



# Washington State Military and Community Compatibility Strategy

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

May 2017



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## Acknowledgements

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## Executive Summary

**E.1.1 Purpose:** The purpose of this document is to recommend an implementation and sustainment plan for the Civilian-Military Land Use Study (CMLUS), December 2016, prepared for the Washington State Department of Commerce by The Spectrum Group (TSG). Since the submission of that study there has been a continuous dialogue between TSG and the Department of Commerce to further refine its findings and recommendations.

**E.1.2 Issue Summary:** Washington State supports our military bases and ranges through land use because they are vital for our national defense, emergency response, and security of trade routes, and contribute to our local and state economies. Military facilities also must consider civilian safety and local economies. “Compatibility” is a neutral term describing a fundamentally mutual relationship: military operations can impact civilian activities; civilian activities can impact military operations. Land use compatibility refers to both civilian and military activities that occur within a shared landscape where harmonious uses can be identified and supported. As the second major part of the overall study we submit this Plan with prioritized goals, objectives, and tasks to assist the State in clarifying how and when to best advance its vision for creating the most effective civilian-military compatible land use environment.

**E.1.3. Report Structure:** We have structured this implementation plan along three pathways: (1) Legislative Activity and Funding, (2) Enhanced Communication, and (3) Technical Assistance and Information. This Plan will help Commerce support compatible land use through multiple means, including include strategic internal decision-making, state legislative activities, policy coordination with the Office of the Governor, funding opportunities, and coordination with other partners. This then becomes a “Call to Action” to bring about cutting-edge civilian-military land use practices that can serve as a model for the nation.

The Plan structure addresses the planning context; implementation goals, objectives and task; a prioritization matrix, stakeholder roles; implementation support; implementation communication; and appendices. We call attention to the fundamental purpose of the plan in civilian-military land use, and reinforce the critical importance of the DOD mission in Washington State. We cite key contextual documents and processes such as the Legislative Options Pool, Amendments to the GMA Military Provision, and Appropriations for Community-Identified Compatibility Initiatives. We also address how this implementation effort is complementary to and reinforces similar national and State wide efforts. Finally we describe the overall approach for communication of intent and progress of the implementation plan to the public, and then describe the intended methods for solicitation of public input to the implementation plan during execution.

### **E.1.4. Goal, Objective and Task Summary:**

Implementation will be directed along three pathways through an interdependent and nested set of goals, objectives and tasks:

- Pathway 1: Legislative Activity and Funding

- Pathway 2: Enhanced Communication
- Pathway 3: Technical Assistance and Information

This Plan is an adaptive framework that includes a goal for each pathway, the multiple objectives associated with each goal, and the multiple tasks estimated in turn for each objective. Goals and Objectives are summarized in the table below; implementing tasks are included in Section 3 of the Plan.

|  |
|--|
| <b>GOAL: Timely Legislation / Adequate Funding</b>                                       |
| <b>OBJ I-A: Legislative Options</b>  |
| <b>OBJ I-B: Funding for Commerce Civilian-Military Outreach and Technical Assistance</b> |
| <b>OBJ I-C: Amendments to the GMA Military Provision</b>                                 |
| <b>OBJ I-D: Budget Prioritization for Compatibility Enhancing Initiatives</b>            |
| <b>OBJ I-E: Funding Strategies for Community-identified Compatibility Initiatives</b>    |
| <b>GOAL: Effective and Timely Stakeholder Engagement</b>                                 |
| <b>OBJ II-A: Advisory Body for Governor / Legislature</b>                                |
| <b>OBJ II-B: Civilian-Military Staff Outreach</b>  |
| <b>GOAL: Technical Assistance and Information Tools</b>                                  |
| <b>OBJ III-A: COM (GMS) Technical Assistance Package (TAP)</b>                           |
| <b>OBJ III-B: Compatibility Best Practices</b>   |
| <b>OBJ III-C: Mapping Tools</b>  |
| <b>OBJ III-D: Military Installation Inclusion in Regional Transportation Planning</b>    |

**E. 1.5 Report Methodology:** As with the baseline study of December 2016, the Plan was developed by the team at TSG in concert with key officials of the Department of Commerce and other officials of the state of Washington. It has banked on the considerable previous work that Washington State has done regarding development with military installations. We reviewed that previous work, performed additional research, and drafted a set of goals, objectives and tasks that we have shared with representatives from the Department of Commerce. With their input on those goals and objectives we completed additional research and analysis and drafted the report, providing for iterative comments from Commerce that has led to this final report.

## 1. Introduction

Issues associated with compatible land, air, and water use across the United States are the natural – and unavoidable -- result of competing political and economic systems at all levels of government. The State of Washington encounters those issues and 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 and historic commitment to stewardship of the environment and natural resources.

**1.1 The Mutuality Imperative:** A thriving military presence is essential to our state’s economic vitality. Land use decisions surrounding military bases and ranges can impact both civilian systems and activities, and the military’s ability to conduct defense operations safely and efficiently. Washington State supports our military bases and ranges through land use because they are vital for our national defense, emergency response, and security of trade routes, and contribute to our local and state economies. Military facilities also must consider civilian safety and local economies. “Compatibility” is a neutral term describing a fundamentally mutual relationship: military operations can impact civilian activities; civilian activities can impact military operations. Land use compatibility refers to both civilian and military activities that occur within a shared landscape where harmonious uses can be identified and supported.

