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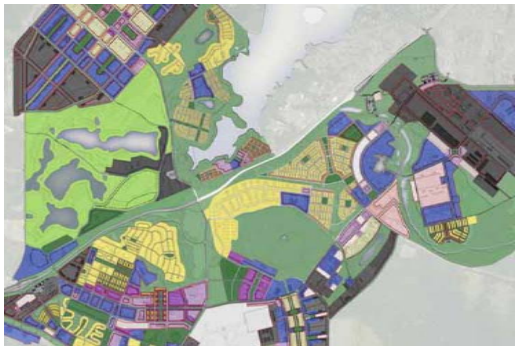
JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

AECOM

PLANS & POLICIES

Existing Conditions Technical Memorandum



Date: April 5, 2010
To: JBLM Growth Coordination Plans & Policies Expert Panel and stakeholders
From: Nancy Bird, AECOM
Re: Existing Planning Conditions within the JBLM Growth Coordination Study Area

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INTRODUCTION

The purpose of the Plans & Policies (P&P) study of the Joint Base Lewis McChord (JBLM) Growth Coordination Plan is to assess the impact of expected population and employment growth on the region's development characteristics and land use. Specifically, the study will:

1. **Assess whether the region has the best available policy and regulatory tools** to manage the site characteristics and activities associated with development that occurs as a result of JBLM growth;

2. **Address potential land use conflicts** that could emerge as a result of JBLM growth by assessing the compatibility of land uses adjacent to JBLM; and

3. **Identify potential land use capacity issues** that may exist due to lack of accurate planning data.

When completed, the Plans & Policies study will focus on major issues, general recommendations, and community-specific solutions.

This technical memorandum provides an overview of the existing policy and regulatory framework of the study area, including the study methodology, planning principles identified by contributing

stakeholders, a review of existing planning conditions, additional data needs, and an initial understanding of issues that may need further analysis. This memo will be followed by a second (the P&P Preliminary Needs Assessment Technical Memorandum) and a Draft P&P report section that will be included in the final Growth Coordination Plan at the end of 2010.

METHODOLOGY

A cornerstone of the JBLM Growth Coordination planning process is a robust stakeholder engagement program. As part of this outreach process, an "expert panel" of regional, city, and military planners was formed to support, inform, and guide the mission and content of the P&P study. The P&P Expert Panel convened on January 26 and February 16, 2010 (AECOM 2010a), to collaborate on the scope and direction of the study, develop planning goals, and offer input about the existing planning conditions in the region. A panelist survey was also conducted to identify specific obstacles to smart growth in the JBLM study area. The results of this input framed the structure of this technical memorandum, which is the first step in addressing existing policies and baseline planning conditions.

The P&P Preliminary Needs Assessment Technical Memorandum, due in May 2010, will carry forward the baseline conditions and report on a preliminary policy evaluation guided by the P&P Expert Panel. The policy evaluation will assess existing plans and resulting land use conditions. The evaluation will assess vulnerabilities of quality development and land use compatibility associated with the projected growth of JBLM. The needs assessment will also include a targeted review of land capacity. Capacity needs will be determined through interviews with local jurisdictions, a review of buildable lands data, and a qualitative assessment of potential land use category deficits.

The final P&P report section of the Growth Coordination Plan will include options, recommendations, and funding streams that the P&P Expert Panel and other plan stakeholders will carry forward into implementation. The final Growth Coordination Plan will be completed by the end of 2010.

PLANNING PRINCIPLES

The P&P Expert Panel identified smart growth principles as important guides for growth within the study area. The following principles were identified as those that may need special focus in the context of this study:

1. **FOSTER COMMUNITY RESILIENCY** – Communities proximate to JBLM must be capable of responding to change (both growth and reduction) associated with military population and employment fluctuations to maintain strong levels of service.

2. **ENCOURAGE COMMUNITY AND JBLM COLLABORATION** – The success of all planning efforts depends on a predictable flow of communication among all jurisdictions, including data sharing and an established and consistent planning process that can withstand changes in staffing and leadership.

3. **DIRECT NEW DEVELOPMENT TO PLANNED URBAN AREAS** – Sprawl related to JBLM growth will be reduced by providing stronger incentives for development to locate in planned urban areas and removing incentives to locate in rural areas.

4. **FURTHER DISTINCTIVE, WALKABLE, NEIGHBORHOODS WITH A STRONG SENSE OF PLACE –** Providing the military and general public with access to attractive neighborhoods will go far in supporting healthy lifestyles.

5. **ENCOURAGE SUSTAINABLE COMMUNITY DEVELOPMENT** – Consistent sustainable development practices that address the environmental, economic, and social aspects of JBLM growth will further responsive growth patterns.

Findings and recommendations of the final study will be made in the context of these five principles.

OVERVIEW OF EXISTING LAND USE POLICY DIRECTION

The following sections provide a summary of the federal, state, regional, and local land use planning framework that guides the actions of jurisdictions within the JBLM Growth Coordination Plan study area.

Federal Directives and JBLM Land Use Planning

The Department of Defense (DoD) Office of Economic Adjustment (OEA) has made a finding that the study area could receive a "direct and significantly adverse consequence" from direct DoD actions, such as the following: decisions made by the Base Realignment and Closure (BRAC) Commission in 2005; the Grow the Army initiative; Army Transformation actions; and related programmatic changes, including the adopted base master plans. Figure P&P-1 (*JBLM Existing Land Use)* illustrates the existing land use at JBLM. Cantonment areas are those reserved for military personnel and families living and working on base. Designated training and impact areas are set aside to allow for combat preparation and training exercises on the range. (The installation use categories are not specifically defined in any JBLM plans made available for this study.)

The following is a summary of the land use strategies of the master plans related to JBLM and Camp Murray made available for this study. It should be recognized that these plans are still separately named for Fort Lewis and McChord Air Force Base (AFB) since they were completed prior to the January 2010 joint basing initiative.

Fort Lewis Master Plan: Long Range Component (2009)

To address the dramatic growth occurring at Fort Lewis in the early 2000s, the Army prepared a long-range plan for Fort Lewis that would guide future development (Fort Lewis 2009). As part of this effort, a vision, goals, and objectives were established to guide the future development of Fort Lewis' built environment. The vision:

"In support of the mission, Soldiers, and Families, we will create a sustainable community of walkable neighborhoods with identifiable town centers connected by great streets."

Planning goals include:

1. Enhance Mission Capabilities
2. Sustainable Communities
3. Walkable Neighborhoods
4. Identifiable Town Center
5. Great Streets

The master plan includes a short-term comprehensive area development plan and a long-range, form-based code that accommodates changes in program and mission for each of 13 different geographic areas on Fort Lewis. The form-base code provides the flexibility to achieve the Army's development vision by following a simple set of rules, even when the specifics of the plan change. Figure P&P-2 (*Fort Lewis Planning Vision*) and Figure P&P-3 (*Fort Lewis Installation Regulating Plan*) illustrate the vision and land use plan for this area of JBLM.

The approach of the master plan indicates a shift in national Army development planning by using sustainability criteria (e.g., mix of uses, multi-functional streetscapes, an identifiable town center focused around a "lifestyle center," and walkable neighborhoods) to ensure quality growth for military personnel and their families. The planned town center is a new national model for mixed-use development on military bases.

While policies related to carrying out the nation's military mission at JBLM, as well as the Fort Lewis Master Plan, are set at the federal level, sharing phasing plans and build-out data for commercial and housing growth with surrounding community planners will ensure that appropriate land uses and services are provided to support military families off base. City planners from adjacent cities have expressed concern that the lifestyle center and its associated housing establish an informal "city" and the Fort Lewis planning effort did not consider the regional economic context or the commercial goals of neighboring cities. As such, these stakeholders are concerned that the lifestyle center will unfairly compete with their commercial mixed-use nodes. At the same time, other stakeholders celebrate the sustainable goals of the Fort Lewis Master Plan as a shift in national military planning.

<u>Fort Lewis' Installation Sustainability Program</u>

In 2002, Fort Lewis emerged as a leading force in sustainability when it became one of the first Army installations to implement a sustainability program. As currently structured, Fort Lewis' Installation Sustainability Program (ISP) is guided by the following eight long-term goals:

- **Air Quality**. Reduce installation source and non-tactical motor vehicle air emissions 85% by 2025.

- **Energy**. Reduce total energy consumption by 30% by 2015. Sustain all activities on post using renewable energy sources and generate all electricity on post by 2025.
- **Sustainable Community**. Create sustainable neighborhoods for a livable Fort Lewis community that enhances the Puget Sound region.
- **Products and Materials**. Cycle all material used to achieve zero new waste by 2025.
- **Sustainable Training Lands**. Maintain the ability of Fort Lewis to meet its current and future military missions without compromising the integrity of natural and cultural resources, both on the installation and regionally. Recover all listed and candidate federal species in the South Puget Sound region.
- **Water Resources**. Treat all wastewaters to Class A reclaim standards by 2025 to conserve water resources and improve Puget Sound water quality.

The Fort Lewis Master Plan primarily implements the sustainable community goal (although others are also addressed). Lands outside the cantonment areas are managed under other sustainability measures, which often have specific definitions that relate to sustaining the national defense mission.

Army Compatible Use Buffer Program

The Army Compatible Use Buffer (ACUB) program is an integral component of the Army's triple-bottom line of sustainability: mission, environment, and community. In recent years, Army installations have been experiencing increasing encroachment from a variety of sources, including population growth, urban land use, and environmental requirements. The ACUB program proactively addresses encroachment, which causes costly workarounds or compromises training realism as authorized under Title 10, Section 2684a, of the United States Code. The program is a powerful tool that allows the military to contribute funds to the partner's purchase of easements or properties from willing landowners. These partnerships preserve high-value habitat and limit incompatible land use in the vicinity of military installations.

The Fort Lewis ACUB program has been used to preserve some of the last remaining prairies in the Puget lowlands. Their preservation addresses several encroachment issues at JBLM. The prairie preservation will act as a conservation safety net for the prairie and associated species, deter incompatible development, and prevent future training restrictions at Fort Lewis. The ACUB program may also be a potential tool for addressing other compatibility issues adjacent to the installation.

McChord Air Force Base – Commander's Summary (2010)

McChord AFB is bordered by Pierce County unincorporated areas, the city of Lakewood, and Fort Lewis. The 2010 McChord Air Force Base General Plan was developed to lay the foundation for future growth and development at the base and to meet the planning challenges of environmental sensitivity, fiscal constraints, quality of life, and effective mission support. The Commander's Summary of the General Plan was made available for this study (McChord AFB 2010).

According to the Commander's Summary, the Future Land Use Plan for McChord AFB establishes a framework for decisions regarding growth and development issues. Strategies included in Figure P&P- 4 (*McChord AFB Future Land Use Plan*) are directed toward resolving existing land use conflicts and supporting the base's assigned airlift and other missions. The various land areas are grouped into the functional categories listed below.

- **Airfield**: Pavement, runway, overrun, taxiway, apron, and arm/disarm pads are included in this land use. A potential long-term expansion of the runway to the south may increase the percentage of this use on base. The extension is shown on the map.
- **Aircraft Operations & Maintenance**: This land use includes hangars and docks, maintenance facilities, operations such as the passenger terminal, and training. Additional area has been preserved for these uses.
- **Industrial**: Supply, warehousing, and storage yards are a few of the uses included with this category. The major long-term changes will include the civil engineers as well as consolidation of other storage functions.
- **Administrative**: The Wing Group HO, family services, and education center are some of the functions of this land use. Building 100 renovations were the center of recent changes associated with this use.
- **Commercial**: The BX, theater, and credit union are Commercial land uses. Expansion of the BX was recently completed in 2005 and was the most significant change to this land use.
- **Service**: This category includes uses such as the post office, library, child care, and chapel. Major changes to this use will include the chapel expansion and relocation.
- **Housing Accompanied**: Family housing and temporary lodging facilities (TLF) are included in this land use. Major changes include housing privatization of units on the west and central portions of the base.
- **Housing Unaccompanied**: This land use includes VOQ (Very Important Officers Quarters) and VEQ (Very Important Enlisted Quarters) units. Long-term plans include demolition of aged buildings and the construction of several new dorms.
- **Outdoor Recreation**: FamCamp, ball fields, and tennis courts are some of the uses included in this category. There are planned upgrades and expansions to this land use.
- **Open Space**: This category includes conservation areas, forest stands, and buffer space. No significant changes are planned for this land use.
- **Water**: Carter Lake, Morey Pond, and Clover Creek are within this land use category. These elements add aesthetics and quality of life to the base. No changes are planned for this land use.

Figure P&P-5 (*McChord AFB Development Constraint Zones*) and the list below identify development constraint zones associated with some uses.

- **Clear Zones** - Those areas with the greatest aircraft accident potential.

- **Accident Potential Zones (APZs)** - Limit use types and height of buildings in two zones, APZ 1 and APZ 2.
- **Air Installation Compatible Use Zone (AICUZ)** - Developed by the DoD for military airfields to promote compatible land use development around air bases by providing information concerning aircraft operations, noise exposure, and accident potential to local government.
- **Explosive Safety Zones** - Restrict land uses surrounding firing ranges, munitions areas, hot cargo pads, and quantity distance arcs.
- **Historic District** – Proposed construction or development requires coordination with the State Historic Preservation Office (SHPO).

Input provided by expert panelists suggests that McChord AFB has previously attempted to change the air corridor shown on Figure P&P-5 to correspond with altered flight pattern training to support real-situation combat in the Middle East. A Draft National Environmental Policy Act (NEPA) Environmental Assessment (EA) was prepared to address the air corridor shifts. "Companion planning" with the City of Lakewood for air corridor zoning was one of the items that required further analysis and input. It was informally acknowledged at the time that a Joint Land Use Study (JLUS)/AICUZ study was needed before changing.

Camp Murray Site Development Plan (2010)

In February 2010, the Washington Military Department (WMD) finalized a 25-year Site Development Plan (SDP) for Camp Murray (WMD 2010), with an immediate focus on the next 10 years. The SDP identifies six phases of development for planned improvements that support the diversity in mission requirements and associated facility needs at Camp Murray. The SDP envisions overall improvements and transformation of Camp Murray, creating a premier Washington Army National Guard (WAARNG) installation. Figure P&P-6 (*Camp Murray Site Development Plan*) illustrates the SDP for this area of JBLM. Much of the work to occur under the SDP is fully contained within Camp Murray and would be more or less invisible outside its boundary. However, the main entry gate is proposed to be moved westerly to Portland Avenue, which would change the physical relationship of Camp Murray with the adjacent Tillicum neighborhood.

Joint Land Use Study (1992)

In 1992, a JLUS was conducted to encourage compatible land development in the vicinity of McChord AFB, Fort Lewis, and Camp Murray. The McChord AFB 2000 General Plan (McChord AFB 2000) summarizes the, focus, and outcomes of the 1992 JLUS process. The study participants included McChord AFB; Fort Lewis; Camp Murray; Pierce and Thurston counties; the cities and towns of Tacoma, Steilacoom, DuPont, Roy, Yelm, and Rainier; and the Nisqually Indian Tribe. The JLUS process included an analysis of existing land uses, noise effects on land use types, and methods of noise abatements, as well as provided recommendations for implementing strategies to minimize noise impacts on communities in the vicinity of McChord AFB, Fort Lewis, and Camp Murray. The focus of the JLUS was on the reduction

of noise impacts; other planning issues addressed included local and regional transportation and communication. The JLUS analysis revealed a number of incompatible land uses on the north end of McChord AFB within the clear zone and APZs I and 2. Incompatible land uses were also identified within the 70-75 Day/Night Noise Levels (DNL) and 75-80 DNL contours. As a result of the JLUS analysis, an area that included a hodgepodge of land uses was consolidated to commercial in APZ 1 and to residential in APZ 2 (McChord AFB 2000).

The 1992 partnership among McChord AFB, Fort Lewis, and local communities to assess land use compatibility and encroachment issues was deemed largely successful by participants. It was the responsibility of the participating jurisdictions to ensure that JLUS recommendations were taken into account when developing land use plans and other related planning documents. Many of the jurisdictions within the study area adopted new policies and standards related to the following JLUS objectives. For example, the JLUS resulted in Pierce County's first airport overlay zone as well as other policy modifications that improved land use compatibility with JBLM. The JLUS objectives relating to land use are identified below.

- Strive to protect people and land use activities in the Clear Zone for McChord AFB. (LU-JLUS Objective 74)
- Ensure compatibility within the Accident Potential Zones for McChord AFB. (LU-JLUS Objective 75)
- Recognize aircraft noise as an environmental constraint when developing land use classifications and regulations. (LU-JLUS Objective 76)
- Recognize safety issues associated with training, artillery, and small arms activities on the military installations of McChord AFB and Fort Lewis. (LU-JLUS Objective 77)
- Cooperate with McChord AFB, Fort Lewis, and Camp Murray in developing plans for circulation improvements in and around the installations. (LU-JLUS Objective 78)
- Provide the military installations with opportunities to participate in the review and development of land use programs, policies, and decisions that affect them. (LU-JLUS Objective 79)
- Recognize the unique character of land uses associated with military operations and support structures. (LU-UML Objective 80)
- Clarify the relevance of the Urban Military Lands designation on the analysis of residential land capacity within the Pierce County Urban Growth Area. (LU-UML Objective 81)
- Recognize the possibility of military lands reverting back to Pierce County. (LU-UML Objective 82)
- Provide guidance for designating other military lands. (LU-UML Objective 83)
- Recognize those portions of the federal military installations that lie outside the Urban Growth Area (UGA). (LU-RML Objective 84)

During the JBLM Growth Coordination process, stakeholders have suggested that another JLUS is needed to address the changing nature of land uses associated with both JBLM and surrounding jurisdictions.

Regional and Local Planning In Washington State

In other areas of the country, military growth management plans have been conducted in more rural areas with modest planning guidance and populations. By contrast, JBLM is located in an increasingly urban region guided by a sophisticated planning framework, as described below.

The Washington State Growth Management Act

The Washington State Growth Management Act (GMA), first passed in 1990, mandates local comprehensive planning in heavily populated and high-growth areas of the state. The GMA establishes 13 broad goals, such as managing urban growth; protecting agricultural, forestry, and environmentally sensitive areas; protecting property rights; reducing sprawl; and encouraging efficient, multimodal transportation systems to ensure that sustainable growth occurs over time. In compliance with GMA, both of the counties and all of the incorporated cities and towns within the study area have detailed comprehensive plans and implementing development regulations in place, many of which include design guidelines that encourage thoughtful forms of new development. To reduce sprawl, many of the plans attempt to redirect the course of future land use by establishing mixed-use centers, neighborhood nodes, and walkable communities. Figure P&P-7 (*Existing Land Use Pattern in Proximity to JBLM*) illustrates the existing land use pattern surrounding JBLM. As can be seen, significant areas of residential development are located in unincorporated areas, and multiple jurisdictions abut the joint base.

The GMA also recognizes the vital nature of the military installations to the state's economy by protecting them from encroachment of incompatible land uses (RCW 36.70A.530). As a result, any land abutting JBLM must be compatible with those uses on it. A significant body of literature provides guidance for compatibility with military installations. However, there is no cookie-cutter land use approach to apply; planning associated with each military installation is unique due to the varied nature of the operations at different bases, the physical locality of the base and adjacent jurisdictions, the rural or urban setting of the region, the size of the base and regional population, on and off base service needs, etc.

