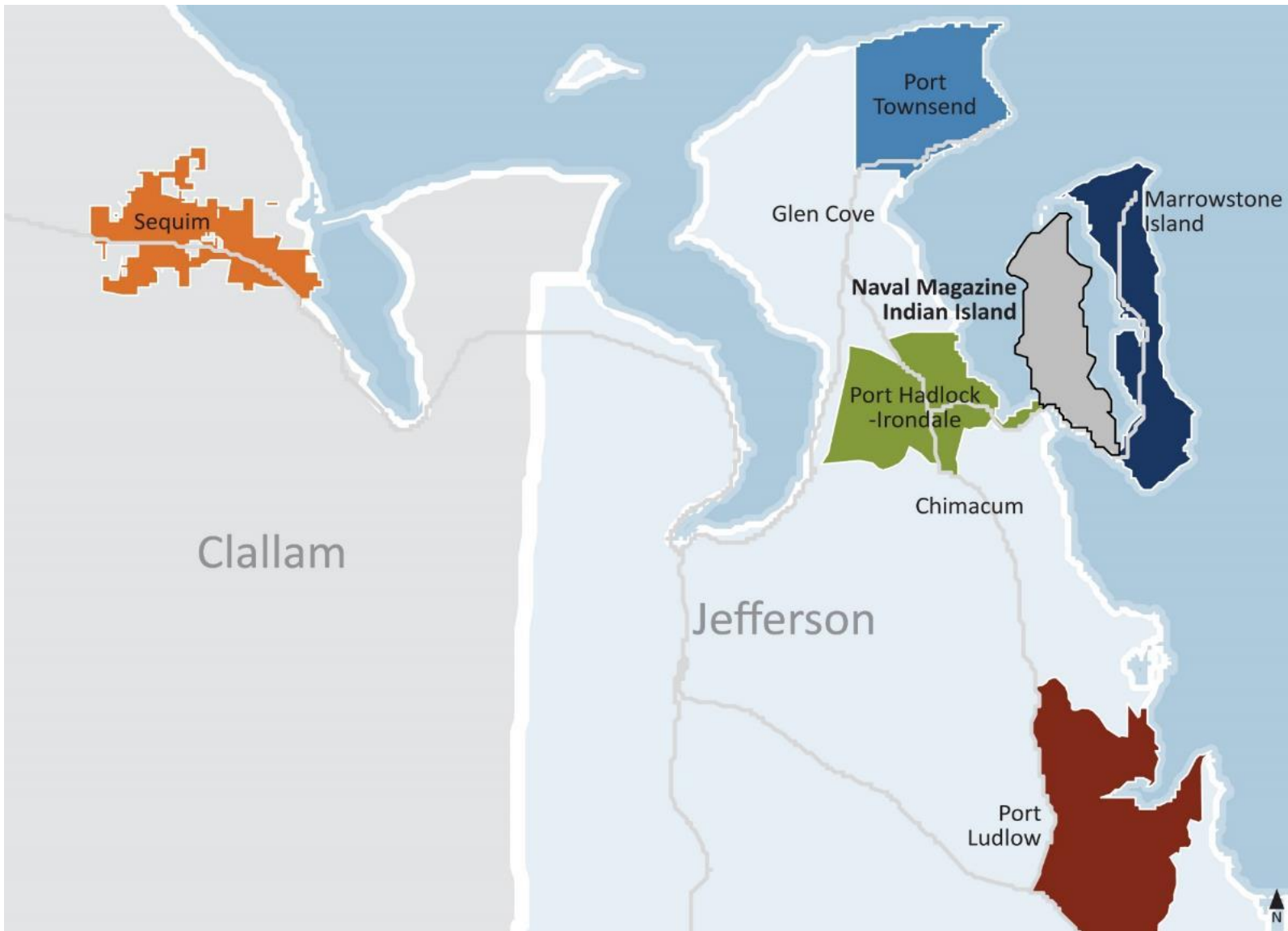
https://cityofpoulsbo.com/	
200 NE Moe St, Poulsbo, WA 98370	
Mayor	360-394-9700
City Council	360-779-3901
Planning & Economic Devt.	360-394-9748
Engineering	360-394-9882

Silverdale (unincorporated)

Chamber of Commerce	360-692-6800
School District	360-662-1610
Water District	360-447-3500

Naval Magazine Indian Island (Navy) and Jurisdictions

Counties: Clallam and Jefferson. Cities/towns: Marrowstone Island, Port Hadlock-Irondale, Port Ludlow, Port Townsend, and Sequim.



Mission

NAVMAG functions as the ordnance (weapons) management center for fleet and shore stations in the Pacific Northwest Region. As the only breakbulk and containerized ordnance transshipment port in support of the Pacific command, they provide technical support of ordnance and ordnance-related equipment and processes, and logistics management.¹²⁸

NBK/NAVMAGII Joint Land Use Study Materials
http://compplan.kitsapgov.com/Documents/KIILJUS_Full.pdf

¹²⁸ *Naval Magazine Indian Island, 2018,*
www.cnrc.navy.mil/regions/cnrnw/installations/naval_magazine_indian_island/about/mission_and_vision.html

Naval Magazine-Indian Island (NAVMAGII)www.cnic.navy.mil/regions/cnrnw/installations/naval_magazine_indian_island.html

100 Indian Island Rd, Port Hadlock, WA 98339

Administration	360-396-5227
Information Hotline	360-396-5375
Emergency Management Officer	360-396-7404
Environmental	360-396-5353
Facilities	360-396-5268
Fire & Emergency Services	360-396-4444
Public Affairs	360-396-1630
Safety	360-396-5224
Security	360-396-4444

Clallam Countywww.clallam.net/223 E 4th St, Port Angeles, WA 98362

Main Line	360-417-2000
Assessor	360-417-2400
Board of Commissioners	360-417-2233
Community Development	360-417-2277

Jefferson Countywww.co.jefferson.wa.us/

PO Box 1220, 1820 Jefferson St, Port Townsend, WA 98368

Main Line	360-385-9100
Assessor	360-385-9105
Board of Commissioners	360-385-9100
County Administrator	360-385-9100
Community Development	360-379-4450
Economic Development	360-379-4693

Marrowstone Island (unincorporated)

No information

Port Hadlock-Irondale (unincorporated)

East Jefferson Fire District	360-385-2626
Chimacum School District	360-302-5890
Jefferson Co. Chamber of Commerce	360-385-7869
Jefferson County Library	360-385-6544

Port Ludlow (unincorporated)

Port Ludlow Fire & Rescue	360-437-2236
Chimacum School District	360-302-5890
Jefferson Co. Chamber of Commerce	360-385-7869

Port Townsend<http://cityofpt.us/>

250 Madison St Port Townsend WA 98368

Main Line	360-385-3000
City Administration	360-379-5047
City Council	360-379-2980
Development Services	360-385-2294
Fire District	360-385-2626

Sequimwww.sequimwa.gov/

152 W Cedar St, Sequim WA, 98382

Main Line	360-683-4139
City Manager	360-681-3440
Community Development	360-681-3435

Naval Station Everett (Navy) and Jurisdictions

Counties: Island and Snohomish. Cities/towns: Everett, Granite Falls, Lake Stevens, Marysville, Mukilteo, and Snohomish.



Mission

Provide superior shore station support to U.S. Navy and Coast Guard Forces, while ensuring quality of life for sailors, civilians, and their families.¹²⁹

Other Installations: Pacific Beach (not pictured), Jim Creek Naval Radio Station (not pictured), Smokey Point Naval Support Complex

¹²⁹ *Naval Station Everett, 2018,*
www.cnic.navy.mil/regions/cnrnw/installations/ns_everett/about/mission_and_vision.html

Naval Station Everett (NSE)www.cnic.navy.mil/regions/cnrnw/installations/ns_everett.html

2000 W Marine View Dr, Everett WA, 98207

Mainline	425-304-3305
Base Operations	425-304-3187
Environmental Department	425-304-3470
Fire Department	425-304-3081
Public Affairs	425-304-3429
Public Works	425-304-3534
Security	425-304-3262

Island Countywww.islandcountywa.gov

Whidbey Office
1 NE 7th St, Coupeville, WA 98239

Camano Office
121 N East Camano Dr, Camano Island, WA 98282

Main Line	360-678-5111
County Commissioners	360-679-7354
Assessor	360-679-7303
Planning & Community Devt.	360-679-7339

Snohomish County<https://snohomishcountywa.gov/>

3000 Rockefeller Ave, Everett, WA 98201

Main Line	425-388-3411
Assessor	425-388-3433
County Council	425-388-3494
Emergency Management	425-388-5060
Executive	425-388-3312
Planning & Development Services	425-388-3377

Everett<https://everettwa.gov/>

2930 Wetmore Ave, Everett, WA 98201

Main Line	425-257-8700
Mayor	425-257-7115
City Council	425-257-8703
Com. Planning & Economic Devt.	425-257-8731
Police	425-257-8400
Port of Everett	425-259-3164

Granite Falls<http://ci.granite-falls.wa.us/>

PO Box 1440, 206 S Granite Ave, Granite Falls, WA 985252

Main Line	360-691-6441
Police	360-691-6611

Lake Stevenswww.lakestevenswa.gov

1812 Main St, Lake Stevens, WA 98258

Main Line	425-334-1012
City Administrator	425-377-3230
Economic Development	425-377-3223
Fire	425-334-3034
Police	425-407-3999

Marysville<https://marysvillewa.gov/>

1049 State Ave, Marysville, WA 98270

Main Line	360-363-8000
Community Development	360-363-8100
Emergency Management	360-363-8096
Fire District	360-363-8500
Police	360-363-8300

Mukilteo<https://mukilteowa.gov/>

11930 Cyrus Wy, Mukilteo, WA 98275

Main Line	425-263-8000
Mayor	425-263-8018
Fire	425-263-8150
Police	425-407-3999
Planning & Community Devt.	425-263-8000

