



STATE OF WASHINGTON
DEPARTMENT OF COMMERCE
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December 1, 2017

On behalf of the Washington State Department of Commerce, I am pleased to present the *Washington State Military and Community Compatibility Strategy*, an implementation and sustainment plan that supports Commerce's role in promoting development that is compatible with military missions and community needs across Washington State.

This plan follows the *Civilian-Military Land Use Study* (2016), a legislatively mandated report that was prepared in accordance with the Washington Legislature's 2016 Second Engrossed Substitute House Bill 2376, Section 126(19). That bill directed Commerce to "examine the effects of incompatible land use surrounding military installations within Washington state, and conduct a comparative analysis of best practices from other states to mitigate conflicts between local jurisdictions and neighboring military installations due to incompatible land use."

Commerce commissioned the Spectrum Group, a third-party independent consultant with subject-matter expertise, to complete the legislative report in 2016, and to produce this implementation and sustainment plan as starting points for further engagement on the subject of civilian-military compatibility. Spectrum met with stakeholders across Washington, solicited feedback during a 45-day comment window, and integrated comments into this final version.

Commerce is publishing this plan as written by Spectrum. The strategies and recommendations contained in this plan, therefore, are subject to further review and consideration by Commerce and stakeholders. This plan is a baseline from which Commerce will continue developing its awareness of civilian-military land use topics, and a useful tool for encouraging a cooperative spirit among local base commands and communities.

Sincerely,

A handwritten signature in blue ink, appearing to read "Brian Bonlender".

Brian Bonlender
Director



Department of Commerce

Washington State Military and Community Compatibility Strategy

An Implementation & Sustainment Plan for the Washington State Department of Commerce

December 2017



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Disclaimer: This report was prepared under contract with the Washington State Department of Commerce, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Washington State Department of Commerce and does not necessarily reflect the views of the Office of Economic Adjustment.

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Washington State Military and Community Compatibility Strategy

Credits



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Now in our 25th year, The Spectrum Group is a dynamic alliance of more than 100 highly respected and experienced subject matter experts from diverse professional, political, intelligence community and military backgrounds. Our Members deliver a wealth of expertise and on-the-ground insights as former senior executives and leaders in the military, federal government, intelligence community, financial industry, and in community development. Through our results-driven philosophy grounded in Experience, Expertise and Integrity, The Spectrum Group provides our commercial, government, international and non-profit clients with the tools and counsel necessary to achieve their objectives.

Acknowledgements

This report was completed with the support and contributions of hundreds of individuals who volunteered their time through meetings, briefings and phone conferences. They included city and county planners, elected and appointed officials, community and business leaders, military personnel assigned to Washington State bases, and state government officials. TSG especially wants to highlight the contributions of three individuals in the Department of Commerce: Ms. Deanah Watson, the Program Manager for this project, Ms. Kristine Reeves, the Military and Defense Sector Director, and Mr. Dave Andersen, Eastern Regional Manager, Growth Management Services. Their collaboration, cooperation and orchestration of this work was instrumental in accomplishing this study.

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Executive Summary

E.1 Purpose and Background: *Washington State Military and Community Compatibility Strategy* is an implementation and sustainment plan for the Washington State Department of Commerce (Commerce), intended to describe the agency’s role in the area of land use and military missions. The purpose of this document is to clarify the role of Commerce in supporting local efforts, which promote development compatible with military missions and community needs.

This plan builds from the 2016 report, *Civilian-Military Land Use Study*, which provided legislative recommendations to promote compatible development surrounding military bases. The Washington State Legislature’s 2016 Second Engrossed Substitute House Bill 2376, Section 126(19), directed Commerce to, “examine the effects of incompatible land use surrounding military installations within Washington State, and conduct a comparative analysis of best practices from other states to mitigate conflicts between local jurisdictions and neighboring military installations due to incompatible land use.” Commerce commissioned The Spectrum Group (TSG), a third-party independent consultant with subject matter expertise, to complete the legislative report and to prepare this plan as an agency-focused strategy to implement elements of the original legislative report recommendations.

E.2 Issue Summary: Land use compatibility refers to both civilian and military activity or development that occurs in a shared environment. Land use conflicts associated with land, air, and water are the natural—and unavoidable—result of competing interests in the face of development pressure. Incompatible forms of land use present health, safety, environmental, and quality of life impacts near military bases and ranges. Incompatible development also reduces the military’s mission capability, increases operating costs, and impedes vital training of active duty personnel. Civilian-military communication, coordination, and ongoing partnerships at the local level have demonstrated to Washington State how it is both possible and important to address land use conflicts and identify mutual interests that promote compatibility. The Commerce study on civilian-military land use sought to examine the state’s role in, and identify tools and resources that support local compatibility efforts. The *Washington State Military and Community Compatibility Strategy* provides a framework that Commerce can use as a guide to implement legislation, funding, outreach, and technical assistance tools.

E.3 Report Structure and Overview: This plan is the second major part of the overall study. It contains prioritized goals, objectives, and tasks meant to assist Commerce in clarifying how and when to best advance the state’s vision to create and maintain an effective civilian-military compatibility landscape in Washington. The plan attempts to address community concerns, military operating needs, state legislation, funding, communications, and technical assistance from a state agency perspective. Consequently, we have structured implementation goals along three central pathways of parallel importance:

- Timely Legislation and Adequate Funding
- Effective and Timely Stakeholder Engagement
- Technical Assistance and Information Tools

The plan directs each pathway through an interdependent and nested set of goals, objectives and tasks. Each pathway describes tasks and objectives that we estimate Commerce will need to achieve identified goals. A prioritization matrix (Section 3.5) for the implementation section summarizes each pathway in a table format. Finally, we also suggest methods for solicitation of public input, and offer a descriptive approach for communicating intent and progress of the implementation plan to the public during execution.

Implementation Pathway 1: Timely Legislation & Adequate Funding
Objective 1.A: Amendments to the GMA Military Provision (RCW 36.70A.530)
Objective 1.B: Funding Strategies for Community-identified Compatibility Initiatives
Objective 1.C: Short-Term Funding to Maintain Compatibility Program to 2019
Objective 1.D: Long-term funding for Compatibility Outreach and Technical Assistance (TA) Positions
Objective 1.E: Budget Considerations for Compatibility Enhancing Initiatives
Objective 1.F: Legislative Options
Implementation Pathway 2: Effective and Timely Stakeholder Engagement
Objective 2.A: Military Installation Inclusion in Regional Transportation Planning
Objective 2.B: Civilian-military Staff Outreach
Objective 2.C: Advisory Body for Governor/Legislature
Implementation Pathway 3: Technical Assistance and Information Tools
Objective 3.A: Technical Assistance Package (TA Package)
Objective 3.B: Mapping Tools

E.4 Report Methodology: As with the baseline legislative report of December 2016, *Civilian-Military Land Use Study*, this implementation plan was developed by the team at TSG in concert with key staff at the Department of Commerce and other state officials. It builds on the considerable amount of work Washington State has done regarding development and military missions. TSG reviewed that previous work, performed additional data-gathering, and drafted a set of strategic options that Commerce could evaluate according to feasibility, capacity, and stakeholder interest. TSG worked with Commerce to solicit and analyze feedback, and revised this plan based on public comments.

1. Introduction

Washington State is committed to finding the right balance between support for the critical needs of its military installations and their strategic purposes, support for the equally important local need to develop and grow, and a strong commitment to stewardship of the environment.

1.1 Strategic Relevance: Washington’s dynamic geography and its proximity to the Pacific and Arctic regions contribute to this state’s unique strategic importance for the country’s ability to respond to major emergencies and international conflict. Washington is also unique in its hosting of a network of defense installations that represent multiple branches of the armed services, which supports the military’s requirements for realistic training and quick mobilization. National security strategy increasingly focuses on the Pacific region, and climate change expands international competition in the Arctic regions as receding ice opens newly navigable waterways. There is even greater emphasis on joint operations between all the military services and new operational approaches that leverage simultaneous effects between air, land, sea, space and cyber capabilities. A more integrated approach to the military’s presence across Washington State is necessary to adapt to a rapidly evolving strategic security environment, and will remain relevant for communities and the military capabilities assigned to Washington State.

1.2 The Compatibility Challenge: Land use decisions surrounding military bases and ranges can affect both civilian systems and activities, and the military’s ability to conduct defense operations safely and efficiently. Commerce uses “compatibility” as a neutral term that describes a mutual relationship: military operations can affect civilian activities; civilian activities can affect military operations. Compatibility refers to both civilian and military activities that occur within a shared landscape, where harmonious uses need to be identified and supported. Washington State supports our military bases and ranges through land use because they are vital for our national defense, emergency response, security of trade routes, and contribute to our local and state economies. Military facilities also must consider civilian safety and local economies. Local communities that host military bases and ranges experience development pressure that can curtail military operations in an incremental manner, which increases incidence of experienced impacts for neighboring communities. The form and nature of impacts on communities varies by location and type of military activity associated with an individual base or range, but connect directly to use of land, water, and air within a given jurisdiction. Bases are unable to alter these mission requirements to accommodate changing land use patterns, especially where installations preceded new local development activity, since their mission requirements are driven by global strategic demands and the necessity to adequately prepare enlisted service members for active duty deployment. The challenge for civilian-military compatibility is in examining where community needs and military mission might conflict, and identifying localized solutions in a collaborative manner.