Both regional and local planning efforts drive the land use strategies of jurisdictions' planning under GMA. The regional planning framework of the Thurston Regional Planning Council (TRPC) and Puget Sound Regional Council (PSRC) are described below.

Regional Plans

The TRPC and PSRC are the two Regional Transportation Planning Organizations/Metropolitan Planning Organizations (RTPO/MPO) within the study area that guide regional transportation planning, as directed by GMA and federal transportation legislation (the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, or SAFETEA-LU). The regional transportation plans (RTPs) developed by TRPC (Thurston 2025 [TRPC 2004]) and PSRC (Transportation 2040, process) provide guidance for local comprehensive plans and related land use planning processes. In the end, they establish regional land use forecasts that predict how many residents will live in the area, as well as where they will live and work.

The jurisdictions of the RTPO/MPOs meet at the Pierce/Thurston county line (along I-5, at the Nisqually River), and they address larger geographies outside of the Growth Coordination Plan study area. The TRPC covers land use and transportation planning within Thurston County; PSRC covers a much broader area of the central Puget Sound region, including Snohomish, King, Kitsap, and Pierce counties.

TRPC Planning

The first RTP adopted by TRPC in 1993 had a centers and corridors approach, with policies recommending at least 15 units/acre in north Thurston County centers and within the walk-shed of major corridors, and at least seven units/acre on more minor corridor walk-sheds and the rest of the urbanized area. The comprehensive plans adopted in 1996 and 1997 in Thurston County (Thurston County 1996, 1997) used this approach as a foundation for their plans. These plans have since evolved and further reflect the desire to focus growth at higher densities to ensure vibrant cities, healthy mixed-use suburban neighborhoods, and rural areas that retain rural character. The Thurston 2025 RTP (TRPC 2004) reflects the different approaches to land use of each area (Olympia, Tumwater, and Lacey) but still includes policy and discussion that point to the importance of infill development to the transportation network. Lacey, for example, has multiple centers such as the downtown Woodland District and the planned Lacey Gateway Town Center located in the Hawks Prairie Business District.

Growth and infill in Thurston County has been tracked by TRPC. *Understanding Public Vision and Marketplace Realities in the Thurston Region* (TRPC 2010) identifies how well regional and local plan visions are being achieved. Updated data indicate that “legacy” lots in the county are building out, which means that in the future, growth will be more directed to the UGA. Other disconnects between vision and reality, however, remain, including: (1) urban residential development is taking place at lower densities than expected; (2) very little mixed-use development is taking place in the cities; (3) rural residential development is taking place at higher densities than expected; (4) the share of residential growth locating in urban areas has not increased as planned; and(5) the share of workers commuting into or out of the region continues to increase relative to those who live and work within the region.

PSRC Planning

Under the VISION 2040 plan, the Regional Growth Strategy looks at how the region can distribute forecasted growth, primarily within the designated UGAs. The strategy is a preferred pattern of urbanization designed to minimize environmental impacts, support economic prosperity, promote adequate and affordable housing, improve mobility, and make efficient use of existing infrastructure. It provides regional guidance for central Puget Sound counties, cities, and towns to use as they develop new local population and employment growth targets and update local comprehensive plans. Centers or infill areas continue to be the focus of development under both MPOs/RTPOs. Figure P&P-8 (*VISION 2040 Regional Growth Strategy for Central Puget Sound*) illustrates the VISION 2040 Regional Growth Strategy for central Puget Sound as it pertains to regional growth and manufacturing/industrial centers.

Under GMA, VISION 2040's multicounty planning policies provide a common region-wide framework for countywide and local planning in the central Puget Sound region (which does not include Thurston County). The unified structure established by the multicounty policies has both practical and substantive effects on city and county comprehensive plans. These multicounty policies provide a mechanism for achieving consistency among cities and counties on regional planning matters. Stakeholder input suggests that ensuring consistency between regional and local plans remains an ongoing effort as regional-level plans become increasingly complex.

The PSRC has also produced guidance to addresses regional-scale land use compatibility related to air fields in the *2009 Airport Compatible Land Use Program Update – Draft Report* (PSRC 2009). While the GMA requires that cities and counties use their comprehensive plans and development regulations to discourage incompatible uses adjacent to public use airports (RCW 36.70.547), the Airport Compatibility Report finds room for improvement. Adopted comprehensive plans in the central Puget Sound region (which includes Pierce County) show that potential exists for the development of incompatible land uses adjoining the region's public use airports. A decision was made as part of this process to include Gray and McChord fields at JBLM.

There is some debate among planners in the region as to whether the JBLM facilities should be included in the PSRC Airport Compatibility Report or whether a JLUS process would best address regional compatibility issues associated with military airports.

Countywide Planning Policies

The GMA mandates consistency between county comprehensive plans and the comprehensive plans of all the municipalities within a county. Countywide Planning Policies are written policy statements that are to be used solely for establishing a countywide framework from which the county and municipal comprehensive plans are developed and adopted. The framework is intended to ensure that the county and municipal comprehensive plans are consistent, as required by the Washington statutes, although they are not substitutes for objectives, policies, and standards.

The Countywide Planning Policies cover 11 policy areas: affordable housing; agricultural lands; economic development; education; historic, archaeological, and cultural preservation; natural resources, open space, and protection of environmentally sensitive lands; siting of public capital facilities of a county-wide or state-wide nature; transportation facilities and strategies; urban growth areas; and amendments and transition. Pierce and Thurston counties have developed Countywide Planning Polices that provide municipalities with their own standards for addressing these elements, although the standards differ in approach. Maintaining consistent policy direction in the region and with JBLM relative to these elements will be an ongoing effort.

Comprehensive Plans

Policy and Regulatory Tools

The GMA requires that Pierce and Thurston counties and the seven incorporated jurisdictions in the study area (Lakewood, DuPont, Steilacoom, Lacey, Yelm, Roy, and Tacoma) have comprehensive plans to plan for and facilitate future population growth. In general, these plans are tools to strive for community resiliency in the context of fluctuating residential populations associated with JBLM growth and deployments that affect community businesses, housing provisions, and public services (to name a few). The annual GMA update and 7-year review processes are used to adjust existing plans, in part for unforeseen changes or fluctuations in JBLM population and employment. To be successful, however, communities need to have consistent and continued dialogue with JBLM and each other. Sharing the most recent information on JBLM population and employment fluctuations, housing needs, education needs, service needs, etc. on an ongoing basis is paramount for communities to adapt to changes occurring on base. If known, then communities can incorporate the new information in the annual comprehensive plan and/or development code amendments. These updates alone, however, cannot resolve issues related to predictable capital planning.

The designated zoning categories identified in Figures P&P-9 through P&P-12 reflect the planned land use patterns adopted by Pierce and Thurston counties and all of the incorporated jurisdictions (Lacey, DuPont, Lakewood, Tacoma, Yelm, Roy, and Steilacoom) within the study area in their comprehensive plans. Figure P&P-13 provides an aggregated legend for the various zoning designations of each of these jurisdictions. In general, the planned zoning designations are intended to direct more intense commercial and residential growth to mixed-use nodes and neighborhood centers. Because of market challenges of incremental parcel-by-parcel development, achieving this type of growth in attractive development patterns with complete streets, local parks, and neighborhood commercial with diverse types of housing products is most successful if conducted through a larger master planning or subarea planning process. While many subarea planning processes have been conducted in the region, more of these types of planning processes would improve the pattern and form of growth within the study area.

Land Use Capacity

County and city comprehensive plans use population data are provided by the Washington State Office of Financial Management (OFM) as an official basis for estimating demands for community services. Due to the lack of information associated with federal military-induced growth, soldier population, or deployment activity, it is highly probable that none of the existing comprehensive plans or supporting land use policies incorporate accurate population and employment projections. In addition, when information related to soldier population and movements is known and has been shared with area jurisdictions, the data often change more quickly than the comprehensive plan update cycle. Inaccurate projections may have an impact on the type and capacity of future land uses identified in these plans. Stakeholders have indicated that land use capacity is likely not at issue – rather, the pace of reaching planned capacity within a 20-year horizon may have accelerated. Capacity issues will need to be revisited once the analysis of population and employment projections associated with existing and anticipated military growth is released late May by the AECOM consultant team and reviewed against existing Buildable Lands Reports. Mandated by GMA, Buildable Lands Reports review and evaluate whether jurisdictions have dedicated an appropriate amount of residential, commercial, and industrial land to accommodate the type and level of growth specified in their comprehensive plans.

Land Use Compatibility

Land use compatibility is a growing concern among local and military planners. JBLM Geographic Information System (GIS) data (Fort Lewis Public Works Department 2009) designate overlay zones to guide appropriate development both on and off base to reduce land use conflicts associated with noise and safety. Figure P&P-14 (*JBLM Noise Zones*) illustrates buffer areas for sensitive land uses (such as residential). As can be seen in Table P&P-1 (*Number of Parcels in Study Area Adjacent to JBLM by Jurisdiction and Zone*), five of the seven cities and both counties in the study area have lands that are immediately adjacent to JBLM. Pierce County leads the group with almost 1,000 separate parcels of land adjacent to the installation. The Nisqually tribal lands, Nisqually Wildlife Refuge, and other federal lands also have lands adjacent to the joint base.

Some of the land use conflicts that tend to emerge include noise complaints associated with firing exercises held in JBLM training areas from residents that live outside the gates in proximity to these areas. As can be seen in P&P Figure 7 (*Existing Land Pattern in Proximity to JBLM*), residential lands abut the joint base on all boundaries. While Pierce County has policies that address land use compatibility with JBLM, smaller jurisdictions like Roy and Yelm, among others, have limited policy measures to effectively address potential land use conflicts that may occur (refer to Figures P&P 9 through -12 that illustrate land use adjacencies). This is due, in part, to the lack of time and resources.

Development standards for residential and other sensitive land uses adjacent to the military bases need further assessment to ensure that land use conflicts are avoided or determine if new definitions and modified standards need to be established.

Table P&P-1: Number of Parcels in Study Area Adjacent to JBLM by Jurisdiction and Zone

Jurisdiction	Zoning Categories Adjacent to JBLM (within 500 ft)	No. of Parcels
Pierce County	Activity Center	584
	Agricultural Resource Land	30
	Community Center	46
	Community Employment	1
	Mixed-Use District	7
	Moderate-High Density Residential	112
	Moderate Density Single-Family	17
	Reserve 5	2
	Residential Resource	9
	Rural 10	3
	Rural Military Land	15
	Single-Family	29
	Urban Military Land	16
	Other	119
	Total No. of Parcels in Jurisdiction	**990**
DuPont	Commercial	183
	Industrial	32
	Military	0
	Manufacturing and Research	3
	Mixed-Use	0
	Neighborhood Park	10
	Office	2
	Open Space	0
	Residential 12	2
	Residential 3	0
	Residential 4 (Sequalitchew Village)	15
	Residential 5	25
	Other	83
	Total No. of Parcels in Jurisdiction	**355**
Roy	Zoning GIS data not yet available	
	Total No. of Parcels in Jurisdiction	**355**

Table P&P-1: Number of Parcels in Study Area Adjacent to JBLM by Jurisdiction and Zone

Jurisdiction	Zoning Categories Adjacent to JBLM (within 500 ft)	No. of Parcels
Lakewood	Air Corridor 1	232
	Clear Zone	148
	Commercial 1	16
	Industrial 1	0
	Industrial Business Park	4
	Military Lands	127
	Mixed Residential 1	23
	Mixed Residential 2	2
	Multifamily 1	2
	Multifamily 2	4
	Neighborhood Commercial 2	5
	Open Space/Recreation 2	4
	Public Institutional	1
	Residential 2	39
	Residential 3	7
	Total No. of Parcels in Jurisdiction	**614**
Steilacoom	Zoning data not yet available	
	Total No. of Parcels in Jurisdiction	**140**
Thurston County	Long-Term Agriculture	144
	McAllister Geologically Sensitive Area	3
	Military Reservation	5
	Residential LAMIRD 1/2	179
	Residential LAMIRD 2/1	1
	Rural Residential 1/5	2
	Rural Residential Resource 1/5	2
	Urban Reserve 1/5	4
	Other	157
	Total No. of Parcels in Jurisdiction	**497**
Yelm	Rural Residential 1/5 (Yelm UGA)	1
	Master Planned Community	1
	Other	1
	Total No. of Parcels in Jurisdiction	**3**

Source: 2010 Pierce Co. GIS; 2010 Thurston Co. GIS, which include Lakewood, DuPont, and Yelm data.

Other Washington State Legislative Provisions Affecting Smart Growth

The intent of GMA is to direct population and employment growth to urbanized areas where public services and facilities exist or can be more readily provided. Typically, this includes existing incorporated areas, unincorporated UGAs, and "limited areas of more intense rural development" (LAMIRDs) as described in RCW 36.70A.070(5)(d). However, numerous other state and local considerations associated with platting and utilities influence that purpose, as described below.

Water Rights

Currently, a significant obstacle to directing new development to urbanized areas, a hallmark of GMA, is an exempt well statute to the state's water code (RCW 90.44.050) that allows for "six pack" subdivisions (a configuration of six homes connected to a single water well) using less than 5,000 gallons per day [gpd]) to draw on well water in unincorporated, often rural areas without a permit or fee. Developers trying to reduce costs and time have incentive to remain exempt from obtaining water rights under this provision. Where a proliferation of such "six pack" developments occurs, it may contribute to drawing down an aquifer that is intended to serve a larger population over a longer period of time. As a result, areas intended to be urban may find themselves lacking sufficient water rights to support that growth. Limited water rights for development in some incorporated jurisdictions in the study area, such as Roy and Lacey, further complicate this issue. For a full discussion of water rights issues in the region, please refer to the Existing Utilities and Infrastructure Conditions Technical Memorandum (AECOM 2010b).

Vesting

Owing to past zoning, Pierce and Thurston counties have vested subdivisions where the land may have been platted, but homes have never actually been built. This offers a greater level of development potential within rural areas irrespective of current zoning densities that may be considerably lower. Recently, Pierce County estimated that the sheer number of these older plats would support a greater population in the rural area than would be dictated by PSRC's regional plan.

SUMMARY OF PLANNING CONDITIONS

- **Adequate Policy and Regulatory Tools**: The GMA provides a strong foundation for smart growth planning in the vicinity of JBLM. Comprehensive plans and zoning codes are in place at the county and city levels to guide new development into existing areas planned for urban growth. Recent master planning and subarea planning processes have advanced sustainable development practices and organized, compact developments with neighborhood amenities such as parks, trails, and commercial services. Many of these communities, including JBLM itself, have design guidelines that are intended to provide a predictable development process for specific areas. At the same time, stakeholders agree that regional/local policy *consistency* needs constant attention, and more subarea planning processes are needed to further guide predictable and sustainable growth.
- **Lack of Coordination in Local and JBLM Planning Efforts:** Although they are statutorily consistent, there is a disconnect in local community and military planning efforts. The absence of a

structure/process to incorporate accurate military population and employment data in local plans threatens the proper servicing of vital community infrastructure in the region.

- **Land Use Compatibility Concerns**: Land use compatibility is a growing concern among stakeholders. Development standards for residential and other sensitive lands adjacent to the JBLM need further assessment to ensure that land use conflicts are being avoided and to determine whether new definitions and modified standards need to be established by local jurisdictions.
- **Land Use Capacity Available but with Visible Limitations**: Stakeholders have indicated that land use capacity in the region is likely not at issue. Instead, the pace of reaching planned capacity at the 20-year horizon may have accelerated. Addressing this issue is complicated by the various obstacles related to guiding growth to areas with planned capacity. Directing infill and new growth to urban areas as intended by GMA is met with numerous obstacles, such as market challenges, lack of walkable services and amenities in some existing urban areas, congested commuting patterns, and complicated legal and utilities provisions related to water rights (to name a few).

NEXT STEPS

1. Present findings at Growth Coordination Committee meeting on April 9, 2010 and receive feedback from GCC members.
2. Meet with local jurisdiction planning directors (or assigned staff) to address specific land use compatibility and potential capacity issues.
3. Meet with P & P Expert Panel in May to discuss preliminary needs and potential tasks.
4. Draft Preliminary Needs Memo and receive feedback.
5. Present preliminary needs at Growth Coordination Committee meeting on June 4 to start prioritization process.

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WMD (Washington Military Department). February 2010. Site Development Plan, Camp Murray, Washington. Final Report. February 16, 2010. Prepared by JACOBS for the WMD.