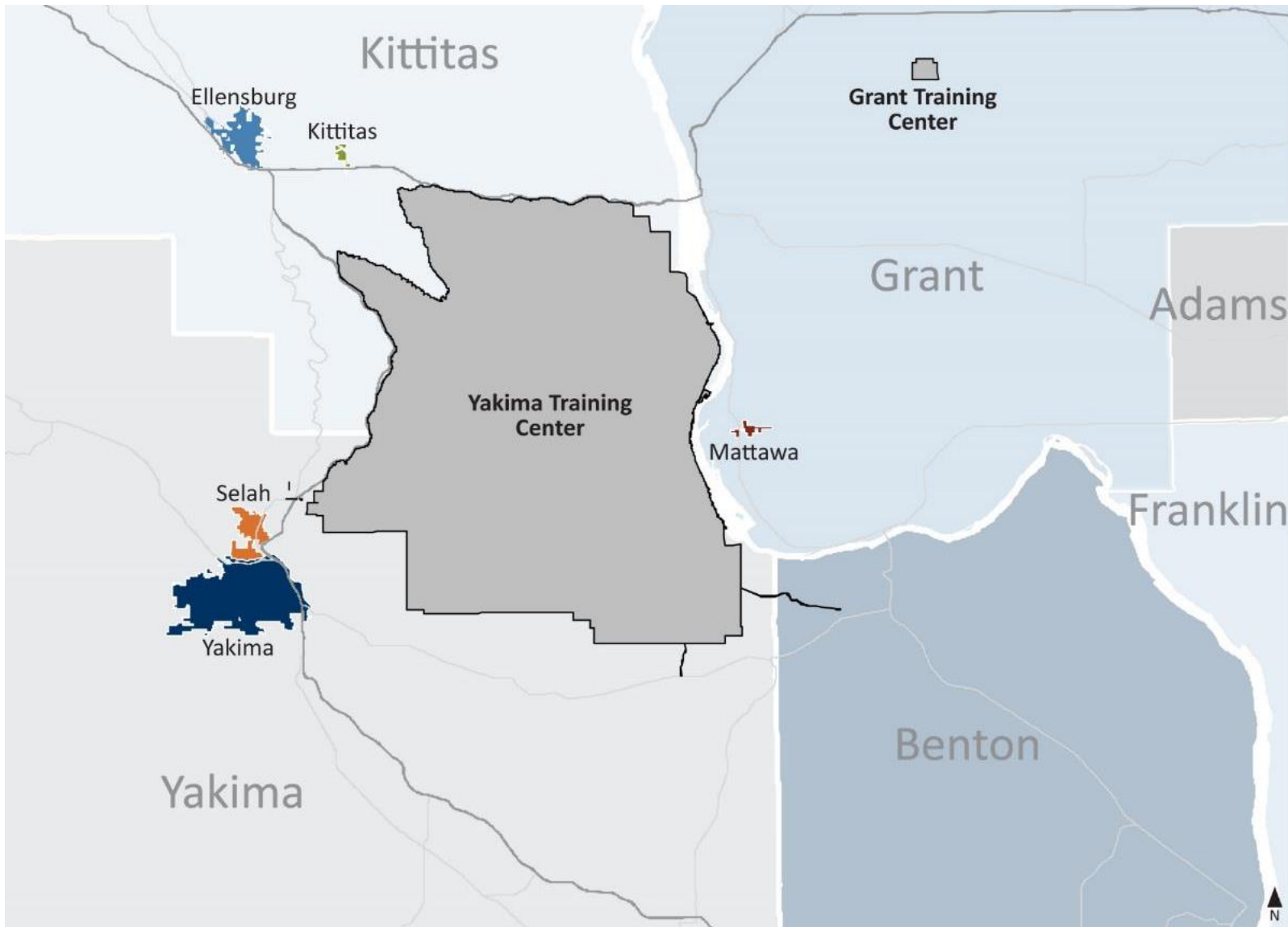
Snohomish<http://ci.snohomish.wa.us/>

PO Box 1589, 116 Union Ave, Snohomish, WA 98291

Main Line	360-568-3115
Mayor	360-282-3154
Planning & Development Services	360-282-3173
Police	360-568-0888

Yakima Training Center (Army) and Jurisdictions

Counties: Adams, Benton, Franklin, Grant, Kittitas, and Yakima. Cities/towns: Ellensburg, Kittitas, Mattawa, Selah, and Yakima.



Mission

Provide training and infrastructure, responsive quality-of-life programs, and mobilization and deployment operations for Army, Navy, Air Force, and Marines. Manage resources to support mission readiness and execution.¹³⁰ YTC is managed by JBLM.

Other Installations: Grant Training Center

JBLM Joint Land Use Study Materials

www.cityoflakewood.us/south-sound-military-and-communities-partnership/our-work?showall=&start=3

¹³⁰ Yakima Training Center, 2018, <https://home.army.mil/yakima/index.php/about/mission>

Yakima Training Center (YTC)<https://home.army.mil/yakima/index.php/my-fort>

Bldg 140, 970 Firing Center Rd, Yakima, WA 98901

Main Line	509-577-3205
Fire	509-577-3250
Firing Range Operations	509-225-8100
Morale, Welfare & Recreation	509-577-3208
Police	509-577-3236
Public Affairs	253-967-0148
Public Works	509-577-3730

Adams Countywww.co.adams.wa.us/

210 W Broadway, Ritzville, WA 99169

Assessor	509-659-3200
Board of Commissioners	509-659-3236
Building and Planning	509-488-9441
Sheriff	509-659-1122

Benton Countywww.co.benton.wa.us/

620 Market St, Prosser, WA 99350

Main Line	509-786-5710
Assessor	509-786-2046
Board of Commissioners	509-786-5600
Community Development	509-736-3053

Franklin Countywww.co.franklin.wa.us/1016 N 4th Ave, Pasco, WA 99301

Assessor	509-545-3506
Board of Commissioners	509-545-3535
Planning and Building	509-545-3521
Sheriff	509-545-3501

Grant Countywww.grantcountywa.gov/

35 C St NW, Ephrata, WA 98823

Main Line	509-754-2011
Assessor	ext. 2683
Board of Commissioners	ext. 2928
Development Services	ext. 2501
Sheriff	ext. 2001

Kittitas Countywww.co.kittitas.wa.usSuite 101, 205 W 5th Ave, Ellensburg, WA 98926

Assessor	509-692-7501
Board of Commissioners	509-962-7508
Community Development Services	509-962-7506
Sheriff	509-962-7525

Yakima Countywww.yakimacounty.us182 N 2nd St, Yakima, WA 98901

Assessor	509-574-1100
Board of Commissioners	509-574-1500
Emergency Management	509-574-1900
Planning	509-574-2300
Sheriff	509-574-2500

Ellensburgwww.ci.ellensburg.wa.us/

509 N Anderson St, Ellensburg, WA 98926

Main Line	509-962-7204
City Council/Manager	509-962-7221
Community Development	509-962-7231

Kittitaswww.cityofkittitas.com/index.html

207 N Main St, Ellensburg, WA 98926

Main Line	509-968-0220
Mayor	509-968-0221

Mattawawww.cityofmattawa.com/default.htm

PO Box 965, Mattawa, WA 99349

Mayor/City Council	509-932-4037
All Departments	509-932-4037

Selah<https://selahwa.gov/>

115 W Naches Ave, Selah, WA 98942

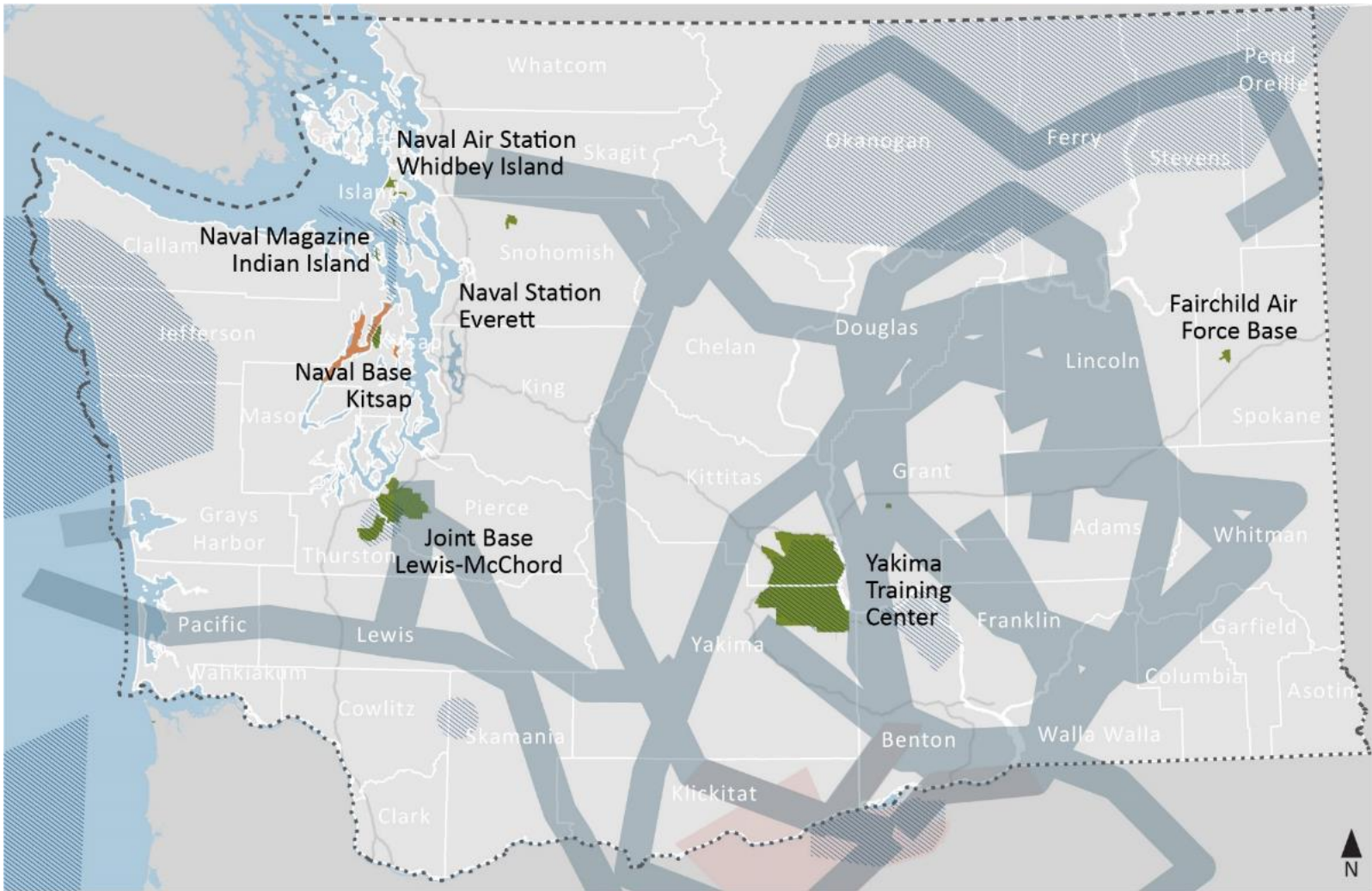
City Hall/Mayor/Council	509-698-7328
Community Devt. & Planning	509-698-7365

Yakimawww.yakimawa.gov129 N 2nd St, Yakima, WA 98901

Main Line	509-575-6000
City Manager	509-575-6000
Community Development	509-576-6417

Special Use Airspace (SUA) or a Military Training Route (MTR)

Airspace that the Federal Aviation Administration (FAA) designates as either Special Use Airspace (SUA) or a Military Training Route (MTR) crosses many Washington state counties. Flying heights within these areas can include areas at 1,000 feet or below. Planners reviewing energy siting projects (e.g., wind turbines) or energy developers and proponents within these areas should note these restrictions and coordinate with the military planning liaison responsible for these operating areas (listed on the Energy Facility Site Evaluation Council’s webpage www.efsec.wa.gov). The next page lists contact information for military and jurisdiction offices.