2. Planning Context

2.1 Application for this Plan: This plan identifies, prioritizes, assigns and tracks the tasks associated with implementing key recommendations contained in the *Civilian-Military Land Use Study*. Although this plan recognizes the imperative for agile adaptation, it forecasts a schedule by which those tasks may be accomplished. It also serves as an estimate tool to identify the internal and external resources necessary to accomplish this important work.

2.2 Opportunities & Risks: Washington State is home to numerous major military installations, and has a superb record of partnership in supporting those bases and valuing their strong national military purpose.

2.2.1 Opportunities: The military is the second largest public employer in the state with 107,341 employees in Fiscal Year 2015 and represents \$12.6 billion in direct expenditures, which rank Washington number eight (8) in the United States.¹ The military is vital to the economy and plays a very important role in all compatible land use planning across this dynamic and rapidly expanding environment. Improved compatible land use planning and execution across Washington State is an opportunity to:

- Maximize the strategic potential of its military installations
- Preserve and reinforce the economic potential of the communities adjacent to those installations, training lands and ranges
- Enhance the critical partnership between local communities and military installations
- Ensure civilian health, safety and quality of life
- Protect natural and cultural resources
- Preserve habitat, working lands, and rural character

2.2.2 Risks: Washington State recognizes that land use decisions can promote mutual benefit, but can also result in cumulative limitations to a base's ability to fulfill its mission. Land use compatibility is a critical factor in a base's long-term operational capacity. A limitation to the operational capacity of a base or range represents a limitation to security, readiness, safety and economic activity associated with hosting a military installation. Conversely, accidents and noise from aircraft, artillery or impacts from other sources represent potential public safety, health or environmental hazards for communities located within military operating areas. Operations on a military base or within its influence area can raise concerns for other aspects of civilian life as well, such as property values or recreation tourism.

Illustrative of the Compatibility Challenge (Section 1.2), a base's operations may become limited or constrained for the sake of its civilian neighbors as a result of a complex set of compatibility issues. This underlines the importance of ongoing coordination between the military and civilian communities to ensure mutually suitable land use decision-making. Absent adequate planning

¹ U.S. Department of Defense, Office of Economic Adjustment – Defense Spending by State, FY2015.

and management, progressively incompatible land use may exacerbate impacts to residents and increase the risk that future federal budget cuts or Base Realignment and Closure (BRAC) legislation will make decisions detrimental to both the state and our national security.

The goal of the state's effort is to promote local land use practices that are compatible with the scope of activities performed at individual bases and within their critical testing and training ranges. Washington seeks to promote mutually compatible civilian-military land use practices as a means to ensure that military can fulfill their operating missions and training activities, and to ensure the safety and well-being of surrounding communities. Some common compatibility issues that may increase instances of impacts felt by non-military residents and which result in significant adverse impacts to military missions include:

- a) Development pressures that may introduce new or larger populations near the perimeter of established military facilities or within military training routes (MTRs), flightpaths, special use airspace and marine corridors, transit routes or testing areas
- b) Existing or proposed land uses not compatible with the operational mission of the base
- c) Competing demands or capacity constraints on critical off base infrastructure such as roads or utilities
- d) Air navigation interference of steam or smoke plumes from industrial activities, physical obstructions, and renewable energy siting
- e) Electromagnetic interference or interference of lighting with aircraft navigation and night-vision training operations
- f) Activities that attract birds to critical air space
- g) Loss of habitat lands due to development that pushes wildlife onto military lands, requiring additional on-base mitigation for displaced endangered species

2.3 Available Tools: Commerce hosts a range of programs that serve its mission to strengthen communities and regularly engages across Washington to ensure its adaptability to community needs. The sector lead within the Commerce Office of Economic Development and Competitiveness (OEDC) that works with the business community for development in large economic sectors is where land use compatibility initially gained internal awareness as an important topic in the Military and Defense sector. Commerce then called upon its Growth Management Services (GMS) unit that houses land use expertise and technical assistance resources to begin exploring civilian-military land use. In addition to these and other units within Commerce, several external tools provide opportunities to support compatible land use and address the mutual needs of Washington communities and military bases. These tools are already in place elsewhere and demonstrate potential to promote compatible land use decisions. Some of the practices identified as beneficial for communities and bases in Washington and other states include:

- a) Land use technical assistance tools and expertise, such as those within the Growth Management Services unit at Commerce
- b) The Washington State Military and Defense Supply Chain Modeling Tool
- c) Existing regional military-community organizations that have established productive working relationships with local jurisdictions and installations alike
- d) Establishing mechanisms for improved communication between installations and neighboring local governments
- e) Fostering positive intergovernmental relations in the areas surrounding, and including military bases and their testing or training ranges through ongoing communication
- f) Promote civilian-military collaboration through activities such as DOD-funded Joint Land Use Studies (JLUSs) and other compatibility plans or studies, and support adherence to Air Installations Compatible Use Zone (AICUZ) restrictions around military bases
- g) Comprehensive plans, zoning codes and development regulations that provide for compatible development around military installations
- h) Participation in technical assistance programs with agencies like the U.S. Department of Defense (DOD), including financial and planning assistance
- i) Conservation partnerships
- j) State growth and development policies that discourage or specifically aim to prevent encroachment
- k) Investments in critical off-base infrastructure such as transportation projects facilitating ingress and egress to the base, with sensitivity to and consideration for potential externalities for communities and military areas
- l) State and local capital expenditure policies that promote compatible development
- m) Avoiding individual land use decisions that may not immediately impede base operations, but compromise critical base operations gradually. A base's incremental accommodation of external development pressure from neighboring jurisdictions can challenge a base's long-term viability or cripple essential testing and training operations.

2.4 Related Activities: This Plan leverages the *Washington State Military & Defense Sector Playbook, A Five Year Strategic Plan for the Washington Military Alliance*. This report is a culmination of several studies that have taken place in the state's military and defense sector over the past five (5) years, and received key funding support from the Department of Defense's Office of Economic Adjustment (OEA). The Military & Defense Sector Playbook and the *Civilian-Military Land Use Study* from which this study's implementation and sustainability

recommendations were developed, were submitted to the Governor and State Legislature in December 2016.

The reports' guidance and recommendations are intended to ensure the long-term viability of the state's military installations while also ensuring the ability of adjacent communities to grow and prosper. As the second largest industry in the state, it is absolutely critical, to both the military installations and the surrounding communities, to consider, promote, and ensure land use compatibility in all facets of their decision-making processes.

Implementation of the priority recommendations made in this compatibility strategy will complement the actions that the state has taken in the past, and in the future, to ensure necessary policy and funding initiatives to facilitate land use compatibility. The proposed changes made to the Growth Management Act (GMA) to affirm the importance of considering military installations in land use decisions are a prime example of the state's proactive approach to protect against encroachment.

In the 2017 regular session, the first of the *Civilian-Military Land Use Study* legislative recommendations was introduced in House Bill 2111. HB 2111 strengthens the requirement to ensure development activities do not interfere with the installations' current or future mission requirements. Its intent is to clarify the law's applicability, ensure mandatory notification procedures with the military, and incorporate the Joint Land Use Study (JLUS) recommendations into county and city comprehensive plans.

The continued efforts by the state are commendable and are complementary to the recommendations made by the National Conference of State Legislatures (NCSL).² NCSL recommends that states incorporate the following strategies in their planning to ensure the long-term future of their military installations, while also ensuring that communities continue to benefit from the economic impact that the military provides in the way of jobs and business opportunities. The recommendations in the NCSL report encourage the state to:

- Create Military Advisory Bodies
- Establish Commanders Councils
- Provide Funding and Financing Programs to Enhance the Value of Military Installations
 - Grant programs
 - Military zone programs
 - Other investments (off-base & on-base)
- Encourage/Require Compatible Land Use Planning
 - Enhanced communications and notifications
 - Incorporating military installations into local land use plans
 - Requiring compatible land use
 - Protecting land near military bases through formal designation as areas of significant state concern
- Ensure Land Conservation

² National Conference of State Legislatures, "Preparing for Duty, State Policy Options to Sustain Military Installations," December 2016.

- Purchasing land or development rights
- Exchanging land
- Agriculture and conservation easements
- Sentinel Landscapes
- Promote Energy Development Compatibility with Military Missions
- Reducing Light Pollution
- Limiting Noise Impacts from Military Activities on Surrounding Communities
- Incorporate Real Estate Disclosures in Property Transactions
- Leverage Shared Services Agreements

A review of these recommended activities reveals that the state has been very active in a number of these areas, albeit not all. The *Civilian-Military Land Use Study* incorporated several of these ideas into the set of study recommendations. Another report from the Association of Defense Communities (ADC)³ highlights the involvement of several states in encroachment mitigation planning and funding, as well as other support areas including:

- Economic Impact and Strategic Planning Studies
- Encroachment Mitigation Planning
- Funding for Encroachment Efforts
- Funding for Off-Base Infrastructure Projects
- Funding for On-Base Infrastructure Projects
- Support for Community-Installation Partnerships
- Coordination with Local Organizations
- Funding for Local Organizations
- Support for Military Family and Veteran Issues

2.5 Planning to Date & Planning Methodology: In 2015, the Washington State Legislature tasked its Department of Commerce to explore issues of incompatible land use within Washington State and identify opportunities to address them.⁴ Commerce produced a February 2016 study⁵ noting that “Compatible land use is one of the most important competitive tools states employ to support operational capacity at military bases, testing areas, and training ranges—including air and marine corridors.” In 2016, with DOD/OEA grant support, Commerce also contracted with The Spectrum Group (TSG) to review the current compatibility landscape, review previous planning efforts, and provide useful and actionable findings and recommendations. Commerce delivered the *resulting Civilian-Military Land Use Study* to the State Legislature in December 2016.