Figures

Figure P&P-1 JBLM Existing Land Use

Figure P&P-2 Fort Lewis Planning Vision

Figure P&P-3 Fort Lewis Installation Regulating Plan

Figure P&P-4 McChord AFB Future Land Use Plan

Figure P&P-5 McChord AFB Development Constraint Zones

Figure P&P-6 Camp Murray Site Development Plan

Figure P&P-7 Existing Land Use Pattern in Proximity to JBLM

Figure P&P-8 VISION 2040 Regional Growth Strategy for Central Puget Sound

Figure P&P-9 Zoning – Unincorporated Thurston County, Lacey, and DuPont

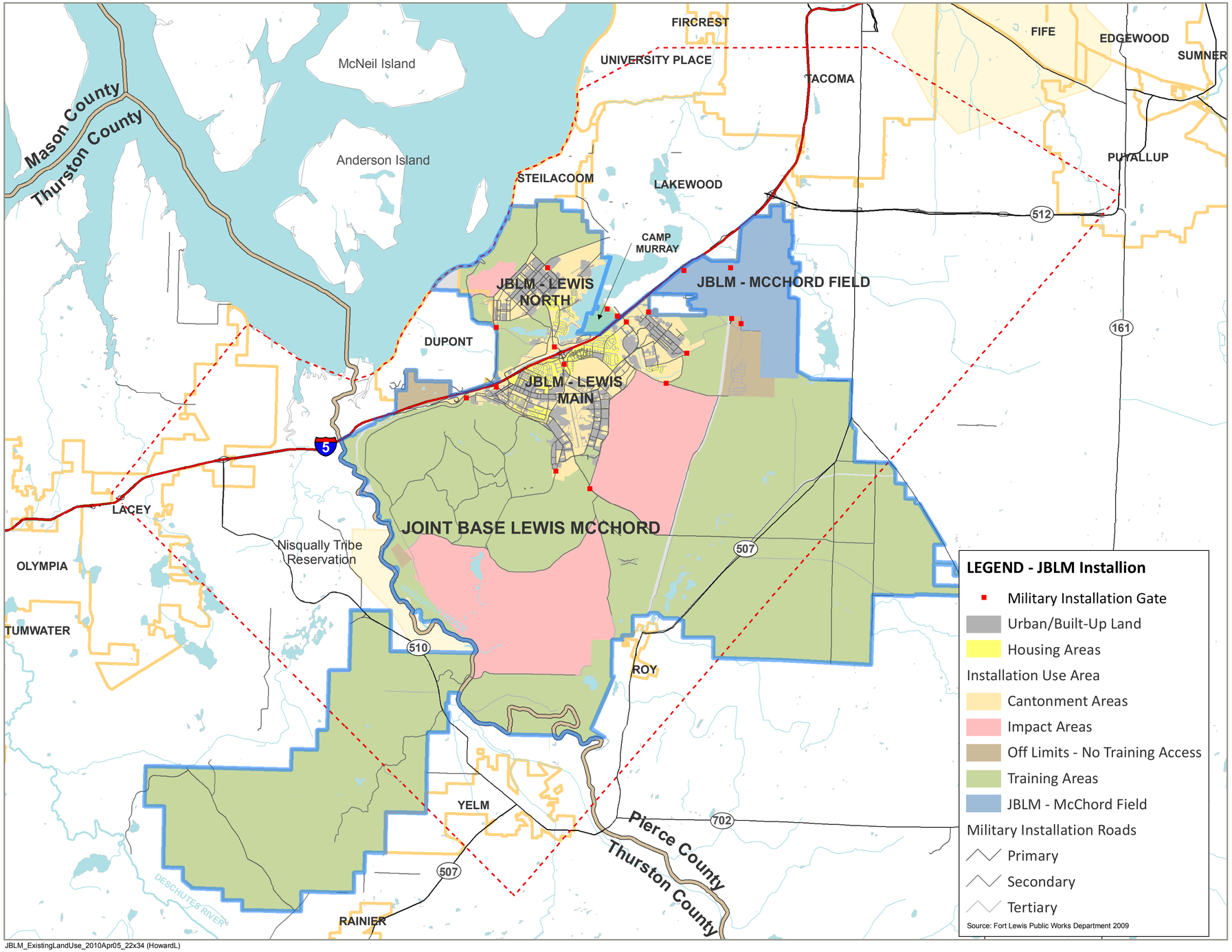
Figure P&P-10 Zoning – Unincorporated Pierce County, Lakewood, and Tacoma

Figure P&P-11 Zoning – Unincorporated Thurston County and Yelm

Figure P&P-12 Zoning – Roy and Steilacoom

Figure P&P-13 Zoning Legend

Figure P&P-14 JBLM Noise Zones



JBLM_ExistingLandUse_2010Apr05_22x34 (HowardL)

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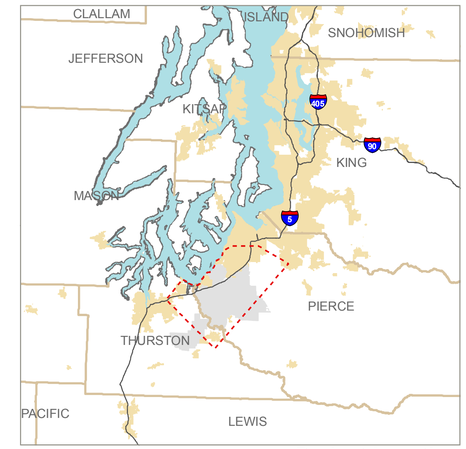


Project Location

LEGEND

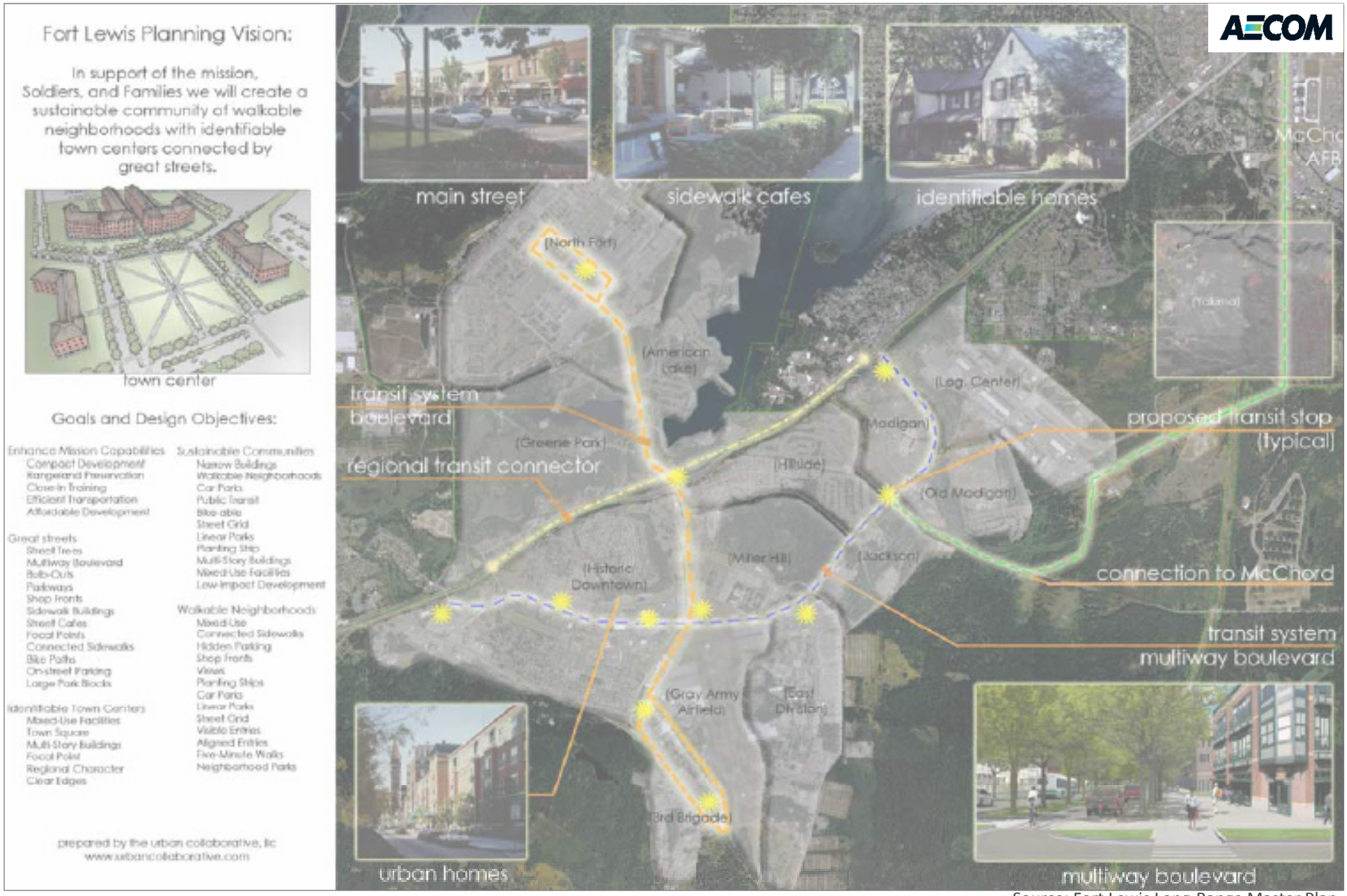
- Project Study Area
- Cities
- Counties
- Tribal Lands
- JBLM Installation Boundary
- Camp Murray Nation Guard
- Interstates
- Highways & Major Roads
- Water Bodies
- Rivers & Streams

1 in = 1 mile when printed on 22x34-inches

0 2 4 Miles

FIGURE P&P-1 JBLM Existing Land Use

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

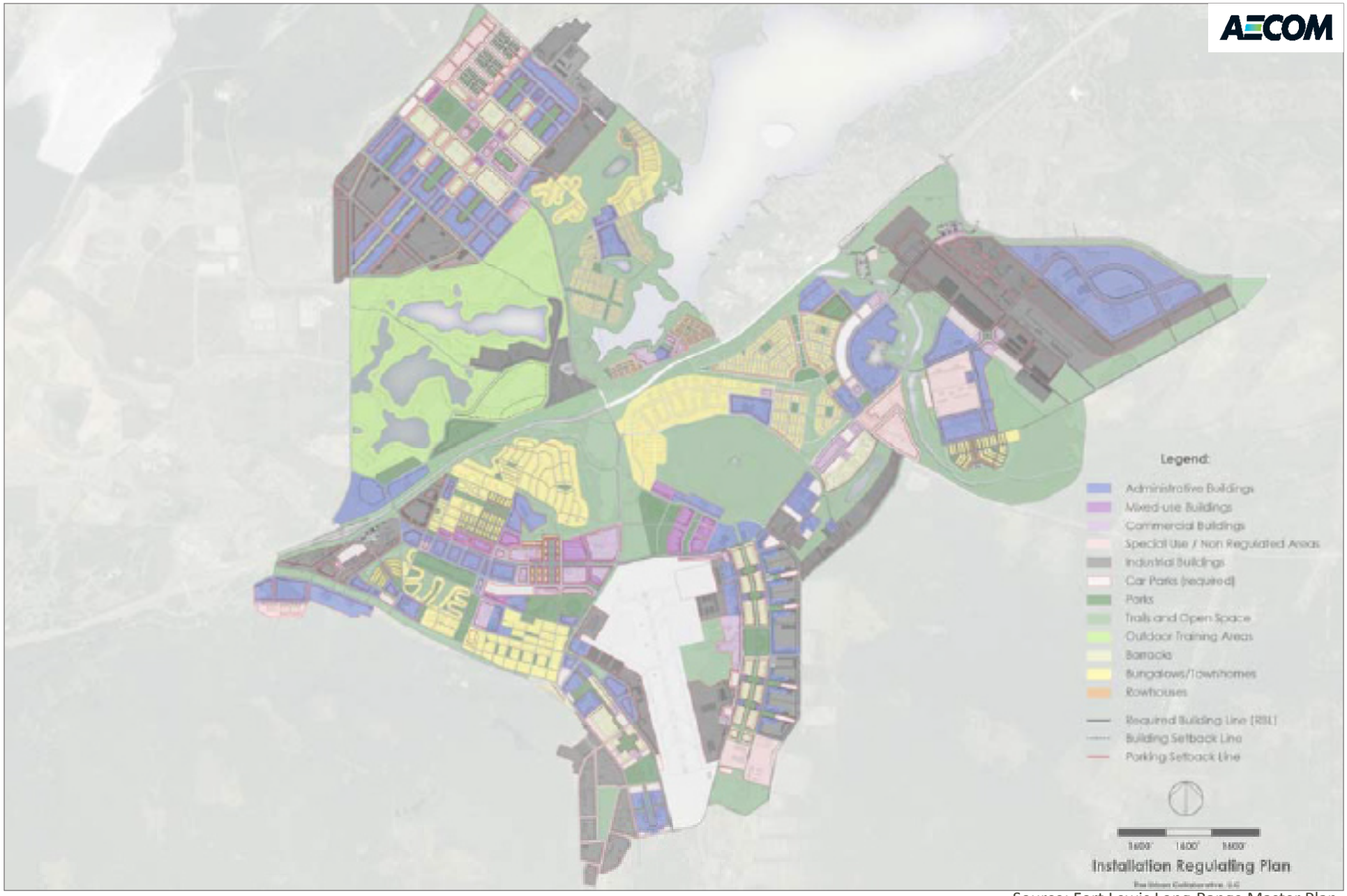


Source: Fort Lewis Long-Range Master Plan

Figure P&P-2

Fort Lewis Planning Vision

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



Source: Fort Lewis Long-Range Master Plan

Figure P&P-3

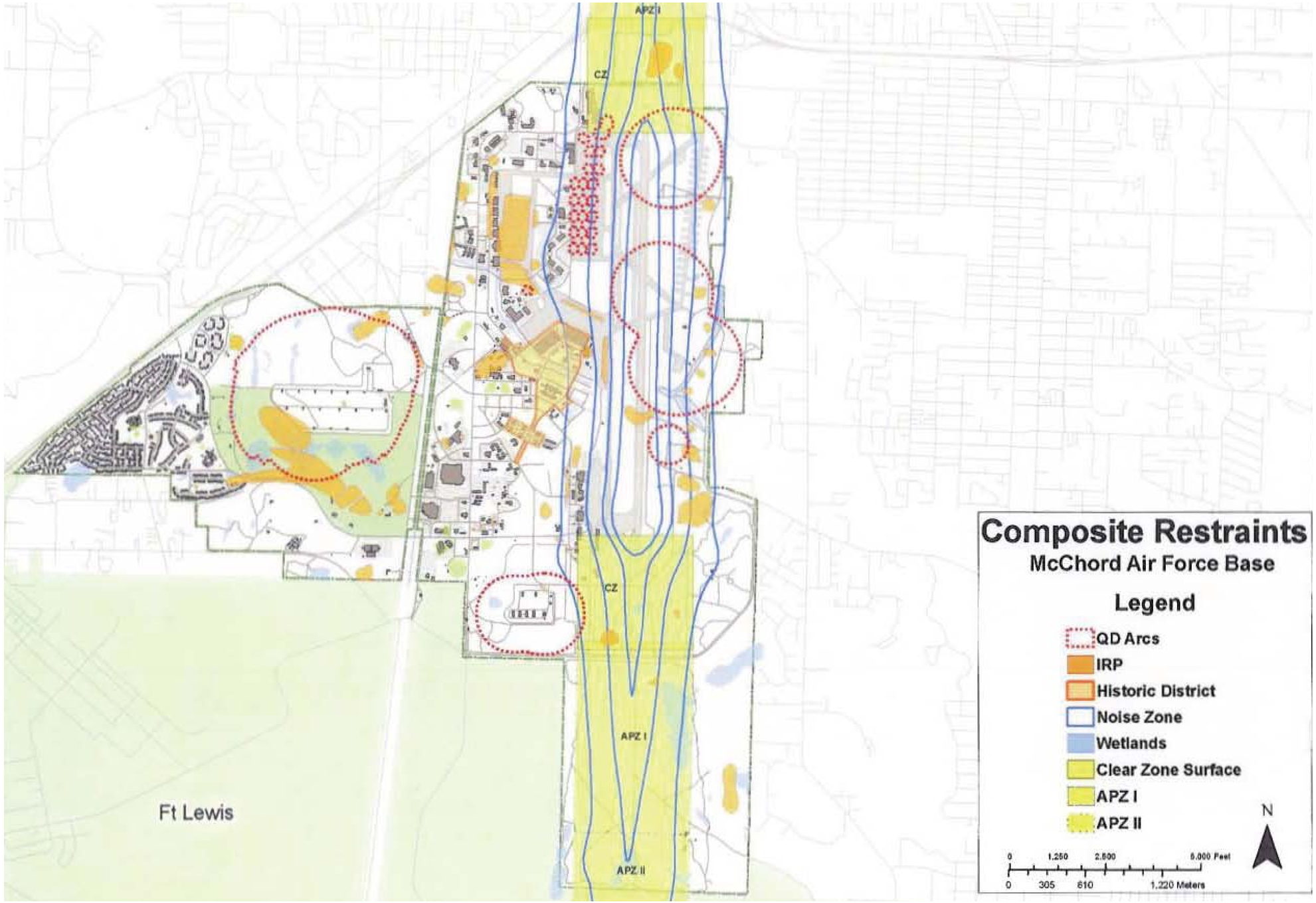
Fort Lewis Installation Regulating Plan

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION

Source: McChord Air Force Base Commander's Summary 2010

Figure P&P-4 McChord AFB Future Land Use Plan

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



Source: McChord Air Force Base Commander's Summary 2010

Figure P&P-5 McChord AFB Development Constraint Zones

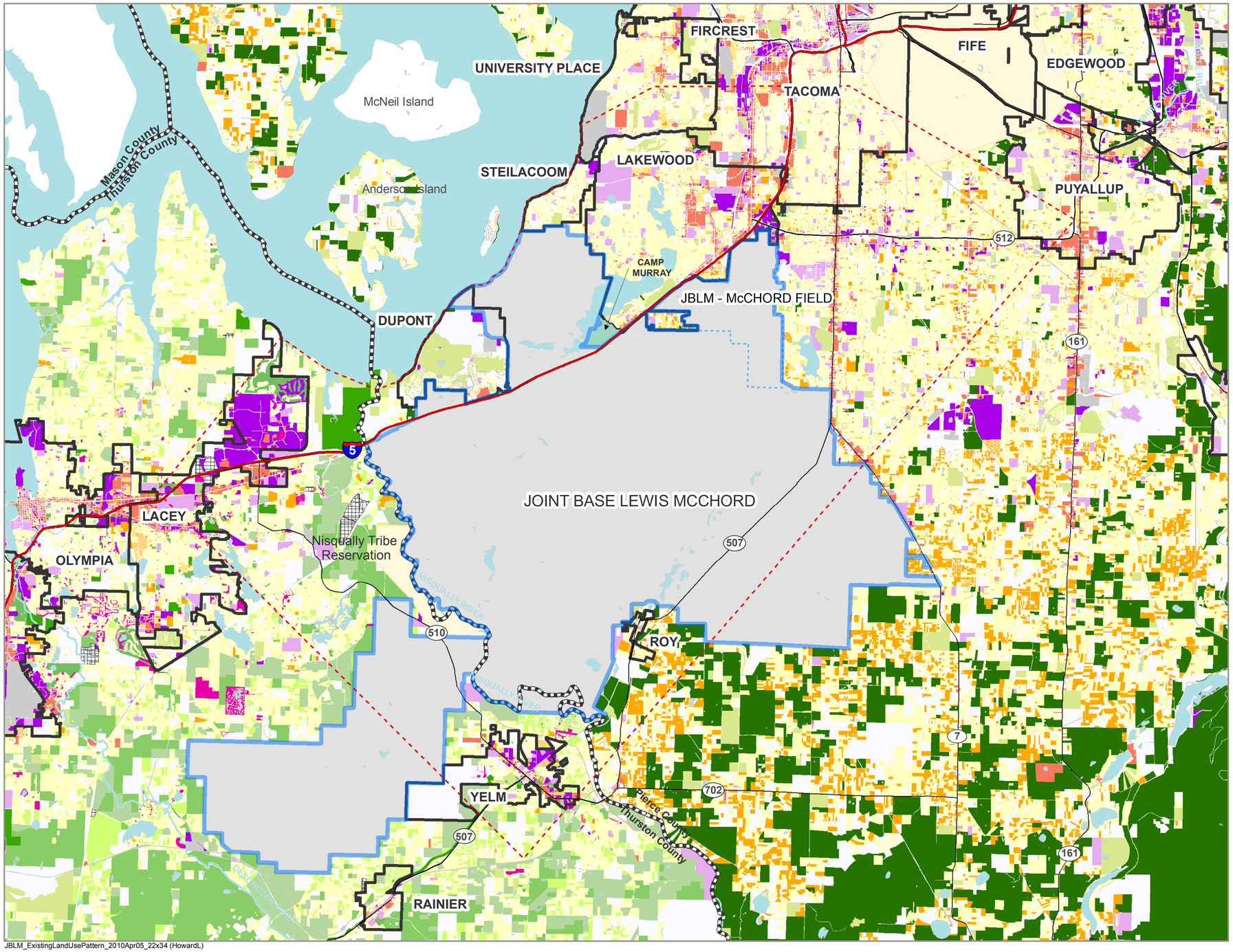
JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION

Source: Camp Murray Site Development Plan 2010

Figure P&P-6

Camp Murray Site Development Plan

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



JBLM_ExistingLandUsePattern_2010Apr05_22x34 (HowardL)

AECOM

Legend

- Project Study Area
- Cities
- Counties
- Tribal Lands
- Camp Murray National Guard
- Interstates
- Major Highways
- Rivers & Streams
- Water Body

Existing Land Use

Residential
- SINGLE-UNIT
- 2-4-UNITS
- 5+-UNITS
- RESIDENTIAL-CONDO
- RES-IN-COMM
- INST-LODGING
- MOBILE-HOME-PARK
- VACATION-HOME
- OTHER-RESID