LEGEND

- Major Installation
- Navy Underwater Range Complex
- Boardman Geographic Area of Concern
- Navy Military Training Routes <1,000 ft
- Special Use Airspace
- WA State Boundary

This map is intended to generally illustrate statewide Navy training routes. MTRs may differ slightly or be modified from what is shown here. Data for Fairchild Air Force Base or military branches other than the Navy was unavailable at the time of publication.

The FAA grants use of airspace to the military and has final authority over airspace.

Federal and State Contacts (Airspace)**Navy Northwest Training Range Complex**

873 N Charles Porter Ave, Oak Harbor, WA 98278
 Community Planning Liaison Office 360-930-4085
 Fax 360-257-1852

Energy Facility Site Evaluation Council (EFSEC)

www.efsec.wa.gov
 PO Box 43172, Olympia, WA 98504
 Main number 360-664-1345

Federal Aviation Administration (FAA)

www.faa.gov/about/office_org/
www.faa.gov/airports/environmental
 Western Service Center, 2200 S. 216th St, Des Moines, WA 98198
 Airport Environmental Programs, 800 Independence Ave SW, Washington, DC 20591
 Western Service Center 206-231-2420
 Airport Environmental Programs 866-835-5322

National Oceanic and Atmospheric Administration

www.wrc.noaa.gov/
 NOAA Western Regional Center, 7600 Sand Point Way, Seattle, WA 98115
 Public Affairs Office (West Coast) 503-231-6268
 NOAA Fisheries—Seattle, WA 206-526-6150
 NOAA Fisheries—Lacey, WA 360-753-9530
 NOAA Fisheries—Ellensburg, WA 509-962-8911
 Office of Response & Restoration 240-533-0391

Washington State Department of Transportation Aviation Division

www.wsdot.wa.gov/aviation/staff.htm
 PO Box 47361, Olympia, WA 98504
 Aviation Staff Communications 360-709-8015
 Aviation planning and other contacts listed online.

County Contacts (Airspace)**Adams County**

www.co.adams.wa.us/
 210 W Broadway, Ritzville, WA 99169
 Main number 509-659-3240

Benton County

www.co.benton.wa.us/
 620 Market St, Prosser, WA 99350
 Main number 509-783-1310

Chelan County

www.co.chelan.wa.us/
 Building 140, 970 Firing Center Rd, Yakima, WA 98901
 Community Development 509-667-6225

Clallam County

www.clallam.net/
 223 E 4th St, Port Angeles, WA 98362
 Main number 360-417-2000

Clark County

www.clark.wa.gov/
 1300 Franklin St, Vancouver, WA 98660
 Main number 360-397-2000

Columbia County

www.columbiaco.com/
 341 E Main St, Dayton, WA 99328
 Planning Department 509-382-4676

Cowlitz County

www.co.cowlitz.wa.us/
 207 4th Ave N, Kelso, WA 9626
 Planning Department 360-577-3052

Douglas County

www.douglascountywa.net/
 203 S Rainier St, Waterville, WA 98858
 Land Services 509-884-7173

Ferry County

www.ferry-county.com/
 147 N Clark, Republic, WA 99166
 Main number 509-775-5225

Franklin County

www.co.franklin.wa.us/
 1016 N 4th Ave, Pasco, WA 99301
 Planning Department 509-545-3521

Garfield County

<https://co.garfield.wa.us/>
 789 W Main St, Pomeroy, WA 99347
 Planning Department 509-843-1301

Grant County

www.grantcountywa.gov/
 PO Box 37, Ephrata, WA 98823
 Main number 509-754-2011

Grays Harbor County

www.co.grays-harbor.wa.us/
 100 W Broadway, Montesano, WA 98563
 Planning Department 360-249-4222

Island Countywww.islandcountywa.gov

1 NE 7th St, Coupeville, WA 98239

Main number 360-678-5111

Jefferson Countywww.co.jefferson.wa.us/

1820 Jefferson St, Port Townsend, WA 98368

Main number 360-385-9100

King Countywww.kingcounty.gov/516 3rd Ave, Seattle, WA 98104

Main number 206-296-0100

Kitsap Countywww.kitsapgov.com

619 Division St, Port Orchard, WA 98366

Main number 360-337-5777

Kittitas Countywww.co.kittitas.wa.usSuite 101, 205 W 5th Ave, Ellensburg, WA 98926

Main number 509-962-7506

Klickitat Countywww.klickitatcounty.org/

205 S Columbus Ave, Goldendale, WA 98620

Planning Department 509-773-5703

Lewis Countylewiscountywa.gov/

351 NE North St, Chehalis, WA 98532

Community Development 360-740-1146

Lincoln Countywww.co.lincoln.wa.us/

450 Logan St, Davenport, WA 99122

Planning Department 509-725-7911

Okanogan Countywww.okanogancounty.org/123 5th Ave N, Okanogan, WA 98840

Main number 509-422-7245

Pacific Countywww.co.pacific.wa.us/

300 Memorial Dr, South Bend, WA 98586

Main number 360-875-9334

Pierce Countywww.co.pierce.wa.us/2401 S 35th St #2, Tacoma, WA 98409

Planning and Land Services 253-798-7210

Pend Oreille Countywww.whitmancounty.org/625 W 4th St, Newport, WA 99156

Planning Department 509-447-4821

Skagit Countywww.skagitcounty.net/Departments/Home

1800 Continental Pl, Mount Vernon, WA. 98273

Planning Services 360-416-1320

Skamania Countywww.skamaniacounty.org/

240 NW Vancouver Ave, Stevenson, WA 98648

Community Development 509-427-3900

Snohomish County<https://snohomishcountywa.gov/>

3000 Rockefeller Ave, Everett, WA 98201

Main number 425-388-3411S

Spokane Countywww.spokanecounty.org/

1116 W Broadway Ave, Spokane, WA 99260

Main number 509-477-3675

Stevens Countywww.co.stevens.wa.us/

215 S Oak St, Colville, WA 99114

Main number 509-684-2401

Thurston Countywww.thurstoncountywa.gov

2000 Lakeridge Dr SW, Olympia, WA 98502-1045

Main Number 360-754-3800

Walla Walla Countywww.co.walla-walla.wa.us/

PO Box 1506, Walla Walla, WA 99362

Main Number 509-524-2505

Whitman Countywww.whitmancounty.org/

400 N Colfax, WA 99111

Main Number 509-397-4622

Yakima Countywww.yakimacounty.us128 N 2nd St, Yakima, WA 98901

Planning Department 509-574-2300

Additional Defense Facilities and Resources by Topic

This section contains additional defense-related contacts, statewide governmental entities, associations, and governmental research resources that may be useful for policy and planning interests.

Table of Contents by:



- Additional Defense Facilities
- Agriculture
- Boards and Commissions
- Civilian-Military Partnering Organizations
- Economic Development and Commerce
- Education
- Emergency Management
- Environment, Lands, Water, and Shorelines
- Governmental Research and Planning
- Housing and Real Estate
- Infrastructure, Energy, and Public Utilities
- Regional/Councils of Government
- Transportation
- Tribal Government
- Washington State Legislative Resources

Jump to the beginning: [Guidebook table of contents](#)

Jump to the Navigation Pane: [Guidebook Quick-Links](#)

Additional Defense Facilities

U.S. Coast Guard District 13 (USCG-D13)

915 2nd Ave, Seattle, WA 98174
206-220-7237 | www.pacificarea.uscg.mil/Our-Organization/District-13/

Note: The U.S. Coast Guard is part of the Department of Homeland Security (DHS). DHS websites: www.dhs.gov/dhs-component-websites

Pacific Northwest National Laboratory (PNNL)

902 Battelle Blvd, Richland, WA 9935
888-375-7665 | www.pnnl.gov/

Note: The U.S. Department of Energy (DOE) is the administrator for PNNL and other national laboratories: www.energy.gov/national-laboratories

University of Washington Applied Physics Lab (APL)

1013 NE 40th St, Box 355640, Seattle, WA 98105
206-543-1300 | www.apl.washington.edu/

Volpentest HAMMER Federal Training Center

2890 Horn Rapids Rd, Richland, WA 98354
509-372-3143 | <https://hammer.hanford.gov/>

Note: The Volpentest HAMMER safety and emergency response training center is owned by DOE and operated by Mission Support Alliance.