Subsequently, in the spring of 2017, Commerce/TSG translated the Legislative Report recommendations into an agency-level Implementation & Sustainment Plan. After an initial scoping of the findings and recommendations selected for implementation, the Commerce/TSG

³ Association of Defense Communities (ADC), “State of Support 2016, Highlights of State Support for Defense Installations,” June 2016.

⁴ Proviso Authorizing Legislation: ESSB [6052.SL](#), Section 128(20) in 2015 & 2ESHB-2376, Section 126(19) in 2016

⁵ “Military & Defense Sector Development through Land Use Compatibility, Preliminary Report to the Legislature.”

team designated actionable goals, objectives and tasks that could meet the intent of the *Civilian-Military Land Use Study*. After a 45-day comment period, Commerce analyzed and incorporated comments from city and county jurisdictions, state representatives, residents, military-community partnerships and installation personnel into the plan. Stakeholder input was instrumental to the completion of a final *Washington State Military and Community Compatibility Strategy*.

The key tasks and associated schedule related to the development and vetting of this Implementation & Sustainment Plan are shown below:

- Draft Plan Comment Period June 15 – August 1, 2017
- Internally Review Comments on Plan July 30 – September 1, 2017
- Revise Plan to Integrate Comments September 2 – December 1, 2017
- Submit Final Plan to OEA and Publish December 1, 2017

3. Implementation Goals, Objectives, & Tasks

3.1 Strategic Implementation: The *Washington State Military and Community Compatibility Strategy* is an adaptive framework of parallel *pathways*:

- **Pathway 1: Timely Legislation and Adequate Funding**
- **Pathway 2: Effective and Timely Stakeholder Engagement**
- **Pathway 3: Technical Assistance and Information Tools**

Each pathway includes a *goal*, multiple *objectives* associated with each goal and multiple *tasks* estimated, in turn, for each objective.

The *Washington State Military and Community Compatibility Strategy* will emphasize the development of processes and resources that ensure program success without burdening existing local systems and resources. During implementation, program staff will work with Growth Management Services (GMS) planners and others within Commerce to disseminate best practices on compatible land use/encroachment. Program staff will facilitate the development of human capital within Commerce/GMS, help build stakeholder connections, and will develop technical assistance resources, all of which will increase agency expertise and momentum in achieving the state's compatible land use goals.

3.2 Pathway 1: Timely Legislation and Adequate Funding Goal: The goal of this pathway is to enact legislation that is as clear and effective as possible, with timely and adequate funding that enables the state to address and resolve land use compatibility issues, emergencies, or other changes to military base and training range requirements, contraction or expansion.

Objective 1.A: Amendments to the GMA Military Provision (RCW 36.70A.530). Amendments to the current Growth Management Act (RCW 36.70A.530) are necessary for improved compatible land use. The approach will be to keep working HB2111 to engage stakeholders from affected communities as well as local/regional groups, including but not limited to the Washington Military Alliance, the Association of Washington Cities (AWC), the Washington State Association of Counties (WSAC), and others.⁶

Task 1.A.1: Engage with stakeholders regarding HB2111 as introduced in Session 2017. Discuss aspects of the proposed legislation with stakeholders to identify and resolve any disagreements and reach consensus on reforms to the military base compatibility requirements in the GMA (RCW 36.70A.530).

Task 1.A.2: Support legislative process in response to the Legislature's fiscal notes and testimony requests.

Task 1.A.3: Monitor and facilitate Legislature passage of amendments to the GMA.

⁶ CMLUS 4.17.1; 4.18; 4.19.1; 4.21.1

Task 1.A.4: Conduct outreach on guidance related to implementation of legislative changes.

In the case that new legislation is adopted, Commerce will depend upon stakeholder input to identify and provide effective updates to rules and/or technical guidance to local governments.

Objective 1.B: Funding Strategies for Community-Identified Compatibility Initiatives. Develop a statewide framework to identify and fund compatibility projects and establish priorities for capital budget requests. A statewide framework will reduce reliance on direct appropriations as the sole source of funding for base compatibility projects. Such a framework will give communities a clear path forward and assure a more predictable outcome for capital budget requests. The proposed framework would assist communities in promoting compatible land use with neighboring military installations. The framework could be directed toward purchasing properties and easements to avoid incompatible land use particularly if used as matching funds to obtain Federal funds (e.g. REPI).⁷ The framework may also assist communities in developing mission supportive capacity in local infrastructure, including transportation, public education and public utilities.

Task 1.B.1: Engage stakeholders and the Legislature in developing a project investment framework. This includes Commerce providing support to establish a statutory framework for a compatibility fund.

Task 1.B.2: Monitor and facilitate Legislature's budget approval. Consistent with its state agency role, Commerce will track bill activity, respond to fiscal note requests, and may provide testimony at committee hearings through the standard legislative process.

Task 1.B.3: Develop operational capacity and a package of projects for inclusion in the Capital Budget.

Objective 1.C: Short-term Funding to Maintain Compatibility Program to 2019. Additional dedicated staff is needed to successfully monitor, adapt, and execute this implementation plan.⁸ Initial funding may be pursued through the Office of Economic Assistance (OEA) for 2018-2019; local match funding will be required out of the Growth Management Services budget. This approach will demonstrate the utility of the staff's role in 2018 and generate long-term support for a permanent position within the agency. Sustained funding will be required in the 2019 budget.

Task 1.C.1: Estimate scope, staffing needs, and costs to implement 2018-2019 work program.

Task 1.C.2: Identify and apply for grant funding to support 2018-2019 program implementation.

⁷ CMLUS 4.23.1

⁸ CMLUS 4.2.1

Objective 1.D: Long-term Funding for Compatibility Outreach and Technical Assistance (TA) Positions. Permanent staff is needed in order to ensure the lessons-learned from this program are retained and put to use within Commerce.

Task 1.D.1: Designate position in Commerce specifically for civilian-military outreach coordination.

Task 1.D.2: Prepare decision package to fund a permanent civilian-military land use position for technical assistance within Growth Management Services.

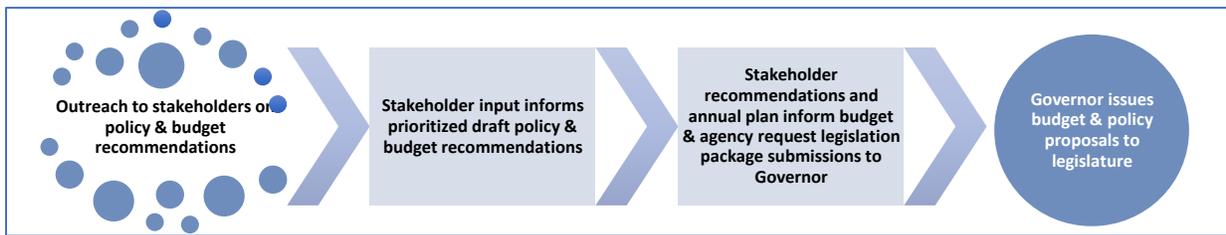
Objective 1.E: Budget Considerations for Compatibility Enhancing Initiatives. Washington has made past investments in removing existing incompatible land uses and has made significant investments in mission supportive infrastructure, especially transportation facilities. These investments have typically been funded through project-by-project direct appropriations. Commerce should explore creating a more systematic and predictable investment strategy to allow communities to access state funding for land use compatibility investments and for mission supporting infrastructure. For state-funded programs, some existing grant programs that use scoring and ranking criteria might provide additional consideration for mission supporting and compatibility enhancing investments. For federally funded programs, coordinate available funding with and across local, state and federal agencies in Washington.

Task 1.E.1: Engage stakeholders to identify existing state resources that may fund compatibility initiatives or mission supporting capital facilities projects. Collaboratively consider and strategize funding streams that could potentially provide resources that support infrastructure and promote mission sustainment.

Task 1.E.2: Identify grant programs that could fund compatibility enhancing investments or mission supporting infrastructure.

Task 1.E.3: Engage managing agencies to evaluate the potential to include base compatibility criteria in rating and ranking processes.

Objective 1.F: Legislative Options. Commerce can develop a “pool” of legislative topics intended to guide Commerce engagement with other agencies and local stakeholders. Commerce can also use the pool of options as a starting point for discussions with military communities and other partners around legislative needs and priorities. These discussions can be used to coordinate, set priorities and refine relevant legislative proposals. Appendix A-3 details the process for considering Legislation Options.