Commercial/Service
- HOTEL-MOTEL
- SRV-FINANCE
- SRV-PROFSNAL
- SRV-BUSINESS
- SRV-CONTRCTN
- SRV-PERSONAL
- SRV-MISCELNS
- SRV-REPAIR
- RETL-OTHER
- RETL-EATING
- RETL-AUTO
- RETL-FURNITR
- RETL-FOOD
- RETL-GEN-MER
- RETL-HARDWAR

Industrial
- COMMRCL/INDUST-LAND
- WAREHOUSE
- MANF-FOOD
- MANF-FAB-MTL
- MANF-PETROLM
- MANF-OTHER

Public Facilities
- SRV-GOVRNMTL

Education
- SRV-EDUCATNL

Cultural
- OTHER-CULTRL
- HISTORIC-PROPERTY
- CULTRL-ACTIV

Resource Land
- CUR-USE-AG
- AG-NOT-CU
- DESIGNATED-FOREST
- CUR-USE-TIMBER
- RESOURCE-PRO
- MINING

Parks & Recreation/Open Space
- CUR-USE-OPEN
- NONCMM-FORST
- RECREATIONAL
- RESORT-CAMP
- PUBLIC-ASSMB
- PARKS

Transportation/Utilities
- TRAN-HIGHWAY
- TRAN-PARKING
- TRAN-RAILROAD
- TRAN-AIRCRFT
- TRAN-MARINE
- TRAN-OTHER
- UTILITIES
- COMMUNICATION

Vacant/Undeveloped Land
- UNDEVELOPED-LAND
- OTHER-UNDEVL
- UNKNOWN

Water Bodies
- WATER-AREAS

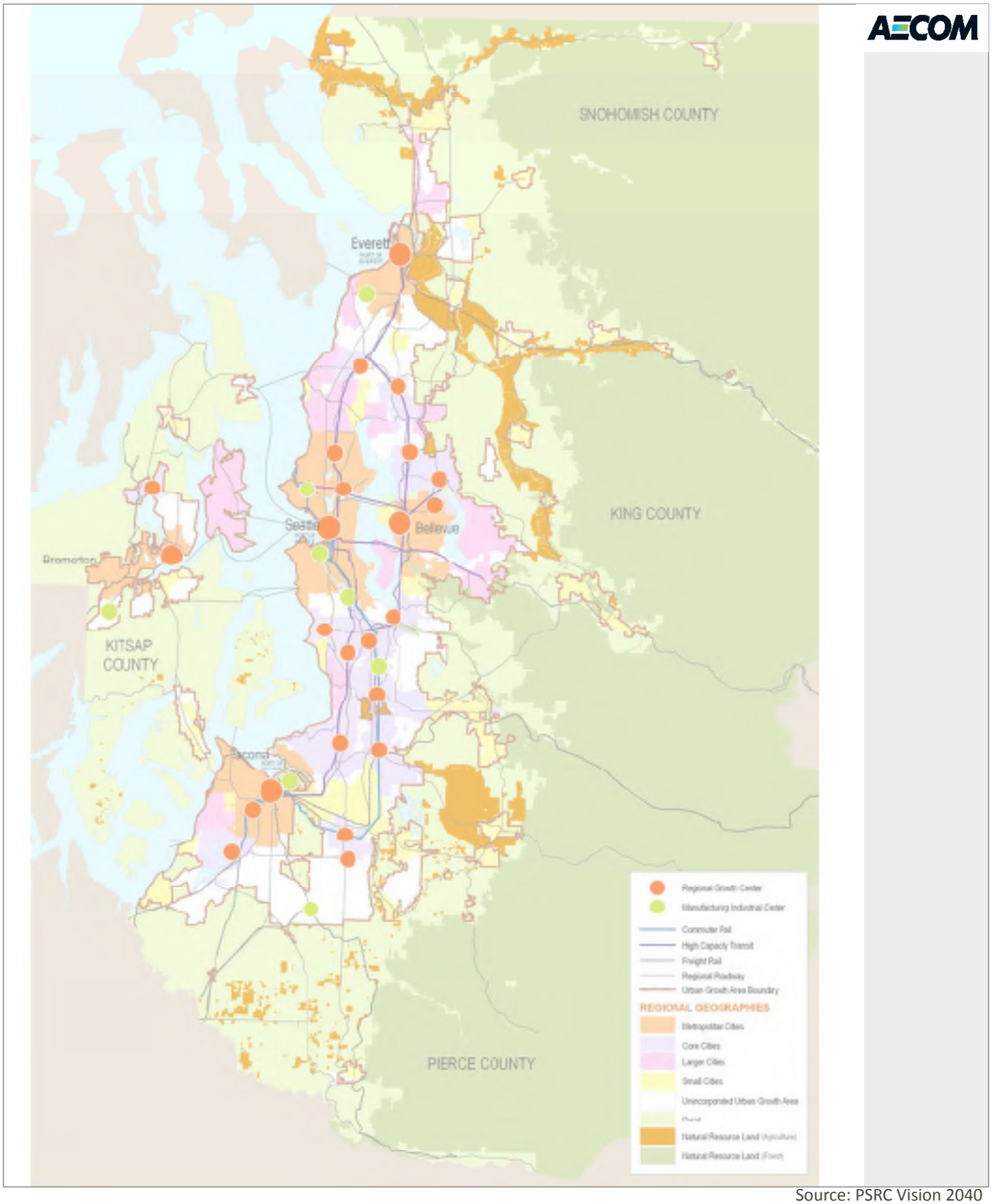
Sources: Existing Land Use derived from Pierce Co. existing land use data and Thurston Co. tax parcel data provided to AECOM January 2010.

1 in = 1 mile when printed on 22x34-inches

0 1.25 2.5 5 Miles

FIGURE P&P-7 Existing Land Use Pattern in Proximity to JBLM

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

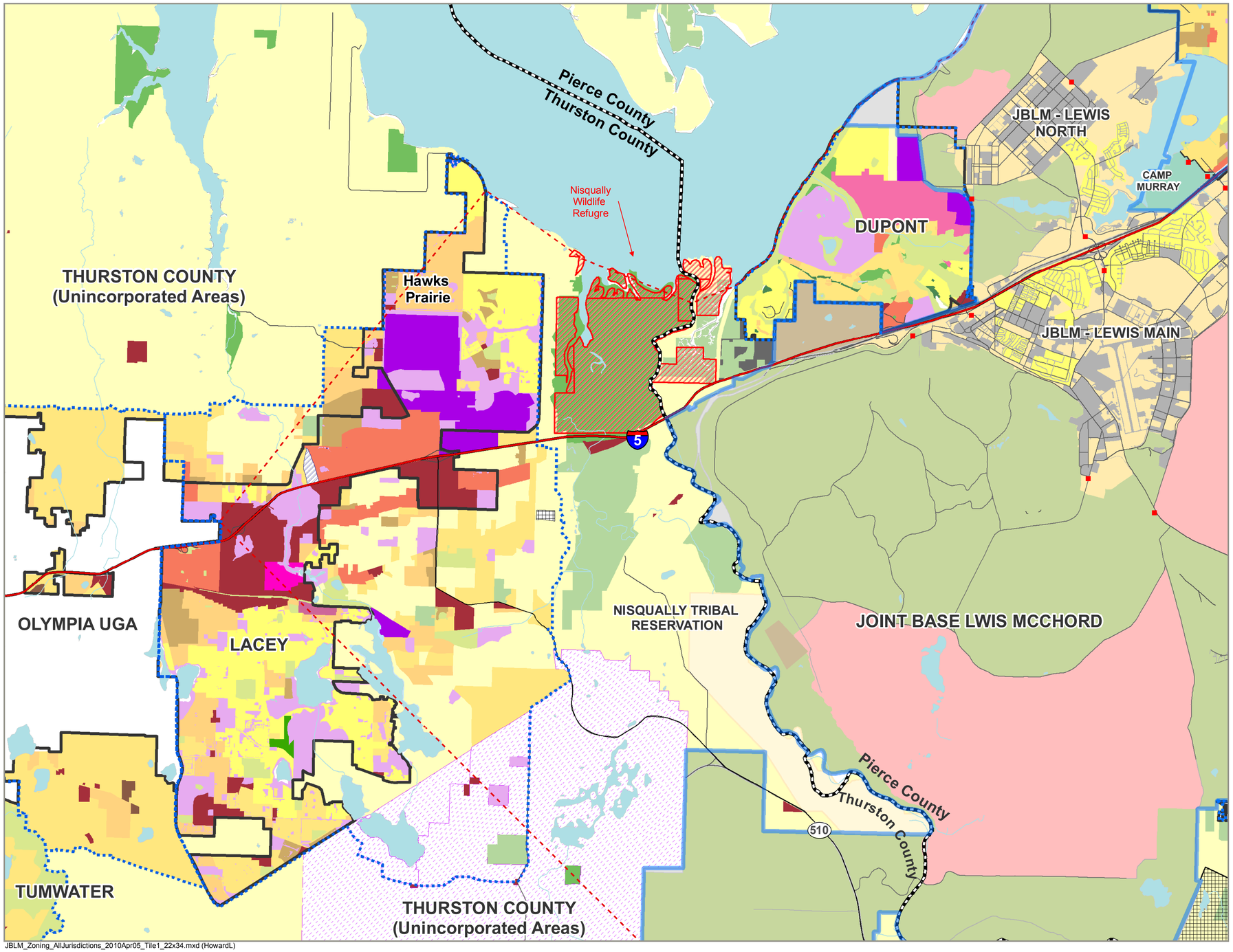


Source: PSRC Vision 2040

Figure P&P-8

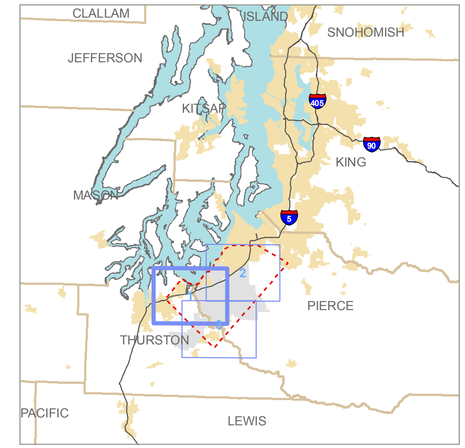
VISION 2040 Regional Growth Strategy for Central Puget Sound

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



JBLM_Zoning_AllJurisdictions_2010Apr05_Tile1_22x34.mxd (HowardL)

AECOM



Project Location

LEGEND

- Project Study Area
- Cities
- Counties
- Urban Growth Areas
- Tribal Lands
- JBLM Installation Boundary
- Camp Murray National Guard
- Nisqually National Wildlife Refuge
- Interstates
- Highways & Major Roads
- Water Bodies
- Rivers & Streams

The legend for county and city zoning categories is shown on Figure P&P-13 Zoning Legend

LEGEND - JBLM Installation

- Urban/Built-Up Land
- Housing AreaS

Installation Use Area

- Cantonment Areas
- Impact Areas
- Off Limits - No Training Access
- Training Areas
- Military Installation Gate

Military Installation Roads

- Primary
- Secondary
- Tertiary

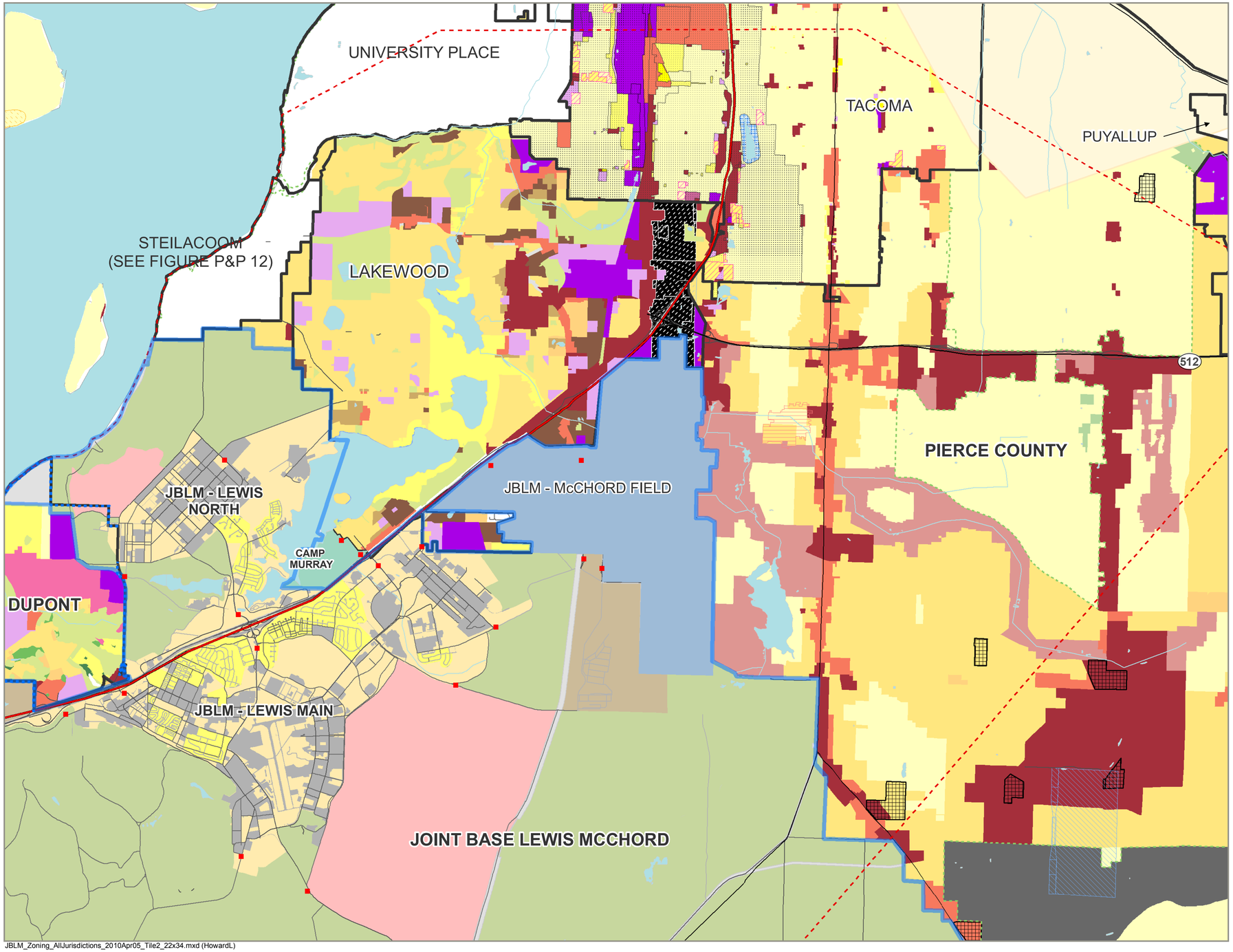
Sources: Fort Lewis Public Works Department 2009, Pierce County, Thurston County, Tacoma, Lakewood, and DuPont

1 in = 1 mile when printed on 22x34-inches

0 1 2 Miles

FIGURE P&P-9 Zoning - Unincorporated Thurston County, Lacey, and DuPont

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION



JBLM_Zoning_AllJurisdictions_2010Apr05_Tile2_22x34.mxd (HowardL)

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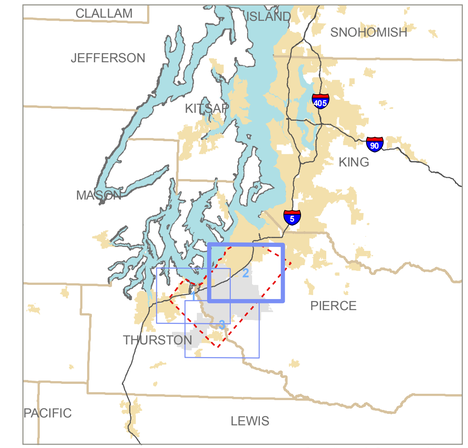


Project Location

LEGEND

- Project Study Area
- Cities
- Counties
- Urban Growth Areas
- Tribal Lands
- JBLM Installation Boundary
- Camp Murray National Guard
- Nisqually National Wildlife Refuge
- Interstates
- Highways & Major Roads
- Water Bodies
- Rivers & Streams

The legend for county and city zoning categories is shown on Figure P&P-13 Zoning Legend

LEGEND - JBLM Installation

- Urban/Built-Up Land
- Housing AreaS

Installation Use Area

- Cantonment Areas
- Impact Areas
- Off Limits - No Training Access
- Training Areas
- Military Installation Gate

Military Installation Roads

- Primary
- Secondary
- Tertiary

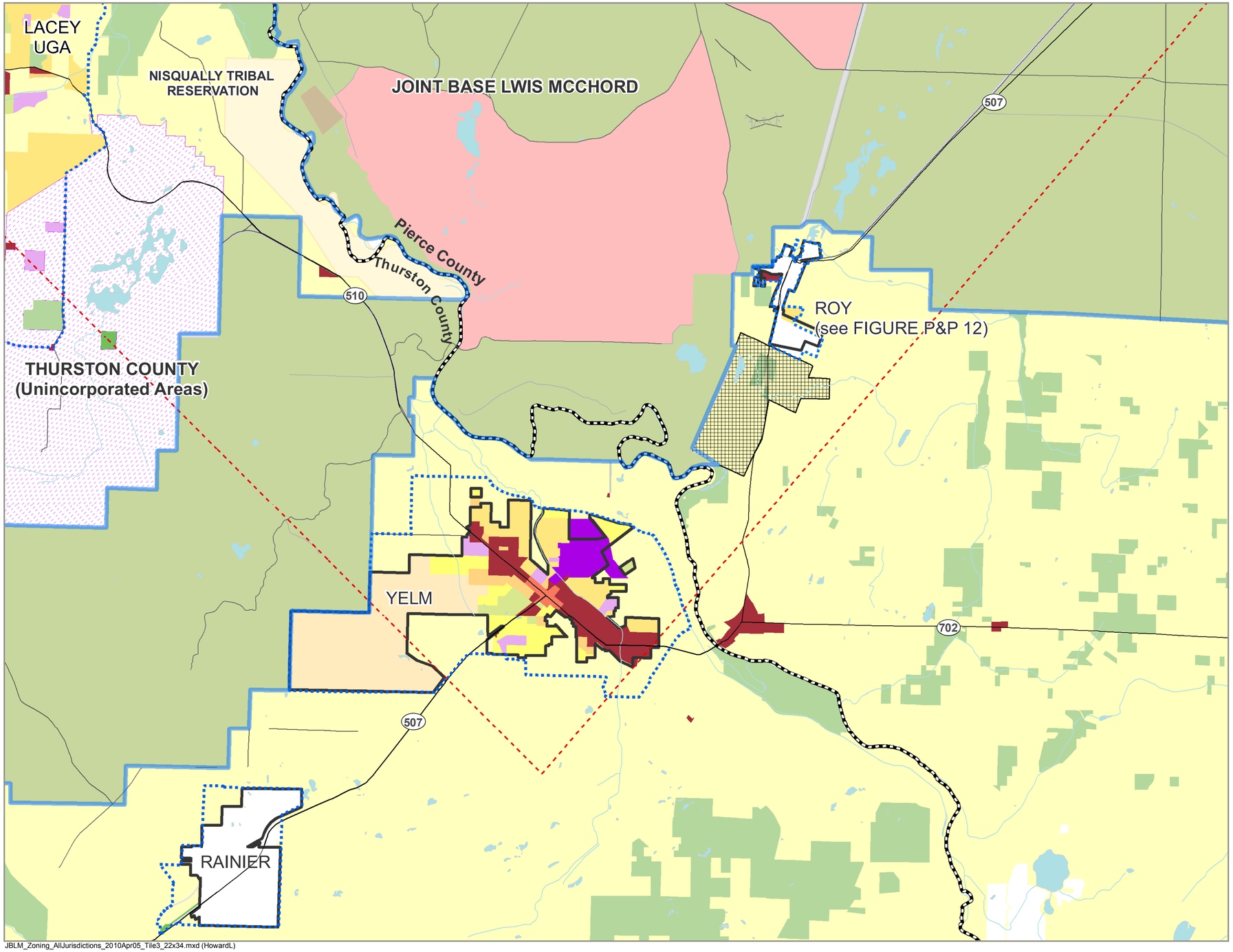
Sources: Fort Lewis Public Works Department 2009, Pierce County, Thurston County, Tacoma, Lakewood, and DuPont