Additional Resources by Topic

Agriculture

American Farmland Trust (AFT)

1200 18th St NW, Washington, DC 20036
202-331-7300 | www.farmland.org

United States Department of Agriculture (USDA)

Headquarters, 1400 Independence Ave SW,
Washington, DC 20250
202-720-2791 | www.usda.gov/

Boards and Commissions

The Governor's Office posts links and profiles for state boards and commissions for areas like health, transportation, education, human services, parks, natural resources, and other areas of governance: www.governor.wa.gov/boards-commissions/board-and-commissions/board-commission-profiles

Growth Management Hearings Board (GMHB)

The GMHB is a quasi-judicial body that makes determinations on appeals to local actions that implement the GMA. The board publishes notices, appeals, and contacts for three regional GMHB offices: www.gmhb.wa.gov/Information/Contact

Civilian-Military Partnering Organizations

DOD Office of Economic Adjustment (OEA)

2231 Crystal Dr, Ste 520, Arlington, VA 22202
703-697-2130 | www.oea.gov

Greater Spokane Incorporated—Forward Fairchild

801 W. Riverside, Suite 100, Spokane, WA 99201
509-624-1393 | <https://greaterspokane.org/military/>

South Sound Military and Communities Partnership

253-983-7772 | www.cityoflakewood.us/south-sound-military-and-communities-partnership

Washington Military Alliance

2001 6th Ave, #2600, Seattle, WA 98121
206-256-6105 | <http://wamilitaryalliance.org>

Economic Development and Commerce

Association of Washington Business (AWB)

1414 Cherry St SE, Olympia, WA 98501
360-943-1600 | www.awb.org/

Note: Use the "Contact Us" web-form to inquire about programs for base-impacted communities.

Export Finance Assistance Center of Washington
Westin Building Exchange, 2001 6th Ave, Ste 2600,
Seattle, WA 98121
206-256-6115 | <http://efacw.org/>

Washington Economic Development Association (WEDA)
3213 W. Wheeler St #424, Seattle, WA 98199
800-718-1960 | www.wedaonline.org/
Note: WEDA's Resource Directory lists member organizations, listed consultants, and others:
www.wedaonline.org/resource_directory/default.html

Washington State Department of Commerce – Economic Partners & Associate Development Organizations (ADO)
www.commerce.wa.gov/growing-the-economy/local-economic-partnerships/

Washington State Department of Commerce
PO Box 42525, Olympia, WA 98504-2525
360-725-4000 | www.commerce.wa.gov/

Washington State Governor's Office for Regulatory Innovation and Assistance (ORIA)
1011 Plum St SE, Bldg. 4, Olympia, WA 98504
360-725-0628 | www.oria.wa.gov

Education

DOD Education Activity (DODEA) Partnership
Educational Partnership Branch, Department of Defense Education Activity, 4800 Mark Center Drive, Alexandria, VA 22350-1400
571-372-6026 | www.dodea.edu/Partnership/

State of Washington Office of Superintendent of Public Instruction
600 Washington St SE, Olympia, WA 98504-7200
360-725-6000 | www.k12.wa.us

Emergency Management

Washington Military Department - Emergency Management Division
Building 1, Militia Drive, Camp Murray, WA 98430-5000
253-512-8000 | <https://mil.wa.gov/> |
Note: A phone directory is posted at https://mil.wa.gov/uploads/pdf/about-us/wa_mil_telephone_directory.pdf

Washington State Emergency Management Association
<https://wsema.com>

National Oceanic and Atmospheric Administration (NOAA) Office of Response and Restoration
509-533-0391
<https://response.restoration.noaa.gov/>

Note: NOAA's Office of Response and Restoration manages the Pacific Northwest Emergency Response Management Application (ERMA), an interactive mapping tool for disaster planning and response:
<https://response.restoration.noaa.gov/pacific-northwest-erma>

Environment, Lands, Water, and Shorelines

U.S. Department of the Interior Bureau of Land Management
1849 C St NW, RM 5665, Washington, DC, 20240
202-208-3801 | www.blm.gov/

The Conservation Fund (TCF)
1655 N Fort Myer Drive, Ste 1300, Arlington, VA 22209
703-525-6300 | www.conservationfund.org

Land Trust Alliance (LTA)
1331 H St, NW, Ste 400, Washington, DC 20005
202-638-4725 | www.lta.org

National Oceanic and Atmospheric Administration (NOAA) Western Regional Center
7600 Sand Point Way, Seattle, WA 98115
503-231-6268 (Public Affairs) | www.wrc.noaa.gov/
Note: Contact information for NOAA Fisheries, West Coast Region is published online at:
www.westcoast.fisheries.noaa.gov/about_us/our_locations.html

Recreation and Conservation Office
1111 Washington St SE, Olympia, WA 98501
360-902-3000 | www.rco.wa.gov/

The Nature Conservancy (TNC)
4245 N Fairfax Drive, Ste 100, Arlington, VA 22203
703-841-4850 | www.nature.org

The Trust for Public Land (TPL)
901 5th Ave Ste 1520, Seattle, WA 98164
206-587-2447 | www.tpl.org

U.S. National Park Service
1849 C St, NW, Washington, DC 20240
202-208-6843 | www.nps.gov/index.htm

Washington State Department of Ecology
300 Desmond Drive SE, Lacey, WA 98503
360-407-6000 | ecology.wa.gov
Note: Ecology manages Washington's Shoreline Management Program. Ecology offers assistance and

resources for shoreline planning and permitting:
<https://ecology.wa.gov/Water-Shorelines/Shoreline-coastal-management/Shoreline-coastal-planning/Contacts>

Additional contacts are available online:
<https://ecology.wa.gov/About-us/Get-to-know-us/Contact-us>

Washington State Department of Natural Resources
 1111 Washington St SE, Olympia, WA 98501
 360-902-1000 | dnr.wa.gov

Washington State Department of Fish and Wildlife
 1111 Washington St SE, Olympia, WA 98501
 360-902-2200 | wdfw.wa.gov

Washington State Parks and Recreation Commission
 1111 Israel Rd SW, Tumwater, WA 98501-6512
 360-902-8844 | <https://parks.state.wa.us/>

Governmental Research and Planning

American Planning Association
 1776 Massachusetts Ave, NW, Washington, DC 20036
 202-872-0611 | www.planning.org

Association of Washington Cities
 1076 Franklin St SE, Olympia, WA 98501-1346
 800-562-8981 | <https://wacities.org/>

Municipal Research and Services Center
 2601 4th Ave, Ste 800, Seattle, WA 98121
 800-933-6772 | www.mrsc.org

Council of State Governments
 Hall of States, 444 N Capitol St, NW, Ste 401, Washington, DC 20001
 202-624-5460 | www.csg.org

International City/County Management Association
 777 N Capitol St, NE, Ste 500, Washington, DC 20002
 202-289-4262 | www.icma.org

National Association of Counties
 440 First St, NW, Washington, DC 20001
 202-303-6226 | www.naco.org

National Conference of State Legislatures
 444 N Capitol St, Washington, DC 20001
 202-624-5400 | www.ncsl.org

National Governors Association
 Hall of States, 444 N Capitol St, Washington, DC 20001
 202-624-5300 | www.nga.org

National League of Cities
 1301 Pennsylvania Ave, NW, Ste 550, Washington, DC 20004
 202-626-3000 | www.nlc.org

Planning Association of Washington
 5727 Baker Way NW, Ste 200, Gig Harbor, WA 98332
 1-877-460-5880 www.planningassociationofwa.org/

U.S. Conference of Mayors
 1620 Eye St, NW, Washington, DC 20006
 202-293-7330 | www.usmayors.org

Washington State Association of Counties
 206 Tenth Ave SE, Olympia, WA 98501
 360-753-1886 | <http://wsac.org/>

Washington State Association of County and Regional Planning Directors
 360-489-3024 | wsac.org/affiliates/wcaa

Washington State Association of County Commission/Council Clerks
 360-489-3020 | <https://wsac.org/washington-association-of-county-commissioncouncil-clerks-waccc/>

Health

Washington State Department of Health
 111 Israel Rd SE, Tumwater, WA 98501
 360-236-4501 | www.doh.wa.gov

Note: DOH manages programs related to public health, including the Office of Drinking Water and the Lead Program: www.doh.wa.gov/CommunityandEnvironment/DrinkingWater and www.doh.wa.gov/YouandYourFamily/InfantsandChildren/ProtectkidsfromToxicChemicals/PreventLeadPoisoning

Washington State DOH Northwest Regional Office
 20425 72nd Ave S Bldg. 2 Ste 310, Kent, WA 98032
 253-395-6750

Washington State DOH Southwest Regional Office
 PO Box 74823, Olympia, WA 98504-7823
 360-236-3030 | 800-521-0323

Housing and Real Estate

Note: The Washington State Department of Commerce and Washington State Affordable Housing Board (AHAB) offer housing needs assessment and buildable lands guidance: www.commerce.wa.gov/housing-needs-assessment/ and www.commerce.wa.gov/serving-communities/growth-management/growth-management-topics/buildable-lands/

Association of Washington Housing Authorities

www.awha.org/
www.awha.org/find-a-housing-authority.html

Washington Realtors

504 14th Avenue SE, Olympia, WA 98507
 360-943-3100 | www.warealtor.org/

Building Industry Association of Washington

21st Ave SW, Olympia, WA 98501
 360-352-7800 | www.biaw.com

U.S. Department of Housing and Urban Development (HUD) - Seattle Regional Office

Seattle Federal Office Bldg., 909 First Ave, Ste 200,
 Seattle, WA 98104-1000
 206-220-5101
www.hud.gov/states/washington/offices#seattle

Washington State Housing Finance Commission

1000 Second Ave, Ste 2700, Seattle, WA 98104 |
 Main Phone: 206-464-7139 | www.wshfc.org

Infrastructure, Energy, and Public Utilities**DOD Siting Clearinghouse (Energy Siting)**

3400 Defense Pentagon, Room 5C646, Washington,
 DC 20301-3400

osd.dod-siting-clearinghouse@mail.mil
www.acq.osd.mil/dodsc/

Note: Start early consultation with local military base representatives—see “State of Washington Energy Facility Site Evaluation Council (EFSEC)” below and visit the EFSEC webpage for local military contacts at www.efsec.wa.gov/

Infrastructure Assistance Coordinating Council

Note: IACC provides links to member organizations online: www.infrafunding.wa.gov/members.html

State of Washington Energy Facility Site Evaluation Council

1300 S Evergreen Park Dr SW, Olympia, WA 8504
 360-664-1345 | www.efsec.wa.gov/

Washington Association of Sewer & Water Districts

Note: WASWD provides a list of its member districts by county online: www.waswd.org/district-members

Washington Public Utility Districts Association

12720 Gateway DR #204, Seattle, WA 98168
 206-246-1299 | www.waswd.org/

Note: WPUDA publishes information on public utility districts (PUDs) for water, sewer, electricity, and telecommunications across the state, including links to county PUDs: www.wpuda.org/about-puds