Task 1.F.1: Identify procedure to develop legislative options that support compatibility. Develop a coordinated procedure among military communities for identification, prioritization, and condition setting for legislative options with interested stakeholders.

Task 1.F.2: Apply procedure to develop initial set of legislative options for Session 2019 ahead of subsequent legislative sessions.

3.3 Pathway 2: Effective and Timely Stakeholder Engagement Goal. The goal of this pathway is to achieve more effective and timely stakeholder engagement. This identified need is also the purpose of the stakeholder and communications section of this implementation plan. A broader and more structured approach to outreach will help Commerce in its efforts to support compatibility statewide.

Objective 2.A: Military Installation Inclusion in Regional Transportation Planning. Facilitate non-voting membership on Regional Transportation Planning Organizations (RTPOs) for major military bases, and designation of military bases as a category to be considered in growth management planning with parity among similarly populated regional growth areas or major industrial areas. Also, modify executive board membership, to include major military bases as non-voting members of their boards. (If the non-legislative route is ineffective, this objective moves into the pool of legislative options.)

Task 2.A.1: GMS/OEDC coordinate to provide information on prior/similar efforts. Provide information (case studies & other research) to illustrate prior, similar efforts. This includes headway gained in 2017 by acknowledging and supporting the Puget Sound Regional Council’s efforts to investigate options for integrating military installations within its planning framework.

Task 2.A.2: Follow Up with RTPOs to assess execution and identify lessons learned.

Objective 2.B: Civilian-Military Staff Outreach. There is opportunity for Commerce to evaluate its existing outreach capabilities and potential mechanisms that can support implementation of this plan. In addition to seeking new avenues of engagement, Commerce may routinely attend regional and military-community, economic development, regional planning organizations’ or other regularly scheduled public meetings. Commerce can facilitate an outreach initiative that connects its Growth Management Services personnel (planners) with their staff-level planning counterparts from jurisdictions, military installations, and counterparts from other state

agencies. Staff-level planner meetings could occur on a semi-annual basis to foster information exchange around land use specific topics.⁹ Commerce can also conduct outreach for the development of a Citizen's Guide to civilian-military land use, which would introduce the topic of compatibility to the general public while serving as a platform to increase the agency's awareness of compatibility issues as experienced at the local level.

Task 2.B.1: Commerce communications office and program staff coordinate to assess needs and opportunities for broader and ongoing outreach.

Task 2.B.2: Establish civilian-military compatibility technical specialist position in the Department of Commerce's Growth Management Unit to ensure continued capacity building for outreach and communications.

Task 2.B.3: Conduct internal training to expand the state agency staff's understanding of base compatibility issues and civilian-military coordination.

Task 2.B.4: Facilitate staff-level civilian-military planner meetings to reinforce knowledge exchange of technical experience and best practices.

Task 2.B.5: Develop a Citizen's Guide to civilian-military land use for the general public, based on stakeholder input.

Objective 2.C: Advisory Body for Governor and the Legislature. Recommend leveraging the significant number of former senior military officials and former Congressional members with defense experience to create a **Military Advisory Council** to advise the Governor and Legislature on military base related issues, including compatible development.¹⁰ Along with input from the state's non-military stakeholders, this advisory body would provide valuable insights on federal programs and funding opportunities that aid and support local compatibility planning initiatives. Such a body would provide high-level access to trends relevant to military installations, offering expert advice to officials throughout the state.

Task 2.C.1: Initiate discussion with the Governor's Office to identify options to regularly engage currently serving and separated senior executives and military commanders.

Task 2.C.2: Recommend and aid a process to formalize a structure for regular engagement of currently serving and separated senior executives and military commanders.

⁹ CMLUS 4.2.1

¹⁰ CMLUS 4.15. The Military Advisory Council would be a complement to the WMA in that it would offer a direct communication venue between senior state leadership and former senior military officials / Defense experienced former Congressional members. Its exact composition, funding, appointment process, etc. would be determined in execution of the implementation tasks.

3.4 Pathway 3: Technical Assistance and Information Goal. Timely, effective and accurate technical assistance and information to facilitate the role of all stakeholders in anticipating and addressing civilian-military compatible land use issues.

Objective 3.A: Technical Assistance Package (TA Package). Produce written Civilian-Military Land Use Guidance materials for compatible planning to aid stakeholder engagement. The intended audience for primary guidance materials would be cities and counties that host military bases or ranges. A portion of the TA Package should offer information relevant to the general public, such as a “Citizen’s Guide” on the subject. Written technical assistance materials for jurisdictions, such as a handbook, would include guidance on common areas of incompatibility and identify forms of land use that tend to minimize land use conflict. Components of the written guidance should discuss the GMA’s military provision disallowing development that is incompatible with military missions. It is also proposed that Commerce provide guidance materials outlining federal compatibility programs and conservation initiatives, such as JLUS and REPI/Sentinel Landscapes, respectively. Other sections may be included.

Task 3.A.1: Conduct audience/stakeholder scoping and engagement, data-gathering, and content development. Identify various topic areas and emerging best practices and communicate them to Washington State stakeholders.¹¹

Task 3.A.2: Draft the TA Package’s written guidance portion(s) and develop supporting materials. Written materials may include model ordinances or good examples of plan or code materials local governments could adopt, or checklists for various topics, or checklists for various types of local-level activities. Supplemental materials may include a webpage, online resource library, public outreach materials and short-course modules covering the topic.

Task 3.A.3: Solicit stakeholder input on draft components of the TA Package and publish. Include public review of draft, revision period, and internal review.

Task 3.A.4: Integrate feedback into guidance materials and finalize the TA Package. Analyze and incorporate stakeholder feedback for the TA Package in order to finalize jurisdictional guidance materials and Citizen’s Guide.

Task 3.A.5: Initiate and conduct rule making for accompanying administrative rule changes, if applicable. Review and if necessary revise administrative rules implementing the military land use compatibility requirements in the GMA.

Task 3.A.6: Review final TA Package with stakeholders and revise for publication.

Objective 3.B: Mapping Tools. Research and develop mapping resources to make spatial data available to identify/avoid incompatible development, and to prompt and guide consultation with bases prior to the project development phase.

¹¹ CMLUS 4.6.1

Task 3.B.1: Assess and collect available geospatial data relevant to base compatibility for use in the state’s geospatial information portal(s). Include data such as air compatibility zones or training areas.

Task 3.B.2: Review current best practices for statewide compatibility mapping with potential end users to inform statements of requirements and desired capabilities. Examine online mapping tools both within Washington State and related best practices from other states.

Task 3.B.3: Identify targeted options for mapping tools and make selection, with stakeholder input to guide deliverable(s) and implementation.

3.5. Prioritization and Scheduling

- **Pathway 1: Timely Legislation and Adequate Funding**
- **Pathway 2: Effective and Timely Stakeholder Engagement**
- **Pathway 3: Technical Assistance and Information Tools**

(See following tables)

**Prioritization and Scheduling Implementation Pathway 1:
Timely Legislation and Adequate Funding**

	2017				2018				2019				
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Implementation Pathway 1: Timely Legislation & Adequate Funding													
<i>Objective 1.A: Amendments to the GMA Military Provision (RCW 36.70A.530)</i>													
1.A.1 Engage with stakeholders regarding HB2111 as introduced in Session 2017.													
1.A.2 Support legislative process in response to Legislature's fiscal note and testimony requests.													
1.A.3 Monitor/facilitate Legislature passage of amendment.													
1.A.4 Conduct outreach on guidance related to implementation of legislative changes.													
<i>Objective 1.B: Funding Strategies for Community-Identified Compatibility Initiatives</i>													
1.B.1 Engage stakeholders and the Legislature in developing a project investment framework.													
1.B.2 Monitor/facilitate Legislature's budget approval.													
1.B.3 Develop operational capacity and a package of projects for inclusion in the Capital Budget.													
<i>Objective 1.C: Short-Term Funding to Maintain Compatibility Program to 2019</i>													
1.C.1 Estimate scope, staffing needs, and costs to implement 2018-2019 work program.													
1.C.2 Identify and apply for grant funding to support 2018-2019 program implementation.													
<i>Objective 1.D: Long-term funding for Compatibility Outreach and Technical Assistance (TA) Positions</i>													
1.D.1 Designate position in Commerce specifically for civilian-military outreach coordination.													
1.D.2 Prepare decision package to fund a permanent civilian-military land use position for TA.													
<i>Objective 1.E: Budget Considerations for Compatibility Enhancing Initiatives</i>													
1.E.1 Engage stakeholders to identify existing state resources that may fund compatibility initiatives and/or mission supporting capital facilities projects.													
1.E.2 Identify grant programs that could fund compatibility enhancing investments or supporting infrastructure													
1.E.3 Engage managing agencies to evaluate the potential to include base compatibility criteria in rating and ranking processes.													
<i>Objective 1.F: Legislative Options</i>													
1.F.1 Identify procedure to develop legislative options that support compatibility.													
1.F.2 Apply procedure to develop initial set of legislative options for session 2019.													