1 in = 1 mile when printed on 22x34-inches

0 1 2 Miles

FIGURE P&P-10 Zoning - Unincorporated Pierce County, Lakewood, and Tacoma

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION



JBLM_Zoning_AllJurisdictions_2010Apr05_Tile3_22x34.mxd (HowardL)

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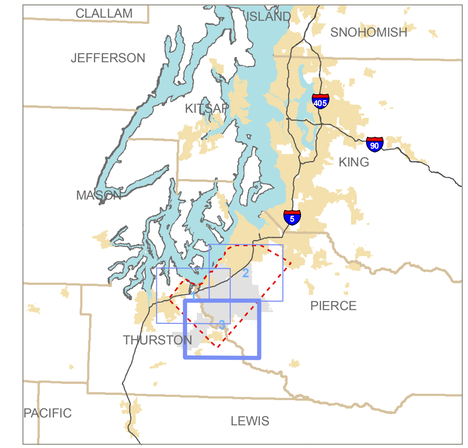


Project Location

LEGEND

- Project Study Area
- Cities
- Counties
- Urban Growth Areas
- Tribal Lands
- JBLM Installation Boundary
- Camp Murray National Guard
- Nisqually National Wildlife Refuge
- Interstates
- Highways & Major Roads
- Water Bodies
- Rivers & Streams

The legend for county and city zoning categories is shown on Figure P&P-13 Zoning Legend

LEGEND - JBLM Installation

- Urban/Built-Up Land
- Housing AreaS

Installation Use Area

- Cantonment Areas
- Impact Areas
- Off Limits - No Training Access
- Training Areas
- Military Installation Gate

Military Installation Roads

- Primary
- Secondary
- Tertiary

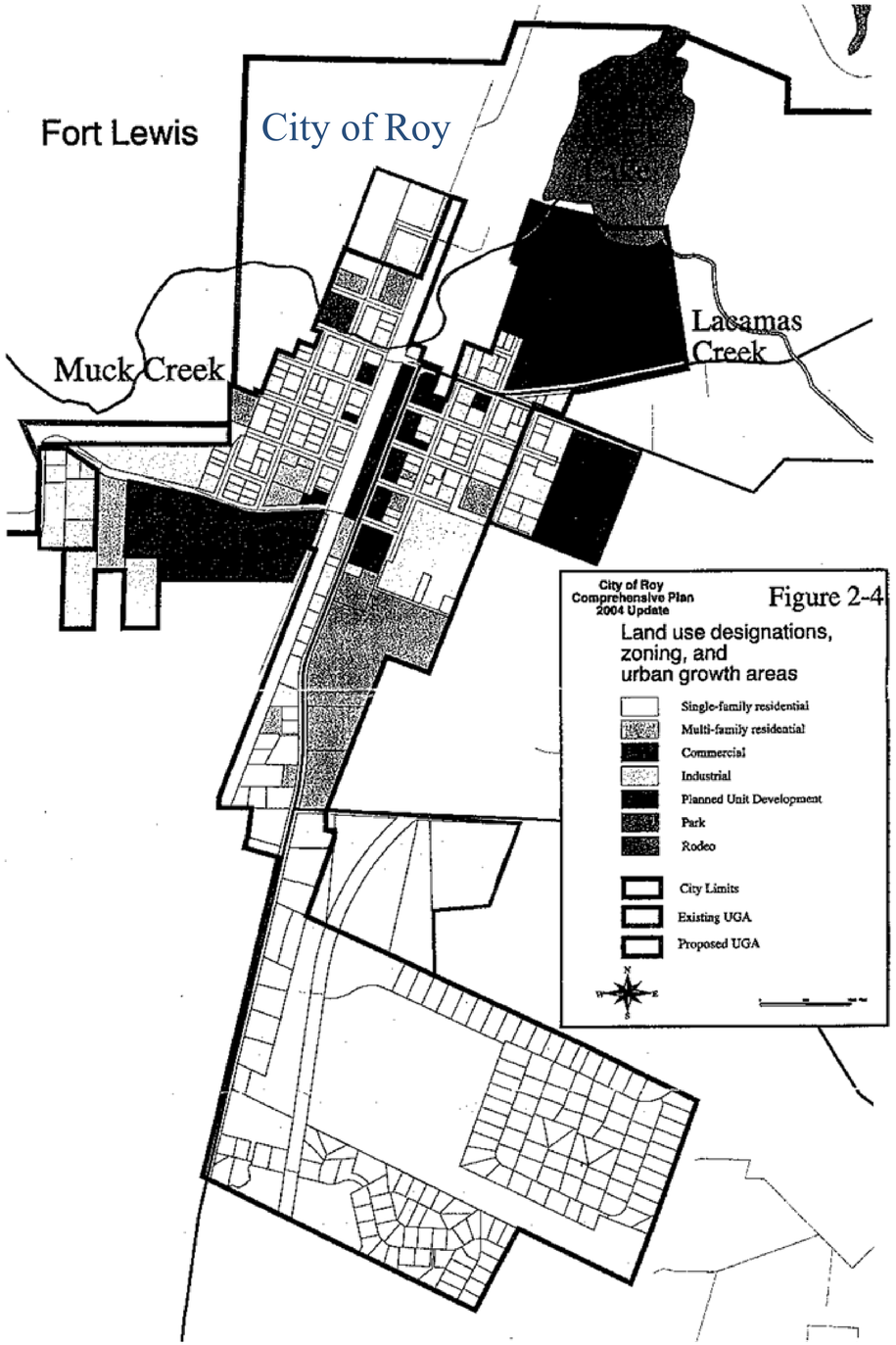
Sources: Fort Lewis Public Works Department 2009, Pierce County, Thurston County, Tacoma, Lakewood, and DuPont

1 in = 1 mile when printed on 22x34-inches

0 1 2 Miles

FIGURE P&P-11 Zoning - Unincorporated Thurston County and Yelm

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



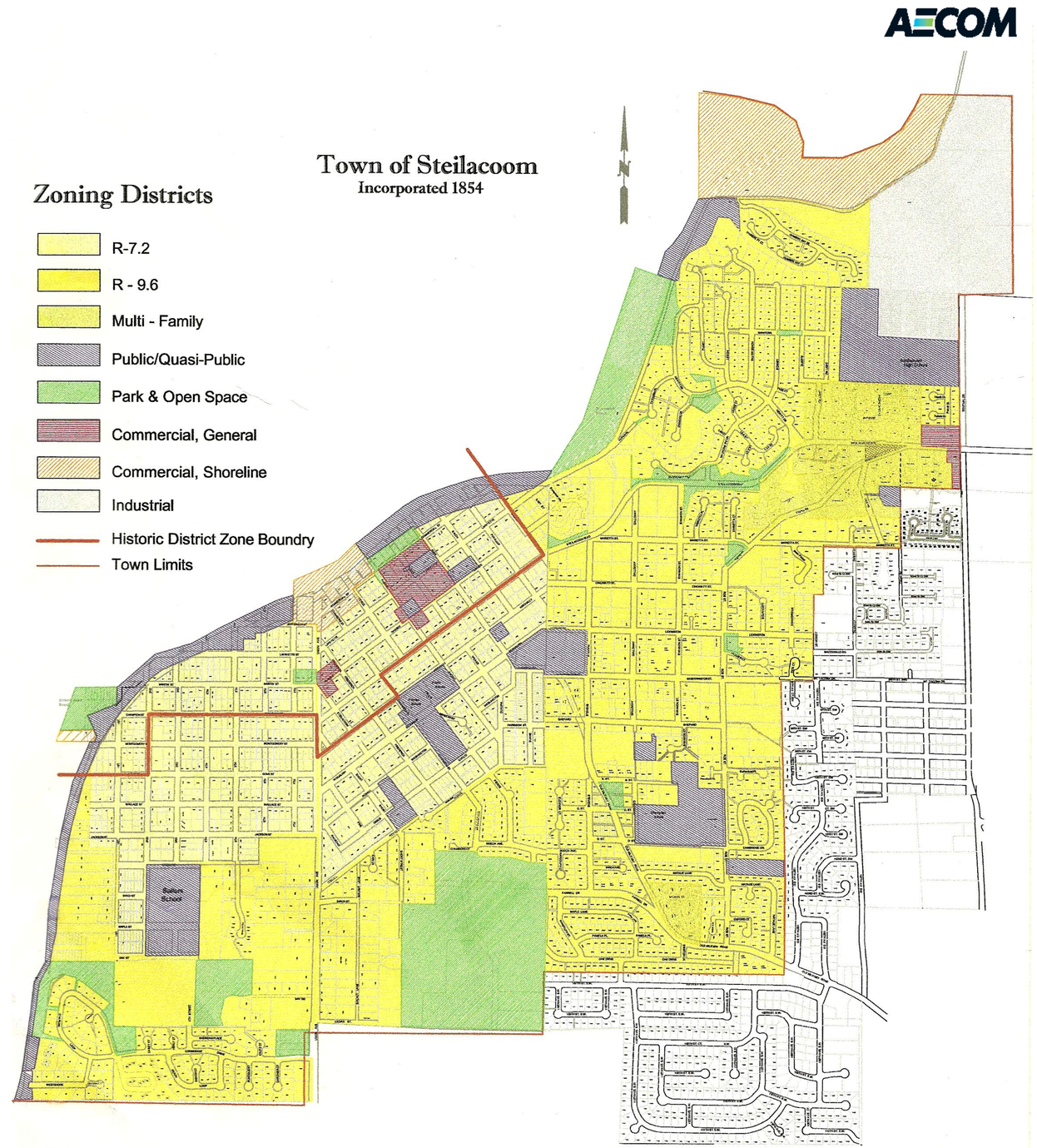


Figure P&P-12 Zoning - Roy and Steilacoom

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION

Zoning Categories

PIERCE COUNTY (UNINCORPORATED)

Rural Residential Districts
- Rural Forty
- Rural 20 (0.1 dua)
- Rural 10 (0.2 dua)
- Rural Farm (0.2 dua)
- Rural Sensitive Resource (0.2 dua)
- Rural Separator (0.4 dua)

Residential Districts
- Single Family
- Moderate Density Single Family
- Moderate- High Density Residential
- High Density Single Family
- High Density Residential District
- Residential Resource

Mixed-Use Center Districts
- Commercial Mixed Use District
- Mixed Use District
- Urban Village
- Office- Residential Mixed Use District
- Residential/Office- Civic

Commercial/Industrial Districts
- Research Office
- Community Center
- Community Employment
- Employment Center
- Employment Services
- Neighborhood Center
- Rural Neighborhood Center
- Activity Center
- Rural Activity Center
- Major Urban Center

Public Institutional
- Public Institutional

Parks/Recreation/Open Space
- Park & Recreation

Resource Lands
- Agricultural Resource Land

Other
- Reserve 5

Zoning Overlay
- Airport/Airport AOI Overlay
- Airport Overlay - Small Airport
- Rural Airport Overlay
- Area of Influence
- Essential Public Facility-State Corrections Overlay
- Ess. Public Facility - Solid Waste Facility Overlay
- Mineral Resource Overlay
- Urban Sensitive Resource Overlay
- Major Institution Overlay

THURSTON COUNTY (UNINCORPORATED)

Rural Residential Districts
- Rural 1/20
- Rural 1/10
- Rural Residential 1/5
- Rural Residential Resource 1/5

Residential LAMIRD Districts
- Residential LAMIRD 2/1
- Residential LAMIRD 1/2
- Residential LAMIRD 1/1

Single Family Residential Districts
- Single Family Residential 4
- Single Family Low Density Residential 4-7 Units per Acre
- Single Family Medium Density Residential 6-9 Units per Acre

Residential Districts
- Residential 1 Unit per 5 Acres
- URBAN RESERVE 1/5
- Low Density Residential 0-4
- Medium Density Residential 4/1
- Residential Sensitive Resource 2-4 Units per Acre
- Residential Low Impact 2-4
- Residential 3-6 Units per Acre
- Low Density Residential 3-6
- Residential 4-8
- Residential 4-16 Units per Acre
- Residential 6-12
- Mixed Residential 7-13
- Moderate Density Residential
- High Density Residential
- Multifamily Medium Density 9-15 Units per Acre
- Residential Multifamily 18

Mixed-Use Center Districts
- Mixed Use Moderate Density
- Mixed Use High Density

Commercial/Industrial
- Central Business District 6
- Hawks Prairie Business District-Business/Commerical
- Business Park
- General Commercial
- Rural Commercial
- Neighborhood Commerical
- Neighborhood Convenience Commercial
- Neighborhood Retail
- Neighborhood Village
- Village (URBAN) Center
- Arterial Commercial
- Highway Commercial
- Commercial Development
- Commerical Oriented Shopping Center
- Light Industrial Commercial
- Rural Resource Industrial
- Light Industrial
- Heavy Industrial
- Planned Industrial Park

Public/Quasi-Public/Institutional
- Open Space Institutional
- Open Space School

Parks/Rec/Open Space
- Open Space
- Open Space Park
- Green Belt
- Public Parks, Trails, and Preserves
- Trails/Open Space/Parks
- Lake

ZONE_NAME
- Agriculture
- Nisqually Agriculture
- Long Term Agriculture
- Long Term Forestry
- McAllister Geologically Sensitive Area
- Mineral Extraction

ROW
- ROW

LACEY

Residential Districts
- Low Density Residential (0-4)
- Low Density Residential (3-6)
- Moderate Density Residential (6-12)
- High Density Residential (6-20)
- Lacey Historic Neighborhood

Mixed-Use Center Districts
- Mixed Use Moderate Density
- Mixed Use High Density
- Woodland District
- Hawks Prairie Business District - Commercial
- Hawks Prairie Business District - Business/Commerical

Central Business District
- Central Business District 4
- Central Business District 5
- Central Business District 6
- Central Business District 7
- Central Business District 8

Commercial/Industrial Districts
- Business Park
- Office Commercial
- Neighborhood Commercial
- Community Commercial
- General Commercial
- Village (Urban) Center
- Light Industrial Commercial
- Light Industrial

Public/Quasi-Public/Institutional Districts
- Open Space Institutional
- Open Space School

Parks/Rec/Open Space Districts
- Open Space / Parks
- Cemetary

Other
- McAllister Geologically Sensitive Area
- Mineral Extraction

YELM

Residential Districts
- Low Density Residential (R-4) [SFR/Duplexes 4/1]
- Moderate Density Residential (R-6) [SFR/MFR 3-6/1]
- High Density Residential (R-14) [SFR/MFR 6-14/1]

Mixed-Use Center Districts
- Master Planned Community (MPC)
- Central Business District (CBD)

Commercial/Industrial Districts
- Commercial (C-1)
- Heavy Commercial (C-2)
- Large Lot Commercial (C-3)
- Arterial Commercial
- Industrial (I)

Public/Quasi-Public/Institutional Districts
- Institutional District (ID)

Parks/Rec/Open Space Districts
- Parks/Open Space (P/OS)

DUPONT

Residential Districts
- Residential Reserve (R-R) [SFR 1/5]
- Residential 3 (R-3) [SFR 3.5/1]
- Residential 4 (R-4) [SFR 4.5/1]
- Residential 5 (R-5) [SFR 5.5/1]
- Residential 12 (R-12) [MFR 12.5/1]

Mixed-Use Center Districts
- Mixed Use (MXD)

Commercial/Industrial Districts
- Business Tech Park (BTP)
- Office (OFF)
- Commercial (COM)
- Manufacturing and Research (MRP)
- Industrial (IND)

Parks/Rec/Open Space Districts
- Open Space (OS)
- Community Park (CP)
- Neighborhood Park (NP)

LAKEWOOD

Single-Family Residential Districts
- Residential 1 (1.45 dua)
- Residential 2 (2.2 dua)
- Residential 3 (4.8 dua)
- Residential 4 (6.4 dua)

Mixed Residential Districts
- Mixed Residential 1 (8.7 dua)
- Mixed Residential 2 (14.6 dua)

Multi-Family Residential Districts
- Multifamily 1 (22 dua)
- Multifamily 2 (35 dua)
- Multifamily 3 (54 dua)

Mixed-Use Center Districts
- Neighborhood Commercial 1 (NC1) (27 dua)
- Neighborhood Commercial 2 (NC2) (35 dua)

Commercial/Industrial Districts
- Central Business District (CBD) (54 dua)
- Transit Oriented Commercial (TOC) (54 dua)
- Commercial 1 (C1) (35 dua)
- Commercial 2 (C2) (35 dua)
- Industrial Business Park (IBP)
- Industrial 1 (I1)
- Industrial 2 (I2)

Public/Quasi-Public/Institutional Districts
- Public Institutional (PI)

Parks/Rec/Open Space Districts
- Open Space/Recreation 1 (OSR1)
- Open Space/Recreation 2 (OSR2)
- Water/Open Space/Recreation 1

Military-Related Districts
- Clear Zone (CZ)
- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)

Other
- Arterial Corridor

TACOMA

Residential Districts
- One Family Dwelling (R1)
- One Family Dwelling (R2)
- One Family Dwelling-Special Review (R2-SRD)
- Two Family Dwelling (R3)
- Low Density Multiple Family Dwelling (R4L)
- Historic Mixed Family Residential-Special Review (HMR-SRD)
- Multiple Family Dwelling (R4)
- Multiple Family Dwelling (R5)

Mixed-Use Center Districts
- Neighborhood Residential Mixed Use (NRX)
- Urban Residential Mixed Use (URX)
- Residential Commercial Mixed Use (RCX)
- Neighborhood Commercial Mixed Use (NCX)
- Community Commercial Mixed Use (CCX)
- Hospital Medical Mixed Use (HMX)
- Commercial Industrial Mixed Use (CIX)
- Urban Center Mixed Use (UCX + UCX-TD)

Downtown Districts
- Downtown Residential (DR)
- Warehouse/Residential (WR)
- Downtown Mixed Use (DMU)
- Downtown Commercial Core (DCC)

Commercial/Industrial Districts
- Transitional (T)
- General Neighborhood Commercial (C-1)
- General Community Commercial (C-2)
- Planned Business Development (PDB)
- Light Industial (M1)
- Heavy Industial (M2)
- Port Maritime & Industrial (PMI)