The U.S. Army Corps of Engineers

Centers of Expertise listed online:

www.usace.army.mil/About/Centers-of-Expertise/

Contact numbers and a contact form are also available online:

www.usace.army.mil/About/Centers-of-Expertise/

Washington State Department of Health, Office of Drinking Water,

PO Box 47822, Olympia, WA 98504-7822

360-236-3100 | ODW.Mail@doh.wa.gov

www.doh.wa.gov/CommunityandEnvironment/DrinkingWater

Regional/Councils of Government**Benton-Franklin Council of Governments**

PO Box 217, Richland, WA 99354

509-943-9185 | <http://bfcog.us/>

Cowlitz/Wahkiakum Council of Governments

207 4th Ave N, Kelso, WA 98626

360-577-3041 | www.cwcog.org/

Grays Harbor Council of Governments

115 S Wooding St, Aberdeen, WA 98520

360-537-4386 | www.ghcog.org/

Pierce County Regional Council

1011 Western Ave Ste 500, Seattle, WA 98104

206-464-7090 | www.co.pierce.wa.us/1781/Pierce-County-Regional-Council

Puget Sound Regional Council

1011 Western Ave Ste 500, Seattle, WA 98104

206-464-7090 | www.psrc.org/

Thurston Regional Planning Council

2424 Heritage Ct SW Ste A, Olympia, WA 98502

360-956-7575 | www.trpc.org/

Whatcom Council of Governments

314 E Champion St, Bellingham, WA 98225

360-676-6974 | wcog.org/

Transportation, Aviation, and Ports**Federal Aviation Administration (FAA) - Airport Environmental Programs**

800 Independence Ave SW, Washington, DC 20591

866-835-5322 www.faa.gov/airports/environmental

FAA Western Service Center

2200 S. 216th St, Des Moines, WA 98198

206-231-2420 | www.faa.gov/about/office_org/

Washington Public Ports Association

1501 Capitol Way S Ste 304, Olympia, WA 98501

360-943-0760 | www.washingtonports.org/

Note: WPPA maintains an online Port Directory:
www.washingtonports.org/ourports-directory

Washington State Department of Transportation

Olympia Headquarters, 310 Maple Park Ave SE,
Olympia, WA 98504-7300

360-705-7000 | www.wsdot.wa.gov/

Note: WSDOT provides resources for regional
transportation planning organizations (RTPOs) and
metropolitan planning organizations (MPOs).

Resources include a statewide map of RTPOs and a
contact directory for RTPOs, MPOs, and WSDOT:

[www.wsdot.wa.gov/sites/default/files/2018/01/24/
WSDOT-Directory-MPO-RTPO.pdf](http://www.wsdot.wa.gov/sites/default/files/2018/01/24/WSDOT-Directory-MPO-RTPO.pdf)

Visit WSDOT online for the map of regional
transportation planning organizations (RTPOs) of
Washington

www.wsdot.wa.gov/planning/Regional/Default.htm

WSDOT Aviation Division

PO Box 47361, Olympia, WA 98504

360-709-8015

www.wsdot.wa.gov/aviation/staff.htm

Note: Planning and other contacts are listed online.

Tribal Governments

The Governor's Office of Indian Affairs

General Administration Bldg., 1110 Capitol Way S Ste
225, Olympia, WA 98501

360-902-8826 | <https://goia.wa.gov/>

Note: Governor's Office of Indian Affairs publishes
contact information for tribes, tribal officials, state
liaisons, tribal casinos, colleges, courts, museums,
media, and more. The complete Washington State
Tribal Directory is available online:

<https://goia.wa.gov/tribal-directory>

Washington State Legislative Resources

State Legislative Information and Contacts

The AWC maintains a Legislator Directory that is
searchable by city/town, last name, and district:

<https://wacities.org/advocacy/legislator-directory>

The Washington State Legislature

The Washington State Legislature website provides
current information for legislators, committee
hearings, floor activities, proposed bills, laws, and
rules for Washington statutes: www.leg.wa.gov

Database of Reports to the Legislature:

<https://apps.leg.wa.gov/reportstothelegislature/>

Appendix A: Policy Quick-Reference Guide

Quick-Links to this Policy Guide:

- [About this Quick-Reference Guide](#)
- [Common Legal Citations](#)
- [Key Policy References](#)
- [Policy Brief: State Agency Land Management](#)
- [Policy Brief: Public Outreach and Compatibility](#)
- [Policy Brief: “P4” Partnership Policies](#)
- [Washington State Policy Index](#)
- [Federal Policy Index](#)

Jump to the beginning: [Guidebook table of contents](#)

Jump to the Navigation Pane: [Guidebook Quick-Links](#)

About this Quick-Reference Guide

Appendix B is an index of Washington state and federal-level laws and regulations related to various compatibility planning topics. This guide consists of an annotated summary of key policy links, short policy briefs, and an index of Washington state and federal planning-related policies. While not intended as an exhaustive policy review, this section is a general reference for those engaged in planning and civilian-military compatibility.

Common Legal Citations

Citations under the Washington state policy section primarily refer to the Revised Code of Washington (RCW). Policies under the federal policy section primarily reference public law (PL) or Code of Federal Regulations (CFR), in addition to other forms of regulation, as listed below:

- CFR—Code of Federal Regulations
- Const.—Constitution
- DODD—Department of Defense Directive
- DODI—DOD Instructions
- EO—Executive Order
- MIL-STD—Military Standard
- PL—Public Law
- RCW—Revised Code of Washington
- UFC—Unified Facilities Criteria
- USC—United States Code
- WAC—Washington Administrative Code

Key Policy References

The United States Constitution and Washington State Constitution are the foundation to federal and state policy. For more information and in-depth policy research, including federal and state constitutional documents, visit:

- Washington State Legislature, Laws & Agency Rules: <http://leg.wa.gov/LawsAndAgencyRules/Pages/default.aspx> and reports: <https://apps.leg.wa.gov/reportstothelegislature/>
- U.S. Senate, Constitution of the United States: www.senate.gov/civics/constitution_item/constitution.htm
- U.S. House of Representatives, United States Code: <http://uscode.house.gov/browse.xhtml>

Key Compatibility Planning Policy References

WA State Growth Management Act - Military Land Use Compatibility: RCW 36.70A.530 cites the military’s statewide economic significance and declares a priority to prevent forms of development near installations that are incompatible with the military’s ability to carry out mission-related activities:

<https://apps.leg.wa.gov/RCW/default.aspx?cite=36.70A.530>

Department of Defense - Real Property

Management: DODI 4165.70 establishes a requirement for DOD installation master planning, providing plan content guidance: www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/416570p.pdf?ver=2018-09-19-073246-187

Department of Homeland Security, U.S. Coast Guard (USCG) - Real Property Management:

The USCG Real Property Management Manual (Commandant Instruction Manual 11011.11)

Table A.1: Washington State Landowner Compatibility Considerations

Major Landowner	Land Use Authority	Responsibility (“>” indicates “more than”)	Compatibility Program Involvement Examples
Washington State Department of Natural Resources	Federal Enabling Act (1889) RCW 43.30— <i>Department of Natural Resources</i> RCW Title 79— <i>Public Lands</i> DNR Trust Mandate RCW Chapter 76.09— <i>Forest Practices</i>	State Trust Lands > 3 million acres: <i>schools & services</i> State-Owned Aquatic Lands > 2.6 million acres: <i>Commercial activities and restoration projects</i> State Natural Areas: 92,000–152,000 acres (approx.)	<ul style="list-style-type: none"> • Sentinel Landscapes • JBLM • REPI Buffer Partnerships • Army Compatible Use Buffer (ACUB)—JBLM • Navy/Marine Corps Encroachment Partnering (EP)—NB Kitsap; NAVMAGII • Air Force Encroachment Management Program (AFEM)—JBLM
Washington State Department of Fish and Wildlife	RCW Title 77— <i>Fish and Wildlife</i>	Wildlife areas > 1 million acres including over 600 water access sites	<ul style="list-style-type: none"> • REPI Buffer Partnerships: • Army Compatible Use Buffer (ACUB) - JBLM
Washington State Parks and Recreation Commission	RCW Title 79A— <i>Public Recreational Lands</i>	State Park land > 120,000 acres across 125 developed parks	<ul style="list-style-type: none"> • REPI Buffer Partnership: • Army Compatible Use Buffer (ACUB)—Yakima Training Center/Palouse to Cascades State Park Trail • Navy/Marine Corps Encroachment Partnering (EP) – Hood Canal

guides implementation of EO 13327 on Federal Real Property Asset Management.¹³¹

https://media.defense.gov/2017/Mar/29/2001723587/-1/-1/0/CIM_11011.11.PDF

Policy Briefs

The policy briefs in this section are provided for general reference for three main interest areas: Washington state regulations related to state lands management, a sample of public outreach policies (state and federal), and policies that enable or promote public-to-public/public-to-private (“P4”) civilian-military partnerships.¹³²

State Agency Land Management

Washington state agencies own and manage over 6 million acres of public land and engage with military installations in compatibility planning. Programs such as the Department of

Defense Readiness and Environmental Protection Integration (REPI) and Sentinel Landscapes offer collaborative opportunities for compatibility planning where multiple agency interests overlap. Table A.1 identifies some of the larger state landowners, their respective authorities, responsibilities related to land management, and compatibility programs leveraged in partnership with military installations.

Public Outreach and Compatibility

Established processes guiding community and military installation development encourage or explicitly require opportunities for civilian-military coordination and public input within planning. Table A.2 lists typical involvement opportunities associated with compatibility planning tools identified in this guidebook,

¹³¹ The USCG posts other Command Instruction Manuals (CIMs) online: www.dcms.uscg.mil/Our-Organization/Assistant-Commandant-for-C4IT-CG-6/The-Office-of-Information-Management-CG-61/About-CG-Directives-System/Commandant-Instruction-Manuals/

¹³² These policy briefs are contributions from the University of Washington Department of Urban Design and Planning, Dan Cloutier, June 2019.