**Prioritization and Scheduling, Implementation Pathway 2:
Effective and Timely Stakeholder Engagement**

		2017				2018				2019			
		Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
Implementation Pathway 2: Effective and Timely Stakeholder Engagement													
Objective 2.A: Military Installation Inclusion in Regional Transportation Planning													
<i>Medium</i>													
2.A.1 GMS/OEDC coordinate to provide information on prior/similar efforts.													
2.A.2 Follow-up with RTPOs to assess execution and identify lessons learned.													
Objective 2.B: Civilian-military Staff Outreach													
<i>High</i>													
2.B.1 Commerce communications office and program staff coordinate to assess needs/opportunities for broader and ongoing outreach.													
2.B.2 Establish civilian-military compatibility technical specialist position.													
2.B.3 Conduct internal training to expand state agency staff's understanding of base compatibility issues and civilian-military coordination.													
2.B.4 Facilitate staff-level civilian-military planner meetings to reinforce knowledge exchange of technical experience and best practices.													
2.B.5 Develop a Citizen's Guide to civilian-military land use for the general public, based on stakeholder input.													
Objective 2.C: Advisory Body for Governor/Legislature													
<i>Medium</i>													
2.C.1 Initiate discussion with Governor's Office to identify options to regularly engage currently serving and separated senior executives and military commanders.													
2.C.2 Recommend and aid process to formalize a structure for regular engagement of currently serving and separated senior executives and military commanders.													

**Prioritization and Scheduling, Implementation Pathway 3:
Technical Assistance and Information Tools**

		2017				2018				2019				
		Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Implementation Pathway 3: Technical Assistance and Information Tools														
Objective 3.A: Technical Assistance Package (TA Package)														
<i>High</i>														
3.A.1	Conduct audience/stakeholder scoping & engagement, data-gathering, and content development.													
3.A.2	Draft the TA Package's written guidance portion(s) and develop supporting materials.													
3.A.3	Solicit stakeholder input on draft components of the TA Package.													
3.A.4	Integrate feedback into guidance materials and finalize the TA Package.													
3.A.5	Initiate and conduct rule making for accompanying administrative rule changes, if applicable.													
3.A.6	Review final TA Package with stakeholders and revise for publication.													
Objective 3.B: Mapping Tools														
<i>Medium</i>														
3.B.1	Assess and collect latest available geospatial data relevant to base compatibility for use in the state's geospatial information portal(s).													
3.B.2	Review current best practices for statewide compatibility mapping with potential end users to inform statements of requirements and desired capabilities.													
3.B.3	Identify targeted options for mapping tools and make selection, with stakeholder input to guide deliverable(s) and implementation.													

4. Implementation Support

In order to determine what implementation support the Department of Commerce requires to plan and execute the prioritized, report recommendations contained within the *Civilian-Military Land Use Study*, TSG thoroughly reviewed the Department’s organization and management responsibilities. This review provided a baseline to determine whether additional resources (i.e. staffing, funding, etc.) are required to implement this plan.

4.1 Agency Organization: Within the agency’s six major Divisions, the two (2) Divisions that have responsibility for activities in the area of military and defense in the state are the Office of Economic Development and Competitiveness (OEDC) and the Local Government Division (LGD). The OEDC strengthens communities by supporting economic development across high growth industries, including the Military and Defense Sector. The Military and Defense Sector Lead works closely with the governor, industry and government leaders and other community stakeholders in order to support economic growth across the state. Commerce’s Growth Management Services (GMS) is a unit within the LGD that assists and guides local governments, state agencies, and others to manage growth and development, consistent with the Growth Management Act (GMA). The program for civilian-military land use compatibility is part of the GMS unit’s technical assistance service to jurisdictions of Washington State.

Within the OEDC, the Military & Defense Sector Lead serves as the Department’s primary contact with the Washington Military Alliance (WMA), which is an alliance of industry stakeholders. The WMA consists of a coalition of military and defense related stakeholder organizations serving as an umbrella organization for three main sectors: industry, community support partnerships and infrastructure support. The WMA serves as a policy advisor to the Governor, state agencies, the Legislature and other decision-making bodies.

Below is a summary chart, which displays the Department of Commerce’s organizational structure:

Washington Department of Commerce Organizational Structure



4.2 GMS Responsibilities: The current services provided by the GMS unit to the cities and counties of Washington State include the following:

- Professional technical support, guidance and interpretation of the Growth Management Act (GMA) to 320 local governments
- Provide annual review and comment on local GMA actions
- Provide direct technical assistance to cities and counties through local consultation
- Training and education to citizens, professional planners and local government officials through the “Short Course on Local Planning” and quarterly Planners’ Forums
- Sponsorship and administration of the Governor’s “Smart Communities Awards” program to recognize outstanding local planning efforts
- Provide assistance and monitoring for GMS grants

The GMS work program also provides support in eight (8) specific, functional areas:

1. Program Support and Administration
2. Managing Grants and Financial Assistance
3. Direct Assistance to Local Governments
4. General Assistance to Stakeholders
5. Public Outreach
6. Legislative Support
7. Intergovernmental Coordination
8. Special Projects

The recently published *Civilian-Military Land Use Study* falls in the Special Projects functional area. The study outlined three major Pathways to pursue, including 13 separate state-level legislative recommendations, some of which are included within this implementation and sustainability plan to be operationalized as agency-level program activities. While the tasks associated with implementing plan fall within the limitations of state agency authority, Commerce would require additional resources to effectively implement and sustain the key recommendations. Currently, within the GMS unit, four (4) personnel are directly involved in this project, and only two (2), the Program Manager and Program Assistant, are directly involved on a daily basis. It is imperative that long-term implementation takes place within the GMS unit in order to provide consistency to stakeholders and maintain access to GMS expertise. GMS requires additional personnel and funding to facilitate civilian-military land use compatibility throughout the state. This, in turn, will ultimately protect state interests in the \$12.6 billion of economic impact that the military installations contribute to the state’s economy on an annual basis.

A listing of the key positions within the Department of Commerce’s GMS unit and the OEDC that are directly involved with military land use compatibility are outlined below, in order of direct involvement:

- **Program Manager:** Associate Planner (Commerce Specialist 2), GMS. The Program Manager is the administrator for program contracts, activities, and deliverables. The Program Manager develops technical resources, coordinates outreach, and serves as representative or speaker at stakeholder events for civilian-military land use topics. This position is assigned to the program full-time (100% full-time equivalent/FTE).
- **Program Assistant:** Commerce Specialist 1, GMS. The Program Assistant coordinates program communications, contributes to research and original content for program materials, and conducts stakeholder outreach in coordination with the Program Manager. This position is assigned to the program at 50% FTE.
- **Program Supervisor:** Eastern Regional Manager, GMS. The Program Supervisor, an expert on land use statutes, provides technical knowledge to the program, participates in outreach, and is an alternate spokesperson at panels or presentations to elected officials. This position is assigned to the program at 20% FTE.
- **Program Director:** Managing Director, GMS. The Program Director facilitates outreach to stakeholders involved in land use planning processes and serves as a spokesperson at discussion panels or presentations to elected officials. This position is assigned to the program at 10% FTE or less.
- **Strategic Advisor:** Military & Defense Sector Lead, OEDC. The Strategic Advisor leads non-technical stakeholder management, military relations, and political engagement efforts on behalf of the program. This position is assigned to the program at 10% FTE or less.

4.3 Resourcing: Implementing and sustaining the priority recommendations made in the *Civilian-Military Land Use Study* requires additional personnel and funding resources as described in this section. It is imperative that the current two (2) person team that provides day-to-day program management services be retained long-term. The current term of employment for these individuals is through calendar year 2017. Commerce can plan for and request funding to maintain the current program positions and ensure project viability. However, in order to fulfill both short and long-term implementation requirements, the current program management team will require supplemental support.

There is a need for additional personnel resources to ensure the timely and efficient implementation and sustainment of the study recommendations. The resource calculations for personnel to achieve the implementation and sustainment tasks average out to be 2.57 personnel through the remainder of CY 2017, and into CY 2018/2019. From a personnel standpoint, the GMS unit could implement three (3) plausible scenarios to accomplish some or all of the study recommendations:

4.3.1 Staffing Scenario 1: Limited-Level. Under this scenario, the GMS unit would retain the same level of personnel support it currently has with a possible increase in the classification of the Program Manager (i.e. from Commerce Specialist 2 to 3), while also maintaining the Program Assistant (PA) position at its current part-time Commerce Specialist 1 status. This scenario limits the program staff to focus strictly on developing a technical assistance guidebook that would be a resource for land use planning and a tool for cross-training GMS staff. The guidebook would facilitate GMS personnel’s ability to communicate with key partners and stakeholders in this

arena. This scenario is unlikely to provide GMS with the short-term capacity required to implement program objectives at a level that supports long-term sustainment.