Public/Quasi-Public/Institutional
- Hospital/Medical (HM)

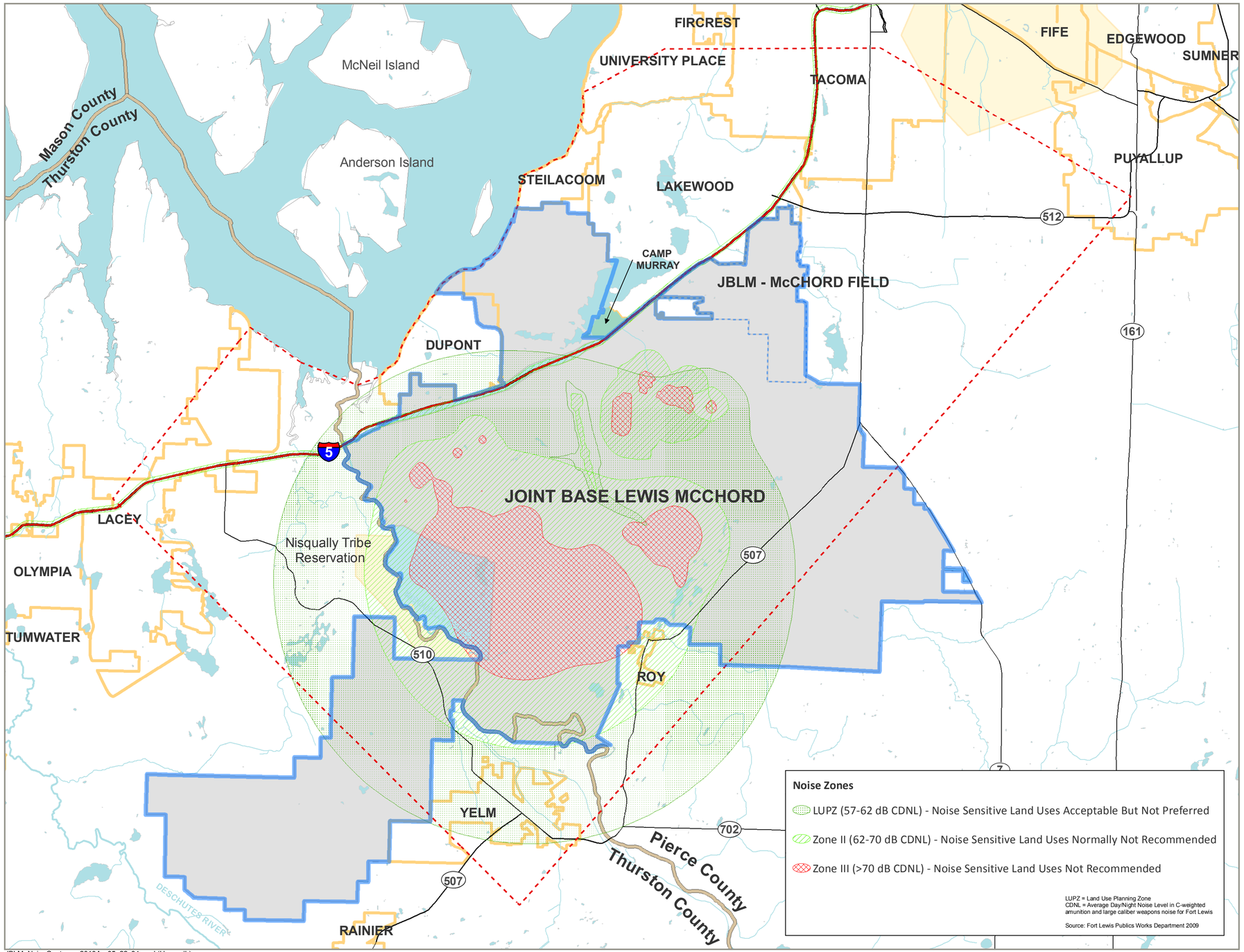
Other
- Combined Shoreline
- RUS

Zoning Overlay
- Conservation (CONS)
- Historical (HIST)
- Planned Residential Development (PRD)
- South Tacoma Groundwater Protection (STGPD)
- View Sensitive (VSD)

JBLM_Zoning_AllJurisdictions_Legends_2010Apr05_22x34.mxd (HowardL)

FIGURE P&P-13 Zoning Legend

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION



JBLM_NoiseContours_2010Apr05_22x34.mxd (HowardL)

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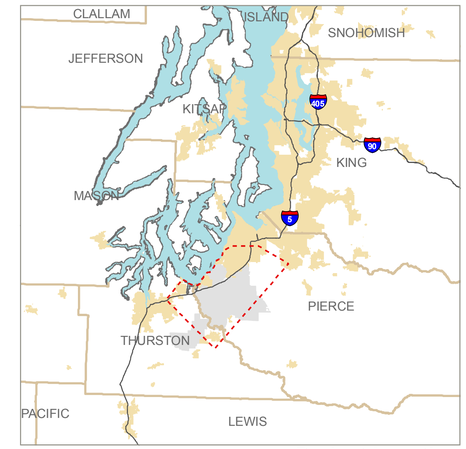


Project Location

LEGEND

- Project Study Area
- Cities
- Counties
- Tribal Lands
- JBLM Military Installation
- Camp Murray National Guard
- Interstates
- Highways & Major Roads
- Water Bodies
- Rivers & Streams

1 in = 1 mile when printed on 22x34-inches

0 2 4 Miles

FIGURE P&P-14 JBLM Noise Zones

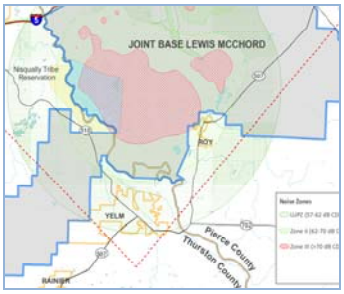
JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

AECOM

LAND USE POLICY

Final Needs Assessment Technical Memorandum



Date: June 25, 2010

To: **Land Use Policy Expert Panel**: Rick Walk, City of Lacey; Grant Beck, City of Yelm; Jeff Boers, City of Roy; Deborah Johnson, City of Lakewood; Bill Kingman, City of DuPont; Paul Loveless, Town of Steilacoom; Ian Munce, City of Tacoma; Dan Cardwell, Pierce County; Scott Clark, Thurston County; Olivia Robinson and Carol Naito, Puget Sound Regional Council; Kathy McCormick, Thurston County Regional Council; Vince Bozick, JBLM (McChord AFB); Connie Lee, JBLM (Plans & Analysis Integration Office); Tom Tolman, JBLM (Community Planner); Nathan Harber, JBLM (Architect); Tiffany Spier, Master Builders Association

From: Nancy Bird, AICP, AECOM

Re: Land Use Policy Needs Assessment of the JBLM Growth Coordination Plan

INTRODUCTION

This Land Use Policy Needs Assessment Technical Memorandum is the second in a series of three land use policy memos prepared as part of the Joint Base Lewis-McChord (JBLM) Growth Coordination planning process, scheduled for completion in December 2010. The first memo, the Plans & Policies Existing Conditions Technical Memorandum, was issued on April 5, 2010, for review by the Land Use Policy Expert Panel. The information in the first memo, as well as the other studies underway as part of the JBLM Growth Coordination Plan, were vetted with both the Growth Coordination Committee (GCC) and the Regional Steering Committee (RSC).

Feedback on Existing Land Use Policy Environment

As a result of GCC input, future "Plans and Policies" deliverables, as well as the name of the expert panel, will be categorized under "Land Use Policy" to better capture the primary focus of the plans and policies review and evaluation. The stakeholders engaged in this process had the following comments pertaining to the Existing Conditions memo and process:

- ***Stakeholder-Informed Opportunity Identification***. Stakeholders reacted strongly to preliminary opportunities identified in the April 7, 2010, Existing Conditions Summary (especially the formal

market justifications for residential subdivisions) and suggested by the consultant team. Stakeholders want to be a full partner on the development of potential opportunities that arise out of the needs assessment. Therefore, the revised April 14, 2010, version of the Existing Conditions Summary deleted this section entirely. Opportunities will be developed in collaboration with each expert panel prior to publication.

- ***Prairie Lands Preservation*** – Thurston County staff suggested that the Land Use Policy study address the preservation of threatened prairie lands in Thurston County. Native prairie lands are quickly disappearing and JBLM operations would be threatened if any of four candidate species that inhabit these lands are listed under the Endangered Species Act.
- ***Pierce County Land Use Capacity*** – The RSC suggested that further research be conducted regarding land use capacity in unincorporated Pierce County to ensure that the capacity is sufficient to meet the demand of future military growth.

Additional information on prairie lands preservation and land use capacity is presented below and will be carried forward in the Draft JBLM Growth Coordination Plan.

METHODOLOGY FOR THE NEEDS ASSESSMENT

Future needs were determined based on a preliminary policy evaluation conducted in February 2010, expert panel input, and further research. The policy evaluations conducted by eight expert panel members helped inform the assessment of potential needs and opportunities related to the following perceived issue areas / goals:

- Community resiliency
- Directing development within Urban Growth Areas (UGAs)
- Establishing distinctive, walkable neighborhoods with a strong sense of place
- Community and JBLM collaboration on growth planning efforts
- Sustainable community growth

The Land Use Policy Expert Panel also convened on May 7, 2010, to discuss policy needs stemming from issues identified in the Existing Conditions memo. Discussions were held with stakeholders to inform opportunities and strategies for resolving key issues. Additional research was also conducted on prairie lands preservation and land use capacity in Pierce County. Needs that meet the following criteria will be given the highest priority in the Growth Coordination Plan:

- Addresses a documented community service issue or gap related to military growth
- Relates to the goals of the Growth Coordination Plan
- Impacts multiple jurisdictions
- Addresses organizations/people most affected by military growth

The draft and final Land Use Policy section of the Growth Coordination Plan will include options, recommendations, and funding streams that the plan stakeholders will carry forward into implementation. The final Growth Coordination Plan will be completed by the end of 2010.

ADDITIONAL RESEARCH

Prairie Lands Preservation and Encroachment

Historically, the South Puget Sound prairies covered 150,000 acres, mostly in Pierce and Thurston counties on both private and public lands, including JBLM. Prairies have been reduced by 90 percent from changes in human activities and the invasion of weedy species and conifers. Only 3 percent of the original prairie is in pristine condition. Less than 1 percent of the remaining Puget Sound prairie and Oregon white oak habitats are protected in parks or reserves. Prairie lands are both an ecological and cultural landscape. Ecologically, many species rely on this habitat in what would otherwise historically have been extensive, nearly unbroken forest. These include many plant and wildlife species, such as butterflies, birds, reptiles, and mammals. Many of these species are listed or are candidates for listing under state or federal endangered species legislation. This is also a cultural landscape because the prairie is the result of thousands of years of management by Native Americans to maintain this open landscape for the food and other resources provided by plants, birds, and mammals (NRCS 2007).

Development pressure is one of the leading causes of the loss of prairie land habitat in the region. If future growth in the region continues to impact prairie habitat, stakeholders are concerned that several rare and sensitive plant and wildlife species that depend on prairie habitats could be federally listed under the Endangered Species Act to protect them. The listing of any one of these species would mandate land use provisions to ensure that these species survive that could inhibit JBLM operations. The distribution of endangered species and the presence of cultural resources are forms of encroachment that can result in training restrictions affecting military readiness.

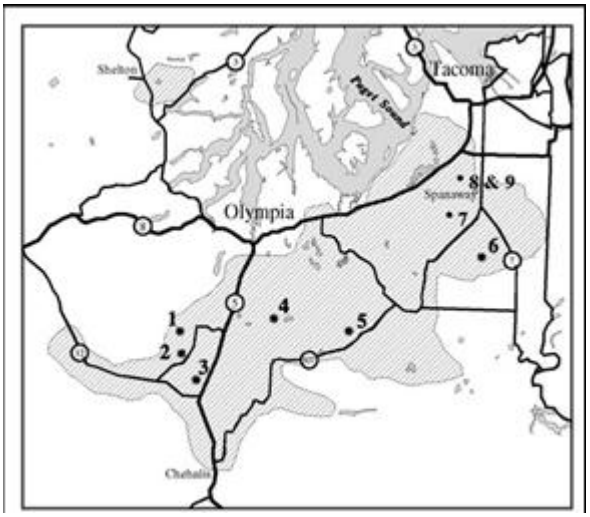


Figure 1. South Puget Sound Prairie Region, including major protected prairies.

1 – Mima Mounds Natural Area Preserve
2 – Black River–Mima Prairie–Glacial Heritage Reserve
3 – Scatter Creek Wildlife Area
4 – Rocky Prairie Natural Area Preserve
5 – Weir Prairie Research Natural Area
6 – Thirteenth Division Prairie Research Natural Area

Source: Dunn 1998. Notes: *7-9 Removed. **Not identified: Johnson Prairie, West Rocky Prairie Wildlife Area, Tenalquot Preserve, or Wolf Haven.

Currently, methods of restoring the prairie and plant community are under development. The United States Fish and Wildlife Service (USFWS), Washington Department of Fish and Wildlife (WDFW) and other state agencies, Thurston County, JBLM, and the South Puget Sound Prairie Landscape Working Group are partnering to foster the work of prairie restoration in the region. Thurston County revised its critical areas ordinance (CAO) last year (interim) as a "stop gap" to protect recoverable prairie lands on parcels that could have been developed. The revisions are expected to be updated and folded into a comprehensive CAO update, to be completed by the end of 2010. USFWS is supporting a Thurston County grant application to refine the CAO to further protect prairie land habitat. For reference, the WDFW's Comprehensive Wildlife Conservation Strategy lists the full range of "species of greatest conservation need" (SGCN) in prairie and oak woodland habitats.

Army Compatible Use Buffer Program (ACUB)

JBLM has an Army Compatible Use Buffer (ACUB) program that establishes buffer areas around the base to limit the effects of "encroachment" and maximize land inside the installation that can be used to support the installation's mission. From the military's perspective, encroachment is defined as "urban development surrounding military installations that affects the ability of the military to train realistically" (U.S. Army 2010). ACUBs support the Army's responsibility as a federal agency to comply with all environmental regulations, including the protection of endangered species habitat. In concert with working in partnership with conservation organizations, ACUBs can coordinate habitat conservation planning at the ecosystem level to ensure that greater benefits are realized for species and habitat recovery.

Combined with other proactive actions (on-post conservation and a candidate conservation agreement with USFWS), the JBLM ACUB reduces the chances of candidate species listing or, if listing does occur, minimizes the impacts on military training. All stakeholders benefit from conserved open space, preservation of rare species, and retaining JBLM as a major regional employer.

Currently, the JBLM ACUB program is working with regional partners to preserve prairie lands on and adjacent to JBLM. JBLM is engaged with the South Puget Sound Prairie Landscape Working Group, but military staff suggested that additional protections at local policy levels could further protect the four federal candidate species (Mardon Skipper and Taylor's Checkerspot butterflies, Streaked horned lark, and Mazama pocket gopher) by addressing properties slated for development where native remnants could be in jeopardy. An update to the 1992 McChord-Fort Lewis Joint Land Use Study (JLUS) could be developed to provide additional guidance with regards to this issue and other land use compatibility issues (discussed below).

Land Use Compatibility

The Department of Defense addresses issues of land use compatibility surrounding military installations through the JLUS process. A JLUS is a cooperative land use planning effort between an active military installation and the surrounding community, designed to promote community growth and development

that is compatible with an installation's training and operational missions. The JLUS process and funding is discussed in more detail in the Implementation section below.

Major JLUS topic areas include training, artillery, and small arms training range impacts, traffic, and aircraft noise and safety. Aircraft safety is addressed by establishing Accident Potential and Clear Zones in the flight path and recommending allowed and prohibited land uses, densities, and building heights within those zones. Aircraft noise is addressed by establishing noise level contours and recommending appropriate land uses accordingly.

Changes to airfield operations, including changes in flight paths and types of aircraft, other base operational changes, as well as regional growth in the past two decades, have created a need for an updated to the 1992 JLUS.

Clear Zone Property Acquisition

The Clear Zone is a 3,000-foot by 3,000-foot area off the end of a military runway, in this case that of McChord Field, which has been identified as the area with the highest potential for aircraft accidents. The military recommendations for compatible land uses are most restrictive in the Clear Zone. Because of the significant life safety need to restrict land uses in the Clear Zone, outright acquisition of properties in the zone would be the most effective way to implement the military's land use recommendations. Several local, state, and federal agencies, including the Air Force, have been seeking to secure funding to acquire properties in the Clear Zone from willing sellers.

Land Use Capacity in Pierce County

Review of Buildable Lands Data

Since 1997, Pierce County and its 23 cities and towns have worked collaboratively in a program to collect annual development permitting data, inventory developable land, and enhance information relating to wetlands and steep slopes. Commonly referred to as the Buildable Lands Program, this collaborative program is aimed at satisfying the 1997 amendments to the Growth Management Act (GMA) and improving accuracy in the information used to determine the capacity of the County's UGAs (Pierce County 2010). Several related documents capture the buildable lands data for the county since the program began:

- *2002 Pierce County Buildable Lands Report.*
- *2007 Pierce County Buildable Lands Report.*
- *2008 Pierce County Buildable Lands Report Consistency Evaluation.*

The results of the 2007 residential and employment capacity analysis concluded that collectively, among all the jurisdictions, there continues to be an abundant amount of vacant, underdeveloped and redevelopable land to accommodate the adopted urban housing and employment needs for the county and its cities and towns through the year 2022. The *2008 Consistency Evaluation* evaluated and

monitored the results of the 2007 Buildable Lands Report to rectify inconsistencies between observed and assumed densities or to resolve insufficient land capacity in accommodating future residential or employment needs within the jurisdiction of Pierce County.

The *2008 Consistency Evaluation* identified insufficient capacity for residential and employment in the City of Tacoma, and insufficient capacity for employment in the City of Lakewood. However, much has changed since 2007/2008 in community planning for these two jurisdictions, as well as in the market in the region. Lakewood staff has indicated that there is sufficient land to accommodate employment targets through existing land zoned for commercial and industrial development, some of which is unalterably located outside of the regional center. The Lakewood Towne Center may also be able to accommodate employment growth as the area redevelops over time. In Tacoma, the issues are slightly different.

Tacoma planning staff has indicated that land capacity is available to meet both residential and employment growth targets as encouraged by PSRC. With assistance from Washington State Department of Community, Trade and Economic Development (CTED) in 2009, Tacoma has refined their buildable lands methodology with an approach intended to improve the land use inventory assumptions incorporated in the next 2012 Pierce County Buildable Lands analysis. The City of Tacoma Comprehensive Plan Update anticipated in 2014 will integrate this land use data and will formally document that Tacoma has the residential and commercial / industrial capacity to absorb allocated 2030 forecasts from PSRC/VISION 2040.

Because most of the military-related growth has already occurred in the region, and population and employment projections through 2015 are relatively small, land capacities in the JBLM Growth Coordination study area for residential and employment appear to be sufficient to absorb military growth. However, other factors affect whether planned land uses and population and employment targets will actually result in realized growth. Please refer to the Housing Needs Assessment Technical Memorandum where these complexities are further discussed.