Table A.2: Examples of Public Involvement within Compatibility Planning Policies

Process and Lead	Applicable Statute/ Guidance	Public Involvement Opportunity	Public Input Consideration & Response
Comprehensive Plan <i>Lead: City/County</i>	<ul style="list-style-type: none"> RCW 36.70A.140 <i>Comprehensive Plans – Ensure Public Participation</i> WAC 365-196-600 <i>Public Participation</i> 	Written comment and public testimony at hearings and/or during plan review (public participation event attendance)	Written summary of comments and responses/actions included in record of plan adoption
Joint land Use Study (JLUS) <i>Lead: Study Sponsor (Typically City/County)</i>	<ul style="list-style-type: none"> DODI 3030.03 <i>Joint Land Use Studies</i> OEA Joint Land Use Study Program Guidance Manual <i>Administration</i> 	Public Scoping meetings; Public Review Process	Written summary of comments and responses/actions included in final study
Environmental Impact Statement (EIS) <i>Lead: Federal (NEPA) or State (SEPA) lead Agency</i>	<ul style="list-style-type: none"> Public Law 91-190 <i>National Environmental Policy Act</i> 40 CFR § 1506.6 <i>Public involvement</i> RCW 43.21C <i>State Environmental Policy Act</i> WAC 197-11 Part Five <i>SEPA Rules: Commenting</i> 	EIS Notice of Intent Draft and Final EIS review Public Hearings (when applicable)	Written summary of comments and responses/actions included in record of plan adoption
Military Installation Development Plan (IDP) <i>Lead: Military Installation</i>	<ul style="list-style-type: none"> UFC 2-100-01 Section 3-5.3 <i>Installation Master Planning: Vision Statement</i> 	Vision Plan, Public workshops (recommended)	Consideration in developing vision plan (recommended)
Air Installations Compatible Use Zones (AICUZ) <i>Lead: Military Installation</i>	<ul style="list-style-type: none"> DODI 4165.57 Para. 4.f. <i>Air Installations Compatible Use Zones (AICUZ): Community Education and Engagement Policy</i> 	Installation outreach and public information	Consideration in developing AICUZ recommendations (recommended)
Readiness and Environmental Protection Integration Program (REPI) <i>Lead: Military Installation</i>	<ul style="list-style-type: none"> 10 USC § 2684a <i>Agreements to limit encroachments and other constraints on military training, testing, and operations</i> REPI Primer: Commander’s Guide to Community Involvement 	Public information provided; Stakeholder (landowner) comments taken	Stakeholder comment resolution required to implement negotiated agreement

along with information on requirements for public input. As the following table indicates, compatibility involves different forms of public involvement opportunities with varied levels of formality and potential influence on compatibility planning outcomes. Community input is a key element of municipal planning and a consideration in military planning processes in which maintaining mission capability is the primary goal. In processes where community input is solicited, comments inform plan outcomes and their consideration is typically documented in final versions of plans and studies.

Public-to-Public/Public-to-Private Partnerships

Public-to-Public and Public-to-Private partnerships (“P4”) offer compatibility planning alternatives applicable to military installations, state and local governments, and private industry partners. Typical P4 arrangements involving the DOD include Intergovernmental Service Agreements (IGSA) for provision of public services, and land leases in which DOD property is leased to a public or private partner for a mutually beneficial purpose. See Table A.3:

Table A.3: P4 Authorities and Compatibility Considerations

This table details authority and application of each of various P4 arrangements.

P4 Model	DoD Policy	WA State Policy	Compatibility Considerations
Intergovernmental Service Agreements (IGSA)	10 USC § 2679 <i>Installation-support services: intergovernmental support agreements</i>	RCW 39.34 <i>Interlocal Cooperation Act</i>	<ul style="list-style-type: none"> • Applicable to public services (e.g. fire, utilities, water treatment and testing, road and grounds maintenance, etc.). • Formal agreements to leverage resources for mutual benefit. • <i>Challenges:</i> Term limit of 10 years. • Restrictions on competition for inherently governmental services (10 USC § 2461 / OMB A-76). • Lengthy process: 8-12-month typical approval period.
Federal Land Lease: Agricultural/Enhanced Use Lease	10 USC § 2667 <i>Leases: non-excess property of military departments and defense agencies</i>	RCW 35A.14.310 <i>Annexation of federal areas</i> RCW 79.13.090 <i>Leases to United States for national defense</i>	<ul style="list-style-type: none"> • Legal agreement and statutory compliance monitoring required. • Revocable at any time. • Applicable to public-public and public-private partnerships. • Monetary or in-kind consideration not less than fair market value required. • WA municipality annexation limited to within 4 miles of corporate limits.

P4 Examples:

JBLM and nearby communities have used Interlocal Government Service Agreements (IGSAs) for services, such as Thurston County's provision of stray animal control, and Pierce County's provision of computer-aided dispatch services.¹³³ Agricultural and enhanced use leases are not widely applied for compatibility in Washington, but these are used elsewhere in the country in both public and private sectors.¹³⁴

In addition to IGSAs and lease agreements, P4 opportunities exist for environmental conservation, community relations, research, and education. These may be accessed through

other mechanisms, from contract agreements to memoranda of understanding (MOU).¹³⁵

Compatibility Insight: P4 Potential

Multiple tools are available to aid in compatibility planning. In many cases, P4 may be an effective and collaborative means of leveraging mutual benefit from shared resources planners may consider when assessing compatibility alternatives.

¹³³ U.S. Government Accountability Office, "DOD Installation Services: Use of Intergovernmental Support Agreements Has Had Benefits, but Additional Information Would Inform Expansion," October 2018, <https://www.gao.gov/assets/700/695108.pdf>

¹³⁴ U.S. Government Accountability Office, "Defense Infrastructure: The Enhanced Use Lease Program Requires Management Attention," June 2011, <https://www.gao.gov/assets/330/320465.pdf>

¹³⁵ RAND Corporation, "Military Installation Public-to-Public Partnerships: Lessons from Past and Current Experiences," 2016, https://www.rand.org/content/dam/rand/pubs/research_reports/RR1400/RR1419/RAND_RR1419.pdf

Washington State Policy Index

Annexation (Procedural)

Annexation of Territory, RCW 57.24
 Cities and Towns—Annexation of Unincorporated Areas, RCW 35.10 & 35.13
 Optional Municipal Code—Annexation by code cities, RCW 35A.14

Boundaries and Plats

Boundaries and Plats, RCW 35A.58
 Boundaries and Plats, Title 58

Cities and Towns

Cities and Towns, Title 35
 Optional Municipal Code, Title 35A

Climate

(See also: Environmental)
 Energy Freedom Program, RCW 43.325
 Integrated Climate Change Response Strategy, RCW 43.21M
 Limiting Greenhouse Gas Emissions, RCW 70.235

Consistency/Concurrency

Comprehensive Plans—Mandatory Elements, RCW 36.70A.070
 Development Regulations—Consistency with Comprehensive Plan, RCW 35A.63.260

Cultural/Historic Preservation

Abandoned and Historic Cemeteries and Historic Graves, RCW 68.60
 Archeological and Cultural Resources, EO 05-05
 Department of Archaeology and Historic Preservation, RCW 43.334
 Heritage Barn Program, RCW 27.34.400
 State Historical Societies—Historic Preservation, RCW 27.34
 Washington State Historic Building Code, RCW 19.27.120

Development Regulations

(See also: Planning and Local Governments)
 Agricultural Lands—Innovative Zoning Techniques—Accessory Uses, RCW 36.70A.177
 Airport Zoning Act, RCW 14.12
 Comprehensive Plans and Development Regulations, RCW 36.70A.115
 Comprehensive Plans—Development Regulations, RCW 36.70A.106
 Comprehensive Plans—Review Procedures and Schedules—Amendments, RCW 36.70A.130
 Development Agreements—Authorized, RCW 36.70B.170

Development Regulations—Consistency with Comprehensive Plan, RCW 35A.63.105; 35.63.125
 Development Regulations—Jurisdictions Specified—Electric Vehicle Infrastructure, RCW 35A.63.107
 Development Regulations—Requirements, RCW 36.70B.080
 Interim Zoning, RCW 36.70.790
 Natural Resource Lands and Critical Areas—Development Regulations, RCW 36.70A.060
 Ordinances or Resolutions of City Applying to Land, Buildings or Structures within Corporation, Effectiveness, RCW 35.14.040
 Planning and Zoning in Code Cities, RCW 35a.63
 Prerequisite for Zoning, RCW 36.70.720
 Procedural Amendments—Zoning Ordinance, RCW 36.70.800
 Zoning Map, RCW 36.70.740
 Zoning—Types of Regulations, RCW 36.70.750

Economic Development

Economic Development Programs, RCW 35.21.703
 Moratoria, Interim Zoning Controls—Public hearing—Limitation on Length—Exceptions, RCW 36.70A.390
 Economic Development—Public Facilities Loans and Grants, RCW 43.160
 Community and Economic Development Responsibilities, RCW 43.330.050
 Coordination of Community and Economic Development Services, RCW 43.330.080

Emergency Management

(See also: Military and Veterans)
 Emergency Management Assistance Compact, RCW 38.10.010
 Emergency Management, RCW 38.52
 Military Department (Emergency Management), Title 118 WAC
 State Military Department to Administer Emergency Management Program, RCW 38.52.005

Energy

Application or a Permit to Site an Energy Plant or Alternative Energy Source—Written Notice to US DOD, RCW 35.63.270; RCW 35A.63.290; RCW 36.01.320
 Energy Facilities—Site Locations, RCW 80.50
 Energy Freedom Program, RCW 43.325
 State Energy Office, RCW 43.21F

Environmental

Department of Ecology, RCW 43.21A

Department of Fish and Wildlife (WDFW), RCW 43.300
 Department of Natural Resources (DNR), RCW 43.30
 Environmental and Forest Restoration Projects, RCW 43.21J
 Environmental and Land Use Hearings Office—
 Pollution Control Hearings Board, RCW 43.21B
 Environmental Excellence Program Agreements, RCW 43.21K
 Fish and Wildlife, Title 77
 Flood Control, Title 86
 Forests and Forest Products, Title 76
 Integrated Climate Change Response Strategy, RCW 43.21M
 Irrigation, Title 87
 Military Department State Environmental Policy Act Procedures, WAC 323-12
 Open Space, Agricultural, Timberlands—Current Use—
 Conservation Futures, RCW 84.34
 Reclamation, Soil Conservation, and Land Settlement, Title 89
 Shoreline Management Act of 1971, RCW 90.58
 State Environmental Policy, RCW 43.21C
 Water Rights—Environment, Title 90
 Waterways, Title 91