4.3.2 Staffing Scenario 2: Minimum-Level. Under this scenario, the Program Manager would be retained with a possible classification increase as outlined in Scenario 1; however, the Program Assistant would also be considered for a classification increase from Commerce Specialist 1 to 2, as well as converting to full time employee (FTE) status, as opposed to the current part-time position. This increase in classification would be accompanied by an increase in duties and responsibilities, which could lead to the accomplishment of the next high-priority implementation goal involving the expansion of the mapping effort/tools addressed in the study. This scenario offers a modest capacity to collaborate with other state agencies and may require procuring outside contractor expertise in order to broaden outreach, and/or develop more comprehensive guidance materials and information tools. The expanded duties of the project team under this scenario would allow for increased involvement in several of the technical and critical outreach areas recommended for consideration. This scenario provides the minimum recommended level of support likely required to give the program greatest survivability, assuming Commerce transitions program staff from project (temporary) to permanent personnel within eighteen (18) months.

4.3.3 Staffing Scenario 3: Sustainment-Level. Under this scenario the GMS unit would retain the two (2) FTE positions outlined in Scenario 2. This scenario also proposes to add a part-time Commerce Specialist 1 position to handle administrative duties for the project team, and/or further incorporate civilian-military compatibility as a consideration within related specialty areas of land use planning commonly addressed by unit staff. While utilizing Commerce staff is important for building internal expertise and capacity, outside contractor services as outlined in scenario 2 would help attain the program’s goals for broadened outreach. This is the most favorable scenario for successful implementation of the plan. It would allow the project team to pursue the implementation of all the study recommendations without burdening GMS’ limited resources. Scenario 3 creates a program staffed with experts in the field and resources to help local jurisdictions achieve long-term compatible planning goals while maintaining close access to the land use planning expertise within GMS.

4.3.4 Cost Summary – The following approximate cost for each of the above staffing scenarios is based on a broad estimate of salary and benefits on an annual basis and are for discussion and planning purposes:

Staffing Scenarios: Cost Summary	
Scenario	Scenario Costs
1. Limited-level	\$145,000
2. Minimum-level	\$185,000
3. Sustainment-level	\$270,000

These estimates exclude personnel services, equipment, office facilities, and travel associated with program execution. The estimates also exclude the additional costs required to develop

written guidance materials and information tools that are based on robust stakeholder outreach. Outreach activities often require travel for in-person meetings, and staff participation at outside events. The cost of technical assistance materials and tools is also variable, depending upon the scope and breadth of guidance materials and level of sophistication required for online components. This plan does not account for these necessary costs, but recognizes there is a need for Commerce to continue examining options and resources for the Technical Assistance Package proposed in the plan.

5. Stakeholders and Communication

5.1 Overview: This implementation plan is intended to be a tool that Commerce uses in its effort to increase its technical assistance capacity for cities and counties planning within the state’s land use framework. Land use planning in Washington starts at the city and county levels with input and support from local constituents. The purpose of this section is to offer Commerce an independent perspective on its ongoing outreach. Understanding that Commerce has identified enhanced communications and more broadened outreach as one of its goals for addressing civilian-military land use, this section is a recommended baseline from which Commerce can continue to build its future stakeholder engagement. A successful communications strategy includes a vision that unites diverse entities to align and communicate what they will achieve together. To be effective, stakeholders require clear policy goals geared to legislative timelines and an organizing entity to continuously focus members’ collective impact using a communications plan. We recommend that the agency’s communications plan engage public officials and their local constituencies on compatibility issues and solutions.

Stakeholder engagement is central to understanding local issues, and assessing how Commerce can contribute to sound policy development and provision of relevant technical assistance to jurisdictions. Successful policy development and legislative action depends upon proactive outreach to consult, gather feedback and support from members of the public, constituent groups, business associations, military-community partnership organizations, public officials, and local/regional planning bodies.

5.2 Strategic Communication Strategy: It is proposed that Commerce continue to enhance its communication, based on identifying audiences, communication channels, and messaging. An effective communications strategy fosters open lines of communication between the agency, the public and stakeholders, promoting relevant and timely information exchange. Overall elements of a successful communication strategy include the target audience, specific goals for the campaign, and selecting the right team members to provide communication themes and messages.

Other key elements include specific and measurable goals, use of the Civilian Military Land Use Plan mission statement, resources, development of communication work plans, and evaluation. The communications plan should also outline how resources will be allocated, including staff time, budgets, computers, software, equipment, databases, in-house and contract services, volunteer help, assessment of staff time, in-house services and existing media technologies as necessary.

5.3 The Stakeholder Audience: In addition to the planning jurisdictions that Commerce serves, there are several major audiences with roles and interests in ongoing efforts to realize land use compatibility surrounding military installations and ranges. Some of the major audiences include, but are not limited to:

- The people of Washington State
- Media
- All elected state and local leaders, county officials, mayors, and their staff
- Jurisdictions planning in accordance with the GMA
- Local/regional planning and land management offices
- Key state cabinet officials, such as agency directors, the Adjutant General, Attorney General, and other state-level positions
- The Washington State National Guard and military base commanders of all services, including the US Coast Guard.
- Environmental groups and coalitions
- Economic development alliances and members of the business community
- Local military and defense community partnerships
- Planning associations for cities, counties, and other organizations
- Other regions or states seeking an effective model to promote compatible land use
- Other stakeholders as determined by Commerce

5.4 Key Stakeholder Groups: This section outlines general stakeholder categories, each of which should be further identified according to impacted and/or involved communities, organizations, governmental bodies, and other interest groups. These categories are not exclusive, but rather point to the relevance of Commerce’s ongoing effort to enhance communications on this important subject. These groups and others are essential for collaboration and support in order to effectively address civilian-military land use issues:

- Federal level governmental bodies, installations, agencies, departments
- State agencies, departments, and commissions
- Local jurisdictions and local/regional planning organizations
- Local partnership organizations and the general public

Native American tribes also play a significant role but are not listed under the term of “stakeholder.” Tribes have federally recognized treaty rights and Washington State has formal consultation processes and communications procedures to follow for tribal engagement.

5.4.1 Federal Agencies and Departments: We recognize that Commerce, as a state agency, does not have authority to change military mission requirements, but that decisions to expand, reduce, or otherwise alter military operations at an installation reside solely with the federal government. Consequently, we recommend that Commerce consider federal departments and agencies as vital external “partners” who make key decisions for the allocation of federal missions across the states – and the resources that go with them. For Washington State, they include:

Department of Defense (DOD)

Services: Army, Navy and Air Force (there are no Marine Corps facilities in Washington). At the national level, the Services will make recommendations to DOD and identify those installations that best support their missions.

Installations (Base Commanders and Staff): Service leadership and key decision makers at installations and sites within Washington State are responsible for executing their missions while communicating with and responding to local jurisdictions, the state and the public concerning land use compatibility opportunities and conflicts.

Department of Energy (DoE). The Hanford Site and its associated Pacific Northwest National Laboratory is a key national asset that controls a large area within the state. Although it is a DoE entity, its mission is closely defense-related.

Department of Homeland Security (Coast Guard). With a key homeland security mission along our shores, the Coast Guard is a key stakeholder. Like the DOD Services, it is a relevant stakeholder at both the national and the local, installation / site levels.

5.4.2 State Agencies and Departments: Commerce should turn to other agencies in its stakeholder communications and engagement plans for civilian-military land use issues. As shown in the following table, many state agencies have ongoing regulatory and partnering roles with the military. The implementation of this plan may occur earlier by facilitating interagency communications, increasing coordination and the alignment of funding and policy priorities. Some agencies also have commissions, advisory boards or caucuses whose members serve to communicate with the public and the legislature about state priorities. These agencies can be liaisons to their constituents and increase the overall outreach effectiveness as well as may generate additional support for the goals of this plan.

(See following table)

Agency responsibilities and collaborations:	Compatibility Topics			Partnerships with Military	
	LAND	WATER	AIR	ENCROACHMENT PARTNERSHIPS	MISSION SUPPORT PARTNERSHIP
	land management, public lands, wildlife, cultural and historic preservation, funding land conservation	public waterways, shorelines, water quality, fisheries, marine mammals	air space use, spectrum use, flight noise, wildlife-air strikes, air quality	agreements to solve compatible land uses with military	arrangements where the military's actions support the agency's mission
State Entities					
Department of Archaeology and Historic Preservation (DAHP)	•				
Department of Fish and Wildlife (DFW)	•	•	•	•	•
Department of Natural Resources (DNR)	•	•	•	•	•
Department of Health (DOH)		•	•		
Department of Veterans Affairs (DVA)	•				
Department of Ecology (ECY)		•	•		•
Washington State Department of Transportation (WSDOT)	•		•	•	
Washington State Parks and Recreation Commission (PARKS)	•	•	•	•	
Recreation and Conservation Office (RCO)	•	•		•	
State Conservation Commission (SCC)	•			•	

5.4.3 Jurisdictions and Planning Organizations: We recommend Commerce ensure that land use related policy proposals are developed through direct engagement with local jurisdictions as well as local/regional planning bodies that include, but are not limited to regional transportation organizations, and forums organized with the Association of Washington Cities (AWC) and the Washington State Association of Counties (WSAC). Jurisdictions, regional planning organizations, and planning associations have technical expertise specific to land use issues, including experience with the unique challenges faced by local communities that host military installations.