The project team and expert panel will continue to monitor capacity as the military growth projections are vetted and finalized in the coming months.

NEEDS ASSESSMENT

As noted in the Existing Conditions Technical Memorandum, the Washington State GMA requires that Pierce and Thurston counties and the seven incorporated jurisdictions in the study area (Lakewood, DuPont, Steilacoom, Lacey, Yelm, Roy, and Tacoma) have comprehensive plans to plan for and facilitate future population growth. In general, the effectiveness of land use policy associated with lands within the JBLM Growth Coordination study area are challenged by fluctuating residential and employment populations associated with military-related growth and deployments, which affect community businesses, housing provisions, and public services (to name a few).

The continued population growth in the region through 2015 is not expected to result in the need for new planning tools or additional land capacity. Rather, the increased military population is expected to exacerbate the planning challenges currently felt. The following key land use and environmental policy needs have been identified through a review of existing conditions and stakeholder input:

1. Coordination among local, regional, and military planners.
2. Consistently recognize JBLM as a center of regional significance.
3. Direct military growth to higher density areas.
4. Land use compatibility with JBLM operations.
5. Prairie lands preservation related to military encroachment.

These needs, potential opportunities, and their associated strategies are described below.

1. Need for Coordination among Local, Regional, and Military Planners

There is a disconnect in local community, regional, and military planning efforts, whereby land use planning of JBLM, many local jurisdictions, Pierce and Thurston Counties, and the two regional Metropolitan Planning Organizations (MPOs) are often conducted without consistent or meaningful input from one another. According to local community planners, the JBLM Master Plan was conducted without input from neighboring jurisdictions. It has also been said that the Nisqually River is where local and county communications stop and that the differing approaches of Thurston Regional Planning Council (TRPC) and the Puget Sound Regional Council (PSRC) do not allow for consistent growth management. A structure or process is needed to allow for the collaboration of JBLM and community planners to achieve common goals related to accommodating military growth, such as adequate housing, travel demands, proper utility servicing, amenities related to quality of life, and other regional interests. Currently, inaccurate military population and employment data in local plans threaten the proper servicing of vital community infrastructure in the region.

Coordination is a common need expressed in all of the sector analyses of this planning effort and will be a key factor in ensuring "resilient" communities. In fact, one stakeholder emphasized:

> "if a jurisdictional coordination [structure] were to be fully implemented, many common issues would have a forum for discussion and potential resolution. That would be a great accomplishment."

Potential Opportunities and Strategies

This identified need represents an opportunity to establish a new regional or adapt the existing leadership to coordinate and collaborate with JBLM and ensure planning consistency and information sharing. The following coordination strategies can be considered through this mechanism:

1.1. Create an information sharing agreement/system to alert communities when projected population fluctuations may occur.

1.2. Create a Memorandum of Understanding (MOU) to provide a basis for consistency, expectations, and a continued relationship for the implementation of this plan, even through staff turnover. An MOU can address what and how information updates will be shared, methods of communication when issues develop, and a process(s) to resolve them, to name just a few.

1.3. Identify JBLM staff available to testify at local public hearing(s) on regulatory or policy proposals.

1.4. Develop policies that help JBLM and the surrounding communities collaborate and support each other in developing partnerships and acquiring funding from local, state, and federal sources for transportation infrastructure projects that serve urban areas and support commute trips to and from the base.

1.5. Hold annual forums between JBLM and the community planners. JBLM is seen as the best central point to schedule an annual forum, and it would be the responsibility of the communities to participate.

1.6. JBLM could identify appropriate staff for local jurisdictions to contact if seeking information about military activity/information.

1.7. Explore methods for temporary municipal revenue sharing during shifts in population.

1.8. Collaboratively monitor housing and land use capacity and levels of service related to deployment and growth surges.

2. Consistently Recognize JBLM as a Center of Regional Significance

Regional growth strategies, comprehensive plans, and zoning codes are in place at the county and city levels to guide new development into existing areas planned for urban growth. Stakeholders agree that current plans underestimate JBLM's regional importance associated with its operations, growth, employment, benefits, and impacts. Consistent policy direction should encourage improved community planning efforts to support JBLM as a major employment generator and help facilitate complimentary land use planning around it.

JBLM is also a major economic center that requires coordinated planning efforts among JBLM and surrounding jurisdictions to ensure a balance between serving the needs of those on base with off-base impacts. For example, the planned Freedom's Crossing lifestyle center will provide quality of life benefits to those on base; however, an on-base development of that scale may have significant off-base impacts with respect to traffic generation, competition with off-base businesses, and potentially reduced sales tax income for local jurisdictions. Cooperative planning efforts between JBLM and local jurisdictions should investigate the nature and extent of any such impacts and collaborate where appropriate.

Potential Opportunities and Strategies

2.1. Address JBLM growth and planning efforts in PSRC and TRPC regional growth strategies.

2.2. Incorporate background text and policies addressing military activities and operations in the land use element of local comprehensive plans. Develop bulleted recommendations for local jurisdictions to incorporate into the Pierce and Thurston County Countywide Planning Policies.

2.3. Incorporate provisions in Countywide Planning Policies that address/acknowledge the interaction between military operations and local land use development. Develop bulleted policy recommendations for local jurisdictions to incorporate into their local comprehensive plans (2014 update).

2.4. Pursue community outreach to inform local residents about growth associated with the military, and solicit feedback on potential impacts on their neighborhoods. (Responding to change will be easier if residents have ownership in the process/discussion.)

2.5. Encourage cooperative planning efforts between JBLM and surrounding jurisdictions with regard to major on-base developments, such as the planned Freedom's Crossing lifestyle center.

2.6. Identify JBLM staff to participate in PSRC and TRPC standing committees.

2.7. Identify JBLM staff representation on the Pierce County and Thurston County Growth Management Coordination Committees.

3. Direct Military Growth to Higher Density Areas

There is a need to direct and incentivize military-related growth to urban centers and infill areas where options exist for increased density, well-designed buildings and streets, diversity of live-work-shop-and play activities, and public transit.

Potential Opportunities and Strategies

Recent master planning and subarea planning processes have advanced sustainable development practices and organized, compact developments with neighborhood amenities such as parks, trails, and commercial services. As military growth pressures continue within the study area, there is an opportunity to develop additional subarea and/or master plans in communities that will absorb significant military growth (e.g. Lacey, Lakewood, and Tacoma). These market-based planning efforts should consolidate properties where possible to enhance environmental protection and design flexibility and to address the needs of today's military families. Housing products should accommodate both local and military family demographics, ride-share programs for commuting spouses, neighborhood-scale services to reduce trips, and targeted amenities.

Potential strategies to consider that may support sustainable infill development that reaches beyond the study area include:

3.1. Join with state organizations and advocates (e.g., Futurewise, APA WA, and AWC) to change state laws that provide loopholes for higher density development ("six packs") in unincorporated rural county lands.
3.2. Promote consistency between county and city policies for rural and urban densities in the respective jurisdictions and guidance of growth to urban areas.
3.3. Identify specific geographies in areas most heavily impacted by military growth where additional subarea planning or planning studies could further guide military-related growth to areas planned for sustainable development.

4. Land Use Compatibility with JBLM Operations

Land use compatibility is a growing concern among stakeholders. Base operational and physical changes, as well as regional growth, have created the need to re-evaluate land use compatibility surrounding the base. Development standards for residential and other sensitive lands adjacent to the base need further assessment to ensure that land use conflicts are avoided, as well as to determine whether new definitions and modified standards need to be established by local jurisdictions.

Potential Opportunities and Strategies

4.1. Conduct a Joint Land Use Study (JLUS) with surrounding jurisdictions and JBLM to improve land use compatibility around and related to the base and its range and airfield operations.
4.2. Specifically define land use compatibility / incompatibility for the different types of JBLM operations.
4.3. Identify locations of potential future land use incompatibility around JBLM.
4.4. Draft a "Military Lands Compatible Use" issue paper and forward to local jurisdictions for use during local comprehensive plan updates.
4.5. Identify funding sources for property acquisition in the Clear Zone.

5. Prairie Lands Preservation Related to JBLM Encroachment

As mentioned previously in this memo, development pressure is one of the leading causes of the loss of prairie land habitat in the region. If future growth in the region as a result of JBLM operations or natural migration to the area continues to impact prairie habitat, stakeholders are concerned that several rare and sensitive plant and wildlife species that depend on prairie habitats could be federally listed under the Endangered Species Act to protect them. The listing of a threatened plant or wildlife species would mandate land use provisions that could inhibit JBLM operations to ensure that these species survive. The distribution of endangered species and the presence of cultural resources can result in training restrictions affecting military readiness as a result of encroachment.

Potential Opportunities and Strategies

5.1. Conduct a JLUS with surrounding jurisdictions and JBLM to reduce environmental encroachment related to the development of prairie lands.

5.2. Enhance JBLM collaboration with regional stakeholders to restore remaining prairie lands in the region and avoid the federal listing of the four candidate species that could affect JBLM operations.

SUMMARY OF NEEDS ASSESSMENT

The following matrix summarizes the land use policy needs and opportunities identified to date. It is assumed that these will evolve over the course of the coming months after additional conversation with Land Use Policy Expert Panel, the GCC, and RSC stakeholders.

Need	Opportunity	Draft Potential Strategies
1 Coordination among local, regional, and military planners	Establish new leadership and regional vision	1. Create information sharing agreement 2. Create a MOU to establish joint planning roles and responsibilities 3. Identify JBLM staff as contacts for local policy determinations 4. Develop policies to assist funding partnerships 5. Hold annual forums 6. Identify JBLM staff contact for local planning requests 7. Explore methods for temporary municipal revenue sharing 8. Monitor housing and levels of services related to surges
2 Consistently recognize JBLM as a center of regional significance	Capitalize on JBLM as a regional economic attraction	1. Include JBLM growth in TRPC and PSRC growth strategies 2. Incorporate text and policies related to military operations in comp plans, develop recommendations for countywide planning policies 3. Develop policy recommendations for local comprehensive plan related to military compatibility 4. Community outreach to inform local residents of JBLM impacts 5. Cooperative planning to identify and mitigate off-base impacts of on-base development 6. Identify JBLM staff for PSRC and TRPC standing committees 7. Identify JBLM staff to sit on Pierce and Thurston Counties Growth Management Coordination Committees
3 Direct military growth to higher density areas	Sustainable community development	1. Advocate for removing “six pack” water permit exemptions 2. Promote consistent policies regarding growth in the rural and urban areas 3. Identify areas in high-impacted areas for additional planning study
4 Land use compatibility with JBLM operations	Higher quality of life for those living or working near JBLM; remove obstacles to JBLM training needs	1. Conduct a JLUS to improve compatibility 2. Define land use compatibility and incompatibility for different types of JBLM operations 3. Identify locations of potential future land use incompatibility around JBLM 4. Draft a “Military Lands Compatible Use” issue paper for use during comprehensive plan updates 5. Identify funding sources for property acquisition in the Clear Zone.
5 Prairie lands preservation to reduce environmental encroachment	Recovery of prairie-dependent species in the region	1. Conduct a JLUS to address environmental encroachment issues 2. Collaborate with regional partners to restore prairie land habitat

IMPLEMENTATION

Two funding sources have been preliminary targeted to address some of the strategies identified above.

Office of Economic Adjustment

The U.S. Department of Defense Office of Economic Adjustment (OEA) provides grant funding for military bases and surrounding communities that have a proven need for a JLUS to improve land use compatibility and to address encroachment issues. A JLUS is a cooperative land use planning effort between an active military installation and the surrounding community, designed to promote community growth and development that is compatible with an installation's training and operational missions. JLUS grants are initiated when a military installation requests a nomination through their chain of command (usually when the military department issues a data call to the installations seeking nominations), and each military department provides a list of nominations for the forthcoming fiscal year to OEA. For JBLM, the Deputy Assistant Secretary of the Army (Installations & Housing) would need to nominate the base for the program. OEA would then assign a Project Manager to evaluate the nomination, confirm the need for a JLUS, and confirm the installation leadership's continued interest in pursuing a JLUS. If the need is demonstrated and the installation leadership continues to be interested, the OEA Project Manager would work with the local community to identify a local sponsor, organize across jurisdictions and stakeholders, prepare a scope of work and grant application, and then apply for assistance from OEA.

To confirm the need for and allow Federal resources to be applied to a JLUS, the OEA Director, based upon the evaluation by the OEA Project Manager, must make a finding that encroachment by the civilian communities around the installation is likely to impair the continued operational utility of the installation. Examples of existing and potential future land use conflicts that may affect the long term ability of the installation to accomplish its mission include planned multi-family residential development in a high noise area, construction of tall structures (wind turbines, cell phone towers) in a low-level military training route, or something not quite so obvious, like competition for frequency spectrum.

JLUS costs generally range from approximately $100,000 to $500,000, and require a 10% non-federal contribution. The timeline to complete a JLUS is approximately 18-months to three years (from nomination to study completion), depending on a variety of factors (number of participating jurisdictions and stakeholders, size of installation, "readiness" of community to move forward with the planning process, etc).

JLUS should be informed by current Air Installation Compatible Use Zones (AICUZ) and/or Integrated Environmental Noise Management Plan (IENMP) data, Environmental Impact Studies, and other information provided by the military installation. If there has been a significant change to the mission, aircraft mix and tempo since the AICUZ was updated, for example, OEA may require that such data be updated by the military department before supporting a JLUS.

U.S. Housing and Urban Development

The second mechanism is through the U.S. Housing and Urban Development (HUD), which is jointly administrating a Sustainable Communities Initiative (SCI) and providing Sustainable Communities Planning Grants with the U.S. Department of Transportation and U.S. Environmental Protection Agency. HUD is currently assessing interest in the program and will release funding details and grant criteria later this summer. The Expert Panel should watch this program closely as potential opportunities develop to implement land use recommendations stemming from the JBLM Growth Coordination Plan. Funding requirements and availability of this program, as well as others, will also be researched in the next phase of work.

NEXT STEPS

AECOM will meet with the expert panel to discuss the needs, opportunities, and strategies addressed in this memo. The expert panel will provide feedback regarding the accuracy and additional input and will prioritize needs in order of importance

Subsequently, AECOM will update the Needs Assessment Technical Memo based on feedback from the expert panel and for use in the draft Growth Coordination Plan.

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PERSONAL COMMUNICATIONS

Andrew Deffobis, Thurston County

Ben Bakkenta, PSRC

Bill Kingman, City of DuPont

Connie Lee, JBLM

Dan Cardwell, Pierce County

Deborah Johnson, City of Lakewood

Jeff Foster, JBLM

Jeremy Davis, Thurston County

Ian Munce, City of Tacoma

Paul Loveless, Town of Steilacoom

Rick Walk, City of Lacey

Tiffany Spier, Master Builders Association

JOINT BASE LEWIS MCCHORD GROWTH COORDINATION

AECOM

RANKING WORKSHEET - DRAFT LAND USE STRATEGIES

Land Use Expert Panel Edits and Final Ranks

JLBM Growth Coordination Plan

Need	Opportunity	Potential Strategies	Need	Benefit	Level of Effort	Estimated Cost	Partners / Funding Source	Short or Long-Term Need
1. Coordination among local, regional, and military planners	Establish new leadership and regional vision	1. Create information sharing agreement				Minimal	JBLM Regional Steering Committee / DoD Office of Economic Adjustment funding	
		2. Create a MOU to establish joint planning roles and responsibilities					JBLM Regional Steering Committee / DoD Office of Economic Adjustment funding	
		3. Identify JBLM staff as contacts for local policy determinations					JBLM – Nate Harber, Steve Perrenot, Director of Public Works? Gaylord Higa, Deputy McChord AFB Civil Engineer?	
		4. Identify JBLM staff contact for local planning requests					JBLM – Nate Harber, Steve Perrenot, Director of Public Works? Gaylord Higa, Deputy McChord AFB Civil Engineer?	
		5. Identify JBLM staff for appropriate regional and local growth management standing committees					JBLM – Nate Harber, Steve Perrenot, Director of Public Works? Gaylord Higa, Deputy McChord AFB Civil Engineer?	
2. Consistently recognize JBLM as a center of regional significance	Capitalize on JBLM as a regional economic attraction	1. Include JBLM growth in TRPC and PSRC growth strategies					Coordinated JBLM, TRPC, and PSRC efforts. Lead?	
		2. Incorporate text and policies related to military operations in comp plans, develop recommendations for countywide planning policies					JBLM and local jurisdictions - Could be part of a JLUS scope of work / OEA funded	
		3. Develop policy recommendations for local comprehensive plan related to military compatibility					JBLM and local jurisdictions - Could be part of a JLUS scope of work / OEA funded	
		4. Community outreach to inform local residents of JBLM impacts					JBLM Regional Steering Committee lead – local jurisdictions implement	
		5. Cooperative planning to identify and mitigate off-base impacts of on-base development					JBLM and local jurisdictions - Could be part of a JLUS scope of work / OEA funded	
		6. Develop policies to assist funding partnerships					JBLM and local jurisdictions - Could be part of a JLUS scope of work / OEA funded	
3. Direct military growth to higher density areas	Sustainable community development	1. Highlight loophole relating to "six pack" water permit exemptions to local jurisdictions and inform of unintended results.					Ecology, Futurewise, JBLM Regional Steering Committee support; Needs further study of subject matter according to Utilities Needs memo	
		2. Promote consistent policies regarding growth in the rural and urban areas					PSRC and TRPC leads	
		3. Identify high-impacted areas with TOD potential for heightened planning: • Tacoma Dome Area • South Tacoma Station area • South Tacoma Way Corridor (Lakewood) • Lakewood Towne Center • DuPont – TBD • Lacey Woodland District • Lacey Hawks Prairie					Local jurisdiction leads, associated transit agencies	

RANKING WORKSHEET - DRAFT LAND USE STRATEGIES

Land Use Expert Panel Edits and Final Ranks

JLBM Growth Coordination Plan

Need	Opportunity	Potential Strategies	Need	Benefit	Level of Effort	Estimated Cost	Partners / Funding Source	Short or Long-Term Need
4. Land use compatibility with JBLM operations	Higher quality of life for those living or working near JBLM; remove obstacles to JBLM training needs	1. Conduct a JLUS to improve compatibility					JBLM nomination – Nate Harber, others?	
		2. Define land use compatibility and incompatibility for different types of JBLM operations					JBLM to issue definitions to fulfill RCW 36.75.530	
		3. Identify locations of potential future land use incompatibility around JBLM 4. Draft a "Military Lands Compatible Use" issue paper for use during comprehensive plan updates					These leads would be defined in the JLUS scope of work	
		5. Identify funding sources for property acquisition in the Clear Zone.						
5. Prairie lands preservation to reduce environmental encroachment	Recovery of prairie-dependent species in the region	1. Conduct a JLUS to address environmental encroachment issues					JBLM nomination – Nate Harber, others?	
		2. Collaborate with regional partners to restore prairie land habitat					Ongoing efforts	

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION

Date: February 12, 2010

To: JBLM Growth Coordination – Plans & Policies Expert Panelists

From: Nancy Bird

Subject: 2/12/2010 Plans & Policies Expert Panel Meeting 2 Summary / Actions Items

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Call Attendees:

1. Rick Walk, Director of Community Development, City of Lacey*
2. Dan Cardwell, Pierce County Planning & Land Services*
3. Deborah Johnson, Senior Planner, City of Lakewood
4. Bill Kingman, Senior Planner, City of DuPont
5. Connie Lee, Fort Lewis Plans Analysis and Integration
6. Tom Tolman, Community Planner, Fort Lewis Directorate of Public Works
7. Nathan Harber, Architect, Fort Lewis Directorate of Public Works
8. Paul Loveless, Town Administrator, Town of Steilacoom
9. Ian Munce, Planning Division, City of Tacoma
10. Olivia Robinson, Regional Affairs Coordinator, PSRC
11. Nancy Bird, AECOM Technical Lead and Call Facilitator

* GCC Representatives

Absent:

1. Grant Beck, Community Development Director, City of Yelm
2. Jeff Boers, City Planner, City of Roy
3. Vince Bozick, Planning & Programming, JBLM (Air Force CES)
4. Sean Gaffney, Advance Planning Division Manager, Pierce County Planning & Land Services
5. Kathy McCormick, Senior Planner, TRPC

OVERVIEW

- Dan Cardwell as the 2nd Growth Coordination Committee (GCC) rep. and Tom Tolman and Nathan Harber of JBLM DPW as new experts on the panel were introduced.
- Work to date by AECOM involved collection of plans, solidifying the panel participation, developing the website collaborative, and preparing a draft study outline and evaluation measures.
- New plans were identified for inclusion: PSRC's 2040 Transportation Plan, the JBLM Master Plan, and the Nisqually Wildlife Refuge Plan.
- Panelists commented on the *Draft Study Outline* and *Draft Criteria for Evaluation Plans & Policies* on the call (see attachments). A summary of these comments follows.