Fire Protection

Fire Protection Districts, Title 52
 State Fire Protection, RCW 43.44

Growth Management Act (GMA)

(See also: Planning and Local Governments)
 Growth Management—Planning by Selected Counties and Cities, RCW 36.70A
 Urban Growth Areas, RCW 36.70A.110

Housing

Affordable Housing Incentives Programs—Low-income Housing Units, RCW 36.70A.540
 Affordable Housing Program, RCW 43.185A
 Housing Assistance Program, RCW 43.185
 Housing Authorities Law, RCW 35.82
 Housing Finance Commission, RCW 43.180
 Washington Housing Policy Act, RCW 43.185B

Judicial Review—Land Use

Appeal of Land Use Decisions—Fees and Costs, RCW 4.84.370
 Court of Appeals, RCW 2.06
 Environmental and Land Use Hearings Office—
 Pollution Control Hearings Board, RCW 43.21B
 Growth Management Hearings Board, RCW 36.70A.295, 36.70A.310, 36.70A.3201
 Judicial Review of Land Use Decisions, RCW 36.70C

Land Use Petition—Required Elements, RCW 36.70C.070
 Local Governmental Organization—Boundaries—
 Review Boards, RCW 36.93
 Local Land Use Decisions, RCW 42.36.010,
 Superior Courts, RCW 2.08
 Supreme Court, RCW 2.04

Military and Veterans

(See also: Washington Military Department)
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Loans and Grants to Political Subdivisions for Public Facilities Authorized, RCW 43.160.060

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Siting of Essential Public Facilities, RCW 36.70A.200

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Inspection of Property where Marine Species Located, RCW 43.70.185

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DOD Real Property Management, DODI 4165.70
Installation Master Planning—Whole Building Design Guide, UFC 2-100-01
Integrated Natural Resource Management Plan Implementation Manual, DOD Manual 4715.03
Joint Land Use Study Program, DODI 3030.3
Military Base Reuse Studies and Community Planning Assistance, 10 USC 2391
Master Plans for Major Military Installations, 10 USC § 2864
Military Facilities for Reserve Components-National Defense Facilities Act, 50 USC 24
National Defense Authorization Act—Conservation Partnering Initiative, PL 107-314
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Appendix B: Glossary

This glossary primarily includes military terms and acronyms. Many sources available for military terms and acronyms are written with a military-oriented audience in mind. This glossary intends to support a broader audience that includes those who are unaffiliated with the military.

Military terms vary across individual service branches. Useful resources include:

- DOD Dictionary of Military and Associated Terms (November 2018)
www.jcs.mil/Portals/36/Documents/Doctrine/pubs/dictionary.pdf
- Air Force Glossary:
www.doctrine.af.mil/Doctrine-Annexes/Air-Force-Glossary/
- U.S. Army Knowledge Management Glossary:
<https://usacac.army.mil/cac2/AOKM/KMGlossary.htm>
- Naval Facilities Command (NAVFAC) Acronym Glossary:
www.doctrine.af.mil/Doctrine-Annexes/Air-Force-Glossary/
- Joint Chiefs of Staff, Joint Electronic Library, DOD Terminology Program:
www.jcs.mil/Doctrine/DOD-Terminology-Program/

Terms

Abatement—To eliminate, reduce or lessen impacts from military activities on civilians, e.g. noise abatement.

Adopt—Refers to enacting a policy or law.

Aeronautical charts—Airspace navigation maps.

Agricultural land—Defined in RCW 36.70A.030 as having long-term commercial significance for agricultural production, primarily devoted to the commercial crops and livestock.

Area Development Plan (ADP)—According to UFC 2-100-01, ADPs are military plans detailing proposed district-level development on a base; each district-level ADP contributes to the Installation Master Plan (IMP).

Armed forces—Defined in 10 US Code § 101 as the Army, Navy, Air Force, Marine Corps, and Coast Guard.

Planning terms vary by topic and specialty area. Useful resources include:

- The Municipal Research and Services Center (MRSC) online resource page links to glossaries on various planning topics:
<http://mrsc.org/Home/Explore-Topics/Planning/Information-Resources-and-Tools-for-Planners/Planner-s-Pocket-Reference.aspx>
- Statutes and rules provide “Definitions” sections. The Washington State Legislative webpage provides search functions for statutes and rules:
<http://search.leg.wa.gov/search.aspx#results>

Applicant—Individual, organization, or governmental body proposing a project or land use action.

Avigation—Aerial navigation.

Attenuation—Sound attenuation strategies are implemented both by the military and through local development regulations.

Bed down—To place a mission or to base equipment (such as a type of aircraft) at a designated site.

Cabinet—A cabinet consists of members of the military, including cabinet-level departments and advisory cabinets. For example, the Secretary of Defense is a cabinet-level head, reporting to the President.

Capital facility—See public facilities.

Ceiling—See imaginary surfaces.

Charrette—An early-phase planning workshop involving participation of people from a study area or proposed project site.

Command post—A military unit’s headquarters.

Command—A requirement of duty, or a reference to the head office within the military authority structure.

Commander—(For an installation) the officer responsible for personnel, operations, infrastructure, and planning necessary to uphold a mission.

Commander-in-chief—The lead authority figure for military service branches. The president fills this role for federal military departments and governors fill this role for state military departments.

Compatibility—the multi-directional relationship in civilian-military planning.

Compatible use—Military and civilian uses of land, water, and airspace that can co-exist with minimal adverse effects.

Components—Collective term of reference for military service branches under the DOD.

Comprehensive plan—Defined in RCW 36.70A.030 as “a generalized coordinated land use policy statement of the governing body of a county or city.”

Community vision—What guides local land use decision-making and planning.

Conservation buffers—A reference to areas set aside for the purpose of preserving existing conditions or habitat restoration.

Critical areas—Defined in RCW 36.70A.030 to include “(a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

Deployment—Military movement of personnel to areas of active war, conflict, or disaster.

Development regulation—Defined in RCW 36.70A.030 as “the controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances, including amendments.

Docketing—Process required by the GMA where the community considers all proposed amendments at the same time for local governments to collectively consider impacts.

Encroachment management—Defined in AFI 90-2001 as “any deliberate action by any governmental or non-governmental entity or individual that does, or is likely to, inhibit, curtail, or impede current or future military activities or deliberate military activity that is, or is likely to be, incompatible with the community’s use of its resources.”

Energy resilience—The “ability to avoid, prepare for, minimize, adapt to, and recover from” energy disruptions, ensuring reliable energy availability sufficient to maintain military operations and/or rapid reestablishment of operations, per 10 US Code § 101.

Environmental Impact Statement—Document product of an environmental review process that assesses environmental impacts, considers alternative project actions, and determines mitigation needs.

Environmental review—Process to identify, avoid, and/or mitigate potential adverse environmental impacts resulting from proposed development projects or other actions.

Fiscal years—Year defined for accounting purposes, typically running from Oct. 1 of the budget’s prior year through Sept. 30 of the year being described.

Floor—See imaginary surfaces.

Force structure—A reference to the full network of military resources and capabilities.

Forestland—Defined in RCW 36.70A.030 as “land primarily devoted to growing trees for long-term commercial timber production on land that can be economically and practically managed for such production,” where “the following factors shall be considered: (a) The proximity of the land to urban, suburban, and rural settlements; (b) surrounding parcel size and the compatibility and intensity of adjacent and nearby land uses; (c) long-term local economic conditions that affect the ability to manage for timber production; and (d) the availability of public facilities and services conducive to conversion of forestland to other uses.”

Homeport—Either to place a mission/locate a marine vessel at a designated port, or a reference to

a marine vessel's docking location when not deployed.

Imaginary surfaces—Three-dimensional partitions of airspace defined by altitudes and that represent areas of flight navigation. The top-level boundary of an imaginary surface is called a ceiling, the bottom-level is a floor.

Installation complex—Both “Installation complex” and “mission footprint” are terms describing the geographic area (land, air, or sea) where the military trains or operates to fulfill a given mission.

Installation Development Plan (IDP)—According to UFC 2-100-01 terms, the IDP combines all of an installation's area development plans (ADPs) and other supporting plans into a single document.

Installation Master Plan—See installation master planning.

Installation master planning—According to UFC 2-100-01, 1-1, master planning is a continuous and analytical process involving evaluation of factors that affect present and future development and operations at an installation, the product of which is an Installation Master Plan (IMP).

Instrumentality of local government—An organization granted authority to fulfill specific, delegated functions on behalf of an authorizing governmental body.

Joint-basing—Merging two separate bases into one that is administered by a single service branch.

Long-term commercial significance—Defined in RCW 36.70A.030 as referring to “the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.”

Military departments—Defined in 10 US Code § 101 as the Departments of the Army, Navy, and Air Force.

Military Influence Area/Military Operating Area—Geographic locations where base command and personnel perform operations or training.

Military installation—Defined in 10 USC § 2687 as “a base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the Department of Defense, including any leased facility” located within US territory.

Military Training Route—Established by the Department of Defense and the Federal Aviation Administration, the Military training route program ensures safety for flight operations conducted in low-altitude, high-speed ranges used by airborne military forces for training and maintaining proficiency.

Mission footprint—The land, facilities, airspace, and ranges that directly support mission requirements, including what is owned, managed, or controlled by the installation (AFH 32-7084).

Mission sustainment—A term to describe the military's efforts to have and maintain a high level of flexibility for training and operations on a base and within its installation complex.

Mission—The duty or set of duties assigned by higher-commands to military base and military personnel as a primary motivation that underlies all duty obligations.

Mitigation measures—Actions to offset adverse impacts, often in reference to environmental impact.

National Guard—Defined in 10 US Code § 101 to include the Army National Guard and the Air National Guard, both of which represent reserve components (active and inactive) of the armed forces that are part of the organized militia of a state or territory, and being federally funded and recognized.

Noise contour—Noise zones and noise contours refer to areas around a source of noise, like an airfield or firing range, which is delineated according to average levels of noise exposure.

Noise zone—Noise zones and noise contours refer to areas around a source of noise, like an airfield or firing range, which is delineated according to average levels of noise exposure.

Optimal land uses—In general, land uses that offer benefit to local needs and planning goals while preserving a level of long-term flexibility to mission changes that respond to geopolitical conditions and technological advancements. However, optimal land uses should be identified locally since communities and military missions are the ultimate determinants of compatibility.