Commerce supports and works closely with local governments and understands that policies are most successful when local citizens, local governments and other implementation partners are involved in their development. Cities and counties lead local citizen outreach, land use decision-making and implementation of the Growth Management Act (GMA) and other land use regulations within their jurisdictions. Local jurisdictions maintain localized social, economic and long-range planning data as they engage in planning and development. It is at the city and county level where the interface between civilian communities and military installations exists. Local governments maintain working relationships with military installations operating within their

jurisdictional boundaries—often involving joint planning efforts to identify opportunities to mitigate or avoid land use conflicts. These relationships are the cornerstone of joint compatibility planning and implementation of compatibility policies through comprehensive plans and development regulations.

5.4.4 Local Partnership Organizations and the General Public: It is proposed that Commerce continue its effort to enhance communications by assessing and increasing its awareness of partnership organizations, economic alliances, businesses and business associations, land trusts, conservation groups, resident communities, and others involved in the civilian-military landscape. Resident communities and partnership entities have knowledge of land use impacts, opportunities, and concerns that characterize the landscape of civilian-military compatibility. Stakeholder engagement that includes these perspectives will help Commerce cultivate a more well-rounded understanding of compatibility issues as experienced locally.

In addition to direct engagement with specific groups or individuals, Public-Private Partnerships have great local reach and support from public officials, businesses and communities. Further, Commerce can be a partner in land use compatibility with actively engaged organizations like the South Sound Military and Community Partnership (SSMCP). Groups like SSMCP that are comprised of broad memberships—local government leadership or agencies, economic development alliances, service organizations—provide another important avenue by which to identify and communicate with various stakeholders. Ultimately, by increasing information sharing, unifying policy proposals and mobilizing other interest groups and their constituencies, all partners will have more influence to create a setting that is most conducive to minimizing land use conflicts.

We also propose that Commerce work with the Washington Military Alliance (WMA), as an umbrella organization that can convene local military and defense partnerships. We propose that Commerce work with the WMA and with its individual members to explore policy concepts, strategize resource and funding mechanisms, discuss concerns and share expertise in support of compatible planning. This recommended connection with partnership organizations is an important part of a larger, multifaceted communication strategy that augments the agency's ongoing and direct interactions with its stakeholders across the state. This list of individual stakeholders and groups is not an exclusive one, but rather a direction that can help Commerce be adaptive to the dynamic voices involved in civilian-military land use.

5.5 Channels for Public Engagement: As Commerce moves from planning to implementation, continued public engagement and dialogue will be critical to ensuring that program information remains contemporary and program goals can be sustained with stakeholder support. Engagement is a two-way process. It consists of communication of information by the agency with the public, and solicitation of feedback that can be analyzed for incorporation into programs and plans. We recommend Commerce conduct its outreach through two primary methods: direct engagement and engagement through stakeholder representatives.

As Commerce strategizes future outreach, it can consider various methods of reaching its audience. Commerce may benefit from organizing a team led by the its communications staff, in partnership with public affairs offices within other governmental departments and agencies (e.g. the PAO for the Washington National Guard, Navy Region Northwest). Commerce may also explore the feasibility of partnering for outreach with local groups, both governmental and non, that have interest and subject matter expertise in civilian-military land use. Outreach partners should be conversant with the recommendations of the original study and understand Commerce's intent for implementation and sustainment.

Commerce should employ social media strategies to raise plan awareness and the engagement of citizens in developing and implementing local land use compatibility plans. Social media plans should include outreach goals and measures that include numbers of blog posts read, Facebook likes, or retweets and event shares and invites that ultimately lead to active engagement via public participation in planning sessions, hearings and public comment periods.

5.5.1 Direct Public Engagement. Promoting collaborative development is a process between all stakeholders, each of which has valid interests. While Commerce typically works with the elected representatives of citizens such as the Legislature and with local officials, they can also work with local officials and planners to coordinate direct public engagement to ensure state agency officials understand the impacts of military-civilian compatibility as experienced by citizens in affected jurisdiction. Commerce can conduct listening sessions and/or to coincide with public meetings or publish information on specific aspects of civilian-military land use or its ongoing implementation efforts as a means of contributing to the conversation of compatible land use. Similar to how Commerce has sought public input on draft versions of program report and planning documents, Commerce can post future draft materials to seek comment. Commerce can also engage with the State Legislature, especially for draft legislation, where pre-session public hearings may provide the opportunity for feedback from the body that represents Washingtonians. Commerce may find effective opportunities to solicit public comment surrounding certain products or activities, such as:

- Structure and composition of Technical Assistance materials or programs
- Draft Legislation
- Potential funding strategies for compatibility projects
- Military Installation Participation in RTPOs
- Structure, composition and roles of a Military Advisory Council
- Structure and composition of the civilian military outreach program
- Consideration of mapping tools

The anticipated frequency for periodic updates for most groups is every six months, potentially in conjunction with civilian military outreach program semi-annual meetings. Comment periods for specific products or items will normally be 30 days. However, future stakeholder input can help Commerce identify the desired frequency of periodic status updates.

5.5.2 Representative Public Engagement. In combination with direct engagement with various stakeholder groups, partnership organizations represent some of the important avenues available to help Commerce connect with the needs and visions of their members. Organizations of stakeholders such as the Greater Spokane Incorporated (GSI)–Forward Fairchild committee, the WMA, Naval Air Station Whidbey Task Force (NASWTF), Pacific Northwest Defense Coalition (PNDC), Puget Sound Naval Bases Association (PSNBA), South Sound Military Communities Partnership (SSMCP) represent the voices of their constituents. These groups have historically been the most engaged with the previous program products that Commerce has produced on the topic of civilian-military land use, and remain interested in this issue.

5.6 Message Relevance and Adaptability: It is important to stay tuned to stakeholder needs, emerging issues, current best practices, legislation and funding environments in order to maintain program relevance. Just as the implementation needs of this plan will evolve over time, the specific issues relating to civilian-military compatibility will evolve as well. An effective communications strategy requires a clearly-stated purpose (mission) and mechanisms to measure outreach effectiveness over time. Commerce’s communications strategy and outreach personnel must adapt as necessary to maintain a timely and effective campaign. They should develop the messages to be delivered, the materials to be produced, with a written work plan. Having mapped out the target audiences, the communications team can best address each one in a tailored manner to convey the themes and messages of this plan and synchronize those to the period identified in the prioritization matrix.

5.6.1 Mission Statement and Purpose. As the civilian-military land use program moves into a new phase centered on implementation, Commerce has an opportunity to clarify the program’s mission statement. The stated purpose of the Civilian Military Land Use Plan is a cornerstone of the communications plan, driving the overall direction of media activities. Commerce can include this purpose/mission statement at the very beginning of the communications plan to reinforce the concept that media-related activities flow from the agency’s core vision and the program’s mission. Commerce’s media activities enhance its overall image, advance its agenda and engage the public. Communication plans and strategic plans can reflect the agency’s values in program mission statements and purposes.

5.6.2 Specific and Measurable Goals. No strategic communications plan is complete without a built-in evaluation component as a way to check accountability and make improvements over time. Major evaluation activities might include analyzing media content and monitoring certain developments, such as shifts in public opinion, policy changes, and improved governance capacity.

Some measurable objectives for a communications strategy can include a social media campaign to raise plan awareness, based on an established outreach goal—measuring success through the number of blog posts read, Facebook likes, or retweets. Another option is to create an overarching white paper that can reach the widest possible audience within 60 days of the publication of this implementation and sustainability plan. Subsequent communications can

pinpoint specific organizations and topics related to emerging best practices, or legislative activities.

Whatever set of outreach objectives Commerce adopts, it should base its efforts on a work plan that documents the agency's goals and associated activities for each major element of the implementation and sustainment plan, reviewing at least quarterly. Elements of a communications work plan should outline assignments and important tasks:

- Develop timelines, calendars of events and priorities. Recommendations for those priorities are in section 3.4 of this plan.
- Assign responsibilities to lead and support staff, giving each a list of specific tasks.
- Review progress and enforce or revise deadlines.
- The work plan should also include a crisis control plan; a plan in place to deal with possible negative stories in the media. It should include the identification of a crisis coordination team, a plan to ensure timely and appropriate responses to negative press and regular internal briefings about the procedures for implementing a damage control plan.

Measurable goals track progress and act as bellwethers for success in a communications strategy. Stated goals and clear pathways for action motivate people to participate in program implementation and sustainment. Clarity allows audiences to gain a better understanding of the agency's purpose and this program's important role in promoting a land use environment in which civilian-military compatibility is supported across Washington State.