REVIEW OF STUDY OUTLINE

- Suggested revisions to "purpose" to address the characteristics of development, existing uses, and activities (i.e. setbacks). It was suggested the development pattern won't change, but site development characteristics could be addressed.
- Add sustainability as a planning principle
- Methodology – Discussion on the capacity of land use to accommodate projected growth could be an issue for some, but not all jurisdictions. The methodology for determining capacity could be targeted to the areas where capacity and land use type is a known issue as a result of population and employment projections that will be released by RKG late spring (May).
- Need to consider the jobs housing balance by understanding what kind of jobs JBLM and their commercial center may have.
- The Summary of Planning Conditions and "gaps" should consider planning initiatives in progress but not yet adopted as a framework to support potential issue areas and compliment future work that needs to be done.

COMMENTS ON EVALUATION CRITERIA

- Community Resiliency will be difficult to address in the plans and policy study alone
- Be careful not to suggest that the study should recommend disincentivizing development in County areas since existing communities already exist
- The principle of walkable neighborhoods and image are mismatched. Image should not be part of this scope as it is written and the segment needs to be revised.
- Consistency as a planning principle and objective for this study should be not be a focus and we should consider eliminating this item
- Community and JBLM collaboration will be addressed at the GCC rather than in Plans & Policies, although feedback is always welcome.

ACTION ITEMS IDENTIFIED THROUGH MEETING DISCUSSION

Nancy Bird

- Revise *Outline* based on discussion and resubmit to the group for review
- Revise *Draft Criteria for Evaluation Plans & Policies* and submit to the group by Monday, 2/15/2010.
- Send out meeting summary
- Identify future meeting date

All Panelists

- Submit "critique" of policy and code issues by filling in the revised *Draft Criteria for Plans & Policies* worksheet by Wednesday 2/24/2010 to Nancy Bird
- Encourage input from others on the above endeavor
- Report to your supervisor's and councils the activities taking place on the JBLM Growth Coordination Plan to keep them apprised of progress

JBLM (Connie Lee / Tom Tolman)

- Provide the JBLM Master Plan for Plans & Policy study consideration to Nancy Bird
- Provide GIS land use data to Nancy for Plans & Policy study analysis to Nancy Bird

NEXT MEETINGS

- Next Plans & Policies Expert Panel Meeting = TBD (likely a review of existing conditions will be needed March)
- **GCC Meeting** = Dan Cardwell and Rick Walk to participate (others invited to sit-in) on Friday, **February 26, 2010** at 9am at the DuPont City Hall

Attachment 1
DRAFT Plans & Policies Outline

I. INTRODUCTION & METHODOLOGY

A. Purpose
   i. Identify potential land use patterns that could emerge as a result of JBLM growth.
   ii. Determine whether the region has the best available policy and regulatory tools available to manage emerging development patterns, determined through a Quality Growth Audit.

B. Planning Principles
   i. COMMUNITY RESILIENCY – Ensure that communities are capable of responding to change associated with JBLM population and employment fluctuations.
   ii. ENCOURAGE COMMUNITY AND JBLM COLLABORATION – The success of all planning efforts depend on a predictable flow of communication between all jurisdictions, including data sharing, established and consistent processes that can withstand changes in staffing and leadership.
   iii. STRENGTHEN AND DIRECT DEVELOPMENT TOWARDS EXISTING COMMUNITIES – This principle is aimed at providing improved development incentives and removing disincentives for future population and employment growth.
   iv. FOSTER DISTINCTIVE, ATTRACTIVE COMMUNITIES WITH A STRONG SENSE OF PLACE AND WALKABLE NEIGHBORHOODS – The panelists felt that image problems plague areas of the South Sound and deter infill development in existing communities.
   v. ENSURE CONSISTENT PLANNING STANDARDS – Strive to improve policy consistency in the region's planning documents.

C. Methodology
   i. Quality Growth Audit / Evaluation Criteria – [group discussion]
   ii. Identifying Potential Land Use Trends – [group discussion]

II. EXISTING PLANNING CONDITIONS

A. Overview

B. Existing Land Use Policy Direction
   i. JBLM Plans
   ii. Regional Plans
   iii. County Plans and Policies
   iv. City and Town Plans

C. Existing Zoning Code Direction
   i. County Codes
   ii. City and Town Codes

D. Summary of Planning Conditions

III. QUALITY GROWTH AUDIT / NEEDS ASSESSMENT

A. Evaluation Criteria
B. Quality Growth Audit – Plans
    i. Data / Planning Gaps
C. Quality Growth Audit – Codes
    i. Data / Planning Gaps
D. Quality Growth Audit – Land Use Trends
    i. Data / Planning Gaps

IV. KEY FINDINGS

A. Resiliency
B. Regional Planning
C. Land Use Pattern
D. Place Making
E. Land Use Compatibility Consistency

V. RECOMMENDATIONS

A. Overview
B. Implementation Table

Attachment 2
DRAFT CRITERIA FOR EVALUATING PLANS & POLICIES

Targeted Study Principles:

[Identified at 1/22/2010 Kick-Off]

1. COMMUNITY RESILIENCY
2. DIRECT DEVELOPMENT TOWARDS EXISTING COMMUNITIES
3. DISTINCTIVE, ATTRACTIVE COMMUNITIES WITH A STRONG SENSE OF PLACE AND WALKABLE NEIGHBORHOODS
4. CONSISTENT PLANNING STANDARDS
5. STRONG COMMUNITY AND JBLM COLLABORATION

Draft Questions/Criteria for Evaluating Plans & Policies:

COMMUNITY RESILIENCY

1. How do we ensure that communities are capable of responding to change associated with JBLM population and employment fluctuations? Key indicators:
    a. _____
    b. _____
    c. _____

STRENGTHEN AND DIRECT DEVELOPMENT TOWARDS EXISTING COMMUNITIES

2. How do we improve development incentives for cities and disincentivize development in county lands?
    a. _____
    b. _____
    c. _____

FOSTER DISTINCTIVE, ATTRACTIVE COMMUNITIES WITH A STRONG SENSE OF PLACE AND WALKABLE NEIGHBORHOODS

3. The panelists felt that image problems plague areas of the South Sound and deter infill development in existing communities. What changes to policy or code could assist with image? Or do we develop more programs?
    a. _____
    b. _____
    c. _____

ENSURE CONSISTENT PLANNING STANDARDS

4. Where do you see policy inconsistencies in the region's planning platforms?
    a. _____
    b. _____
    c. _____

ENCOURAGE COMMUNITY AND JBLM COLLABORATION

5. What suggestions do you have for improved organizational collaborations?
    a. _____
    b. _____
    c. _____

JOINT BASE LEWIS MCCHORD
GROWTH COORDINATION

Date: May 7, 2010

To: JBLM Growth Coordination – Plans & Policies Expert Panelists

From: Nancy Bird

Subject: May 7, 2010 Plans & Policies Expert Panel Meeting Summary No. 3 / Actions Items

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Call Attendees:

1. Rick Walk, Director of Community Development, City of Lacey*
2. Dan Cardwell, Pierce County Planning & Land Services*
3. Vince Bozick, Planning & Programming, JBLM (Air Force CES)
4. Connie Lee, Fort Lewis Plans Analysis and Integration
5. Kathy McCormick, Senior Planner, TRPC
6. Tom Tolman, Community Planner, Fort Lewis Directorate of Public Works
7. Mark Simonson, PSRC
8. Carol Naito, PSRC
9. Tiffany Spier, Master Builders Association of Pierce County
10. Nancy Bird, AECOM Technical Lead and Call Facilitator

* GCC Representatives

Absent:

1. Grant Beck, Community Development Director, City of Yelm
2. Nathan Harber, Architect, Fort Lewis Directorate of Public Works
3. Deborah Johnson, Senior Planner, City of Lakewood
4. Bill Kingman, Senior Planner, City of DuPont
5. Paul Loveless, Town Administrator, Town of Steilacoom
6. Ian Munce, Planning Division, City of Tacoma
7. Olivia Robinson, Regional Affairs Coordinator, PSRC
8. Jeff Boers, City Planner, City of Roy
9. Sean Gaffney, Advance Planning Division Manager, Pierce County Planning & Land Services

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OVERVIEW

- Nancy Bird reminded the Expert Panel members of their purpose on the JBLM Growth Coordination planning process:
    - 1. Assess policy and regulatory tools for managing growth;
    - 2. Address potential land use conflicts; and
    - 3. Identify potential land use capacity issues.
- Tiffany Spier (MBA), Mark Simonson (PSRC), and Carol Naito (PSRC) were welcomed as new voices on the expert panel.

- Major findings of the existing conditions work revealed that the majority of the growth related to Joint Base Lewis-McChord (JBLM) has occurred, although much of the impact has not been felt due to deployments. Approximately 17,000 soldiers are anticipated to return at the end of the summer. An additional 670 to 2,000 troops are anticipated over the next five years.
- As a result, the study focus has shifted to address current needs in addition to anticipated future needs.
- Currently, RKG is modeling this growth through 2030 and trying also to provide data on population impacts from 2003 - 2010.
- Mark Simonson suggested that this expert panel also review the draft projections as they are released from RKG.

COMMENTS ON POSTED EXISTING CONDITIONS MEMOS AND REPORTS

- The discussion of the appropriate name for this expert panel emerged from a comment from the Growth Coordination Committee (GCC) at the April 9th meeting. The Expert Panel discussed the pros and cons of changing it, and seemed to feel that accommodating the GCC's request to make the study focus (land use) more clear was appropriate. As a result, this panel's name will be changed to "Land Use" from now on.
- Expert Panel comments on the preliminary opportunities identified in the April 7, 2010 Existing Conditions Summary suggested that the consultant team needed to ensure that the opportunities are tied back to support the findings. This especially pertains to #1 in the April 7, 2010 Summary (market justification for residential subdivisions), which appears to have very little support. It was reported that the revised April 14, 2010 version of the Existing Conditions Summary deleted this and other overlapping opportunities to respond to similar comments.
- It was noted that Thurston County suggested the study address the work they and JBLM have jointly conducted on prairie lands preservation.
- It was noted that Thurston County also reported that the existing Woodland Estates subdivision in Lacey could handle future growth is it was sewered. **Rick Walk** will discuss this issue with Scott Clark, Director of Planning at Thurston County, to understand the context. This might be something that is included in the Utilities study for follow-up.
- At the Regional Steering Committee (RSC) Meeting, Deputy Executive of Pierce County Kevin Phelps reported that land use capacity for housing may be short in as little as two years out. Because the context of his comment at the RSC Meeting was not clear, **Dan Cardwell** will follow-up to ensure that our study accurately reports on capacity issues.

COMMENTS ON PRELIMINARY NEEDS ASSESSMENT

- Need number 1 – reword to add "capitalize on subarea and master planning to further guide predictable and sustainable growth." It should be clear that no new processes are needed, rather more subarea and master plans need to be funded.
- Add a need that clearly identifies the need for additional coordination between local, regional, and military planners to ensure policy consistency and compatibility.
- Add a need to recognize JBLM as a center of regional significance (as it pertains to VISION 2040 – PSRC's long-range growth management strategy.)
- Research whether unincorporated Pierce County land use capacity is sufficient or needed to meet existing and future growth related to JBLM.
- A Joint Land Use Study (JLUS) with JBLM and surrounding jurisdictions could be one method of addressing policy consistency and land use compatibility concerns in the region. It could provide an in-depth study of specific geographies and a coordinated process for improving consistency and compatibility in the JBLM region.
- The "needs" identified should be clearly associated with JBLM growth.

IMPLEMENTATION

- A JLUS could be funded by OEA. However, the parameters of a JLUS and criteria for funding one needs to be better understood. Nancy Bird will follow up.
- U.S. Housing and Urban Development (HUD) is jointly administrating a Sustainable Communities Planning program with the U.S. Department of Transportation and U.S. Environmental Protection Administration. HUD is currently assessing interest in the program and will release funding details and grant amounts later this summer. This panel should watch this program closely as a potential opportunity to help implement land use recommendations stemming from this plan.

ACTION ITEMS IDENTIFIED THROUGH MEETING DISCUSSION

Nancy Bird

- Incorporate expert panel feedback in the needs assessment.
- Check on the requirements of an OEA funded JLUS and its parameters.
- Send out draft strategies (collected from the February 2010 policy evaluations) for addressing needs.
- Send out draft projections for expert panel review.
- Send out meeting summary.

Dan Cardwell

- Follow-up on Pierce County buildable lands capacity.

Rick Walk

- Follow-up with Scott Clark, Planning Director for Thurston County, on utilities service to the Woodland Estates subdivision in Lacey and its infrastructure needs related to JBLM growth.

All Panelists

- Review draft strategies.
- Look for implementation opportunities.
- Report to your supervisors / councils the activities taking place on the JBLM Growth Coordination Plan to keep them informed of our progress.

NEXT MEETING

- **Growth Coordination Committee Meeting** = Dan Cardwell and Rick Walk to participate (others invited to sit-in) on Friday, **June 4, 2010** at 9am at the Lacey City Hall.

Attachments

May 7, 2010 Meeting Materials Reviewed

REMINDER OF PLANS & POLICIES STUDY PURPOSE:

The purpose of the Plans & Policies (P&P) study of the Joint Base Lewis McChord (JBLM) Growth Coordination Plan is to assess the impact of expected population and employment growth on the region's development characteristics and land use. Specifically, the study will:

1. **Assess whether the region has the best available policy and regulatory tools** to manage the site characteristics and activities associated with development that occurs as a result of JBLM growth;

2. **Address potential land use conflicts** that could emerge as a result of JBLM growth by assessing the compatibility of land uses adjacent to JBLM; and

3. **Identify potential land use capacity issues** that may exist due to lack of accurate planning data.

SUMMARY OF PLANNING CONDITIONS IN THE FIRST TECHNICAL MEMO:

- **Adequate Policy and Regulatory Tools**: The GMA provides a strong foundation for smart growth planning in the vicinity of JBLM. Comprehensive plans and zoning codes are in place at the county and city levels to guide new development into existing areas planned for urban growth. Recent master planning and subarea planning processes have advanced sustainable development practices and organized, compact developments with neighborhood amenities such as parks, trails, and commercial services. Many of these communities, including JBLM itself, have design guidelines that are intended to provide a predictable development process for specific areas. At the same time, stakeholders agree that regional/local policy *consistency* needs constant attention, and more subarea planning processes are needed to further guide predictable and sustainable growth.
- **Lack of Coordination in Local and JBLM Planning Efforts:** Although they are statutorily consistent, there is a disconnect in local community and military planning efforts. The absence of a structure/process to incorporate accurate military population and employment data in local plans threatens the proper servicing of vital community infrastructure in the region.
- **Land Use Compatibility Concerns**: Land use compatibility is a growing concern among stakeholders. Development standards for residential and other sensitive lands adjacent to the JBLM need further assessment to ensure that land use conflicts are being avoided and to determine whether new definitions and modified standards need to be established by local jurisdictions.
- **Land Use Capacity Available but with Visible Limitations**: Stakeholders have indicated that land use capacity in the region is likely not at issue. Instead, the pace of reaching planned capacity at the 20-year horizon may have accelerated. Addressing this issue is complicated by the various obstacles

related to guiding growth to areas with planned capacity. Directing infill and new growth to urban areas as intended by GMA is met with numerous obstacles, such as market challenges, lack of walkable services and amenities in some existing urban areas, congested commuting patterns, and complicated legal and utilities provisions related to water rights (to name a few).

KEY COMMENTS FROM GROWTH COORDINATION AND REGIONAL STEERING COMMITTEES:

- Consider renaming the topic "Land Use" over "Plans and Policies"; this analysis seems to be exclusive to land use (e.g., comprehensive plans and the two regional plans), not covering other plans & policies (e.g., transportation, capital facilities, etc.).
- Terminology in the analysis should be consistent and descriptive, such as "unplanned areas."
- Be careful when evaluating policy consistency with GMA and make sure such findings are well supported.
- Encroachment and land use compatibility issues are a significant concern. A Joint Land Use Study (JLUS) could be one of the recommendations in the Growth Coordination Plan to address this concern. With the upcoming round of the next BRAC decisions (starting in 2015), the stakeholders should proactively resolve any encroachment-related issues.
- Many of the land uses issues discussed are summarized under other topics, as the issues are interrelated.
- There was a general discomfort with the early suggestions for policy modifications in the *4.5.2010 Draft Existing Conditions Summary* that were tied to the housing study. They need more stakeholder input and support.
- Thurston County suggested we incorporate information related to prairie lands conservation south of JBLM and a need for sewer extensions in the existing Woodland? subdivision of Lacey (partially funded).

NEEDS IDENTIFIED TO DATE:

1. Regional/local policy *consistency* needs constant attention, and more subarea planning processes are needed to further guide predictable and sustainable growth.
2. A structure/process to incorporate accurate military population and employment data and related information in local plans is needed to ensure the proper servicing of vital community infrastructure in the region. (Resiliency!)
3. Development standards for residential and other sensitive lands adjacent to the JBLM need further assessment to ensure that land use conflicts are being avoided and to

determine whether new definitions and modified standards need to be established by local jurisdictions.

4. Because the majority of military growth is already here, land use capacity to support growth is adequate. [Confirm with Pierce County.]

5. Others?

POTENTIAL IMPLEMENTATION OPPORTUNITIES:

Funding

1. Department of Defense Office of Economic Adjustment (OEA) – Joint Land Use Study.

2. U.S. Housing and Urban Development (HUD) – Sustainable Communities Planning Grant Program (Express interest by May 14, 2010, June details are released, applications due 6 months after.)

3. American Recovery and Reinvestment Act program

4. Traditional means

5. Others?