Ordinance—A local regulation.

Ordinance—Military weapons and ammunition.

Planning commission—Defined in RCW 58.17.020 as a group “designated by the legislative body to perform a planning function or that body assigned such duties and responsibilities under a city or county charter.”

Plat—Defined in RCW 58.17.020 as “a map or representation of a subdivision, showing thereon the division of a tract or parcel of land into lots, blocks, streets and alleys, or other divisions and dedications.”

Population projection—The level of estimated population change (increase or decrease) for a community. In Washington state, the Office of Financial Management (OFM) provides county-level population projections for use in local comprehensive planning.

Power projection platform—A term for a geographic location that is strategically critical for dispatching equipment and people to any destination where the US military is or could become actively deployed for war or national emergencies.

Public facilities—Defined in RCW 36.70A.030 as “Public streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.”

Public services—Defined in RCW 36.70A.030 as “fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.”

Projection—“Power” or “force” projection is the military term for the ability to immediately propel operations, or to dispatch personnel, in response to incidents of war or national emergencies.

Range—Defined in 10 US Code § 101 in a geographic sense as designated area of land or water that is set aside, managed, and used by the DOD for research, development, testing, and personnel training.

Realignment—Defined in 10 USC § 2687 as any action that reduces or relocates functions and personnel positions, but excludes a reduction due to workload adjustments, reduced personnel or funding levels, skill imbalances, etc.

Region of influence—the geopolitical area in which an installation operates, including facilities, airspace, and training areas within and outside of military jurisdiction (AFH 32-7084).

Rural character—Refers to land use patterns and development established in the rural element of a county comprehensive plan in accordance with descriptions provided by RCW 36.70A.030 (16).

Standards—Elements that govern the range of allowed uses, density or intensity of development, and building or structure dimensions.

Special Use Airspace—Defined by the Federal Aviation Administration, Special Use Airspace refers to airspace where activities are to be confined due to their nature, and/or where limitations are imposed on aircraft operations that are not a part of those activities.

Subdivision—Defined in RCW 58.17.020 as “the division or re-division of land into five or more lots, tracts, parcels, sites, or divisions for the purpose of sale, lease, or transfer of ownership.”

Sustainable planning—Defined in UFC 2-100-01 terms, “sustainable planning meets the needs of the present without compromising the ability of future generations to meet their needs. The inter-relationship between environments, resources consumed, waste products, and use of facilities and land must be carefully designed and developed to preclude permanent damage to the future environment.”

Tenant—A military term for occupants using an installation that is managed by a different service branch, like a State or National Guard unit authorized to operate at a US Army base.

Unit—A military unit typically from a single arm of service and its functions are self-contained.

Urban growth area—areas a county designates for future urban development, pursuant to RCW 36.70A.110.

Wetlands—Defined in RCW 36.70A.030 as natural areas “inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.”

Vision—In a comprehensive plan, the vision is a community’s statement about its desired future image and sets the framework for the land use policy objectives contained in the plan.

Zoning—Local land use ordinances a community adopts to, according to RCW 36.105.020, “implement a community comprehensive plan.”

Acronyms

ACUB—Army Compatible Use Buffer (Program)	DOH—Department of Health
ADNL—A-weighted Day-Night (sound) Levels	DOI—Department of the Interior
ADP—Area Development Plan	DS—Determination of Significance
AF—Air Force	EAP—Encroachment Action Plan
AFB—Air Force Base	EFSEC—(WA) Energy Facility Site Evaluation Council
AFH—Air Force Handbook	EIAP—Environmental Impact Analysis Process
AFI—Air Force Instruction	EIS—Environmental Impact Statement
AGO—Army General Order	EMAP—Encroachment Management Action Plan
ACHP—Advisory Council on Historic Preservation	EM—Electromagnetic
AICUZ—Air Installation Compatible Use Zone	EMAC—(WA) Emergency Management Assistance Compact
ALUCP—Airport Land Use Compatibility Plans	EMD—Emergency Management Division
APL-UW—Applied Physics Laboratory of the University of Washington	EMP—Emergency Management Plan
APZ—Accident Potential Zone	EMP—Encroachment Management Program
AR—Army Regulation	EMR—Electromagnetic Radiation
Army DIR—Army Directive	EOC—Emergency Operations Center
ARW—Air Refueling Wing	EOD—Explosive Ordnance Disposal
BAH—Basic Allowance for Housing	EO—Executive Order
BASH—Bird Air Strike Hazard	EPA—Environmental Protection Agency
BLM—US Bureau of Land Management	ESA—Endangered Species Act
BRAC—Base Realignment and Closure	ESC—Energy Siting Clearinghouse
CAO—(WA) Critical Areas Ordinance	FAA—Federal Aviation Administration
CATEX—Categorical Exclusion Determination (NEPA process)	FAFB—Fairchild Air Force Base
CEMP—(WA State) Comprehensive Emergency Management Plan	FEIS—Final Environmental Impact Statement
CEQ—Council on Environmental Quality	FFO—Federal Funding Opportunity
CFMO—Construction Facilities and Maintenance Office	FOUO—For Official Use Only
CFR—Code of Federal Regulations	FWS—Fish and Wildlife Service
CIM—Command Instruction Manual	GAOC—Geographic Area of Concern
COG—Council of Government	GIS—Geographic Information System
COMDTINST—Commandant Instruction	GMA—Growth Management Act
CZ—Clear Zone	GMHB—Growth Management Hearings Board
CWPP—Countywide Planning Policies	GSI—Greater Spokane Incorporated
CZMP—Coastal Zone Management Program	HAMMER—Volpentest Hazardous Materials Management and Emergency Response (HAMMER) Federal Training Center
Db—Decibels	HUD—US Department of Housing and Urban Development
dBA—A-weighted decibel	ICEMAP—Installation Complex Encroachment Management Action Plan
dBC—C-weighted decibel	ICUZ—Installation Compatible Use Zone
dBP—Decibel Peak (sound level)	ICRMP—Integrated Cultural Resources Management Plan
DCIP—Defense Critical Infrastructure Program	IDP—Installation Development Plan
DEIS—Draft Environmental Impact Statement	IF/MF—Installation Complex/Mission Footprint
DHS—Department of Homeland Security	IMP—Installation Master Planning/Installation Master Plan
DNL—Day-Night Average Sound Level	INRMP—Integrated Natural Resources Management Plan
DNR—Department of Natural Resources	IONMP—Installation Operational Noise Management Plan
DNS—Determination of Non-Significance	JBLM—Joint Base Lewis-McChord
DOD—Department of Defense	
DODD—DOD Directive	
DODEA—DOD Education Activity	
DODI—DOD Instruction	
DOE—Department of Energy	

JFHQ-WA—Joint Forces Headquarters of the Washington National Guard	PNNL—Pacific Northwest National Laboratory
JLUS—Joint Land Use Study	PSNBA—Puget Sound Naval Base Association
LBCS—Land Based Classification Standards	PSRC—Puget Sound Regional Council
LdN—Day-Night Sound Level	PUD—Planned Unit Development
LOS—Level of Service	RAICUZ—Range Air Installations Compatible Use Zone Program
MCAT—Mission Compatibility Analysis Tool	REPI—Readiness and Environmental Initiative
MDNS—Mitigated Determination of Non-Significance	RCO – (WA) Recreation and Conservation Office
MF—Mission Footprint	RCW—Revised Code of Washington
MIA—Military Influence Area	ROD—Record of Decision
MILCON—Military Construction	ROI—Region of Influence
MIL-STD—Military Standard	RTPO—Regional Transportation Planning Organization
MOA—Military Operating Area, or Memorandum of Agreement	SEPA—(WA) State Environmental Protection Act
MOU—Memoranda of Understanding	SERE—Survival, Evasion, Resistance, and Escape School
MPO—Metropolitan Planning Organization	SIA—Spokane International Airport
MTA—Military Training Area	SLUCM—Standard Land use Coding Manual
MTR—Military Training Route	SMA—Shoreline Management Act
NAS—Naval Air Station	SMP—Shoreline Master Program
NAS-WI—Naval Air Station Whidbey Island	SRI—Sustainable Ranges Initiative
NAVFAC—Naval Facilities Engineering Command	SSMCP—South Sound Military & Communities Partnership
NAVMAGII—Naval Magazine Indian Island	SUA—Special Use Airspace
NBK—Naval Base Kitsap	T&SA—Threatened and Endangered Species
NB—Naval Base	TDR—Transfer Development Rights
NDAA—National Defense Authorization Act	TFR—Temporary Flight Restriction
NDS—National Defense Strategy	UAV—Unmanned Aerial Vehicle
NEPA—National Environmental Policy Act	UFC—Unified Facilities Criteria
NHPA—National Historic Preservation Act	UGA—Urban Growth Area
NMODD—Noise Model Operational Data Documentation	US—United States
NOA—Notice of Availability (NEPA process)	USACE—US Army Corps of Engineers
NOI—Notice of Intent (NEPA process)	USAF—US Air Force
NSE—Naval Station Everett	USCG—US Coast Guard
NSF—Naval Support Facility	USDA—United State Department of Agriculture
NSN—Native Sovereign Nation	USFS—US Forest Service
NSS—National Security Strategy	USFWS—US Fish and Wildlife Service
NWTRC—Northwest Training Range Complex	WA—Washington State
NZ—Noise Zone	WAC—Washington Administrative Code
OEA—Department of Defense Office of Economic Adjustment	WAFWO—Washington Fish and Wildlife Office
OE/AAA—Obstruction Evaluation/Airport Airspace Analysis	WAP—Weather Assistance Program
OFM—(WA) Office of Financial Management	WHPA—Wellhead Protection Area
ONMP—Operational Noise Management Plan	WMD—Washington Military Department
OPMA—(WA) Open Public Meetings Act	WSDOT—Washington State Department of Transportation
OPNAV—Office of the Chief of Naval Operation	YTC—Yakima Training Center
OPNAVINST—Office of the Chief of Naval Operations Navy Instruction	
OSD—Office of the Secretary of Defense	
P4—Public to-Public and Public-to-Private Partnerships	
PL—Public Law	



Department of Commerce

Washington State Department of Commerce
1011 Plum Street
Olympia, WA 98504-2525
commerce.wa.gov