Appendix A: Legislation and Budget Process Analysis

In Washington State, the legislative cycle is two (2) years long, and within that two (2) year cycle, there is a regular session that is 105 days long in the odd numbered years, and a 60-day session in the even numbered years. Additionally, extraordinary/special sessions can be called by the Governor, which can last no more than 30 days. Scheduling is particularly key to the implementation of the recommendations dealing with Legislative Activity and Funding. It becomes paramount in this process that all cutoff calendar dates are met, in both the Department's submission process, as well as the Legislature's process. Appendices A-1 and A-2 describe the key legislative and budget milestones for both 2018 (App A-1) and 2019 (App A-2)

Supporting analysis material includes:

Appendix A-1: 2018 Legislative and Budget Process

Appendix A-2: 2019 Legislative and Budget Process

Appendix A-3: Legislation Options Process

App A-1: 2018 Legislative and Budget Process

2018 Session Planner <i>dates are approximate</i>			
		Color Key: Policy Actions in Blue	
		Color Key: Budget Actions in Green	
Calendar	Commerce	Governor	Legislature
Jun-17	June-September: Assess legislative priorities.		Tentative special session
Jul-17	<p>Biennium Starts July</p> <p>Agency Request Legislation Process:</p> <ul style="list-style-type: none"> • draft legislation package and budget decision package requests; • secure review from AAG; • lead stakeholder engagement and feedback activities includes securing endorsements from advisory committees; coordinating with state and local government entities affected by proposal and outreach with legislators. 	<p>Agency Request Legislation Guidance</p> <p>Governor's Policy Office issues memo with instructions for 2018 Agency Request Legislation. (After 2017 legislative session ends.)</p>	<p>Legislature is out of session. During this period arrange presentations and field meetings to inform legislators, secure feedback and support for proposed legislative and budget packages.</p>
Aug-17	Prepare budget decision packages. Provide for agency request legislation that requires a budget request.	<p>Budget Request Guidance</p> <p>Office of Financial Management (OFM) issues instructions for 2018 supplemental budget requests.</p>	
Sep-17	Commerce submits: Agency request legislation package to Governor's Executive Policy Office.	Sept 21 Agency request legislation packages due to Governor's Executive Policy Office	
Oct-17	Commerce submits: 2018 supplemental budget request to OFM	<p>Early October OFM receives agency budget requests.</p> <p>Oct/Nov OFM drafts recommendations to the Governor on 2018 supplemental budget.</p>	
Nov-17	Respond to inquiries from OFM to complete the budget proposal process.	OFM drafts the Governor's budget recommendation to the Legislature that is consistent with executive policy priorities.	
Dec-17	Track and analyze Governor's budget proposal and policy priorities. Coordinate with legislators on pre-filing of bills.	<p>In early December OFM finalizes budget recommendations and by December 9, Governor's office announces 2018 supplemental budget proposal to Legislature.</p> <p>Governor's budget proposal announced to Legislature</p>	December 9 Legislators can pre-file legislation for introduction in next session.

Calendar	Commerce	Governor	Legislature
Regular Session Starts January			
Jan-18	Throughout session, coordinate with the Governor's Office to ensure alignment with the priorities issued via the Executive Policy Office and Office of Financial Management. Maintain communications with the legislative branch, other agencies and external stakeholders.	Governor's Office and Agency confirm alignment with policy and budget priorities before support for new legislative and budget proposals can be communicated to legislature. Respond to legislative hearings & requests for public testimony	Pre-filed bills to be read on first day of session. Feb. 15 cut-off date for bills to be introduced. Bills will be referred to appropriate committee and if necessary to fiscal committee.
Feb-18	Respond to the Legislature's inquiries regarding proposed legislation and budgets.	OFM reviews and approves fiscal notes before distributing them to the Legislature. Fiscal notes are not official until they are distributed by OFM to legislature. Fiscal Notes	Cut-off Dates Feb. 22 Policy Committee House of Origin Feb. 25 Fiscal Committee House of Origin Feb. 24 House of Origin Feb. 23 Policy Committee Opposite House Feb. 26 Fiscal Committee Opposite House
Mar-18	Engage in the following: <ul style="list-style-type: none"> Prepare fiscal notes before hearings; Track and analyze legislation and budgets; Offer public testimony; Inform stakeholders to prepare to testify; Communicate with the public. 	Bills that are delivered to the Governor more than five days before the Legislature adjourns have five days to be enacted.	Mar. 22 Opposite House Bills must have three readings in each house.
	Regular Session Ends March		
		If more time is needed, the Governor may call for a special session, and each special session may not last longer than 30 days.	Mar. 28 Last day allowed for regular session
Apr-18	Tentative Special Session	Bills that are delivered fewer than five days before the Legislature adjourns have 20 days to be enacted by the Governor.	Tentative Special Session

App A-2: 2019 Legislative and Budget Process

2019 Session Planner Dates are approximate		Color Key: Policy Actions in Blue	
		Color Key: Budget Actions in Green	
	Commerce	Governor	Legislature
May-18	<p>May-September: Assesses legislative priorities, including 2018 Session carryover bills and new agency request legislation to propose.</p>	<p>Governor's Policy Office issues memo on 2019 Agency Request Legislation instructions. (After 2018 legislative session ends.)</p>	
Jun-18	<p>Agency Request Legislation process:</p> <ul style="list-style-type: none"> • Draft legislation package and budget decision package requests; • Secure review from AAG; • Lead stakeholder engagement and feedback activities includes securing endorsements from advisory committees; coordinate with State & Local Government entities affected by proposal and outreach 	<p>Agency Request Legislation Guidance</p>	
Jul-18			<p>Legislature is out of session. During this period arrange presentations and field meetings to inform legislators, secure feedback and support for proposed legislative package.</p>
Aug-18	<p>Prepare Budget Decision Packages. Provide for agency request legislation that requires a budget request.</p>	<p>Budget Request Guidance</p> <p>Office of Financial Management (OFM) issues instructions for 2019-21 Biennium budget requests.</p>	
Sep-18	<p>Commerce submits Agency request legislation package to Governor's Executive Policy Office.</p>	<p>Sept Agency request legislation packages due to Governor's Executive Policy Office</p>	
Oct-18	<p>Commerce submits 2019-21 biennium budget request to OFM</p>	<p>Early October OFM receives agency budget requests.</p> <p>Oct/Nov OFM reviews and drafts recommendations to the Governor on 2019-21 budget.</p>	
Nov-18	<p>Respond to inquiries from OFM to complete the budget proposal process.</p>	<p>OFM drafts the Governor's budget recommendation to the Legislature that is consistent with executive policy priorities.</p>	
Dec-18	<p>Track and analyze Governor's budget proposal and policy priorities. Coordinate with legislators on pre-filing of bills.</p>	<p>In early December OFM finalizes budget recommendations and by December 15, Governor's office announces 2019-21 biennium budget proposal to Legislature.</p> <p>Governor's budget proposal announced to legislature</p>	<p>December 15 Legislators can pre-file legislation for introduction in next session.</p>

Calendar	Commerce	Governor	Legislature
Regular Session starts January 4			
Jan-19	Throughout session, coordinate with the Governor's Office to ensure alignment with the priorities issued via the Executive Policy Office and Office of Financial Management. Maintain communications with the legislative branch, other agencies and external stakeholders.	Before support for new legislative and budget proposals can be communicated to legislature, agency communicates with Governor's Office to confirm alignment with policy and budget priorities.	Pre-filed bills to be read on first day of session. Mar. 13 is the cut-off date for bills to be introduced Bills will be referred to appropriate committee and if necessary to fiscal committee.
Feb-19	Respond to the legislature's inquiries regarding proposed legislation and budgets.		
Mar-19	Engage in the following: <ul style="list-style-type: none"> Prepare fiscal notes before hearings; Track and analyze legislation and budgets; Offer public testimony; Inform stakeholders to prepare to testify; Communicate with the public. 	OFM reviews and approves fiscal notes before distributing them to the legislature. Fiscal notes are not official until they are redistributed by OFM to legislature.	Cutoff Dates Feb. 22 Policy Committee House of Origin Mar. 21 Fiscal Committee House of Origin Mar. 23 House of Origin
Apr-19		Bills that are delivered to the Governor more than five days before the legislature adjourns have five days to be enacted. If more time is needed, the Governor may call for a special session. Each special session may not last longer than 30 days.	Apr. 23 Policy Committee Opposite House Apr. 29 Fiscal Committee Opposite House Apr. 17 Opposite House Bills must have three readings in each house in order to pass the legislature.
Regular Session ends April 28			
May-19	Tentative Special Session	Tentative Special Session	Tentative Special Session
Jun-19	Tentative Special Session	Bills that are delivered fewer than five days before the legislature adjourns have 20 days to be enacted by the governor.	Tentative Special Session
Biennium starts July			

Appendix B: Goals, Objectives and Tasks – Prioritization & Screening Process

B.1 Goal Screening: Goal screening was accomplished by a Commerce leadership review of the entire range of recommendations in the Legislative Report (CMLUS Study). Some recommendations were removed from the scope in deference to the limited nature of state agency authority, capacity, and known priorities or feasibility considerations. In coordination with Commerce, TSG subsequently consolidated the recommendations into a set of Goals, Objectives and Tasks. This list evolved over time as coordination continued.

B.2 Goal Prioritization: TSG and Commerce coordinated to categorize goals and objectives according to these priority levels:

High (HIGH): Goal or objective must be achieved to implement a credible civilian-military land use program. The program is at risk of critical failure without achievement of this objective.

Medium (MED): Goal or objective should be achieved to significantly enhance the utility and effectiveness of the program. The program does not fail without this goal or objective, but pursuit of this item should not divide attention or resources from higher priorities

Low (LOW): Goal or objective will enhance the program, but should be pursued only if available resources allow.

Goal prioritization was iteratively vetted between The Spectrum Group and Commerce, and reviewed by stakeholders.

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