**1.2 Strategic Relevance:** The strategic security environment is rapidly evolving and will continue to do so in ways highly relevant to the military capabilities assigned to Washington State. The national strategy increasingly focuses on the Pacific region, and climate change is increasing international competition in the Arctic regions. 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. With capabilities representative of all these domains, and geography available to simultaneously exercise them, the Washington State military presence is well positioned to train for these emerging operational approaches and respond to strategic requirements in the Pacific and Arctic. A more integrated approach to military operations, however, requires a more comprehensive view of the military presence across Washington State.

**1.3 Schedule:** The projected schedule for key tasks associated with development and vetting of this Implementation and Sustainment Plan is as shown in the table 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 OEA Grant Request              | September 15-September 30, 2017 |
| Deliver final Plan to OEA and Publish | December 31, 2017               |

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## 2. Planning Context

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

**2.2 Opportunities & Risks:** Washington State is home to several 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 2d largest employer in the State with 112,560 employees in 2013, represents \$13.1 billion in direct expenditures, is vital to the economy, and plays a very important role in all compatible use planning across this dynamic and rapidly expanding environment.<sup>1</sup> 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, and enhance the quality of the critical partnership between those local communities and military installations. Effective land use compatibility preserves civilian safety and quality of life by preventing the placement of people and facilities where they might experience adverse impacts and simultaneously degrade the military functionality of the installation. Collaborative inter-jurisdictional land use decisions surrounding military lands represent a source of opportunity for securing public health, safety, quality of life, natural areas protection, and economic wellbeing for civilian communities while supporting mission readiness. This mindset is a motivating source for promoting civilian-military land use compatibility.

**2.2.2 Risks:** Washington State recognizes that civilian land use decisions can promote mutual benefit, but can also result in cumulative limitations to a base's ability to fulfill its mission – which sets land use compatibility as a critical factor in a base's long-term operational capacity. A limitation to the operational capacity of a military base or range represents a limitation to the security, safety, and economic welfare of its residents. Accidents and noise from aircraft, artillery, or other sources represent potential public safety hazards for communities located within military operating areas. For this reason, a base may have to adjust its procedures for the sake of its civilian neighbors. In this way, base command is challenged to limit its volume and frequency of critical testing and training activities, without sacrificing its mission readiness.

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<sup>1</sup> <http://www.ncsl.org/research/military-and-veterans-affairs/military-s-impact-on-state-economies.aspx>.

In yet another illustration of the Mutuality Imperative (para 1.2), conflicts between civilian and military land uses can occur as the result of many different activities, posing safety concerns for the public and possibly placing a base's operational capacity at-risk. Conversely, the operations on a military base or within its influence area can affect civilian activities—underlining the importance of ongoing coordination between the military and civilian communities to ensure mutually-suitable land use decision-making. Absent adequate planning and management, progressively incompatible land use may exacerbate the risk that future national level federal cuts or Base Realignment and Closure legislation will make decisions detrimental to both the State and our national security.

The goal of the State's effort is to ensure that civilian land uses 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 of ensuring that military bases are not prevented from fulfilling their operating missions and training activities. Some common compatibility issues with adverse impacts to military missions include:

- a) Development pressures near the perimeter of military facilities and within military training routes (MTRs), airspace and marine corridors, or testing areas.
- b) Existing 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.
- e) 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:** Several tools provide opportunities to support compatible land use and address the mutual needs of Washington's communities and its military bases. These tools are already in place elsewhere and have demonstrated potential to promote compatible land use decisions. Some of the practices identified as beneficial for communities and bases in other states include:

- a) Establishing mechanisms for improved civilian-military communications.
- b) Fostering positive intergovernmental relations in the areas surrounding, and including military bases and their testing or training ranges.

- c) Procedures to ensure civilian-military collaboration to complete joint land use studies (JLUSs) and other compatibility plans.
- d) Comprehensive plans, zoning codes, and development regulations that provide for compatible development around military installations.
- e) Participation in technical assistance programs with agencies like the U.S. Department of Defense (DOD), including financial and planning assistance.
- f) Conservation partnerships.
- g) State growth and development policies that discourage or specifically aim to prevent encroachment.
- h) Investments in critical off-base infrastructure such as transportation projects facilitating ingress and egress to the base.
- i) State and local capital expenditure policies that promote compatible development.
- j) Avoiding individual land use decisions that may not appear to impede base operations, but gradually compromise critical base operations. A base's incremental accommodation to external development pressure of neighboring jurisdictions can challenge a base's long-term viability or cripple essential testing and training operations.

**2.3 Related Activities:** This Plan leverages both the Civilian-Military Land Use Study (CMLUS), from which this study's implementation and sustainability recommendations were developed, as well as the Washington State Military & Defense Sector Playbook, A Five Year Strategic Plan for the Washington Military Alliance. Commerce submitted these studies to the Governor and State Legislature in December 2016.

These are a culmination of several studies that have taken place in the State's military and defense sector over the past five (5) years, and have received key funding support from the Department of Defense's Office of Economic Adjustment (OEA). The reports' guidance and recommendations are aimed at ensuring 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, next to the State itself, 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.

The implementation of the priority recommendations made in this report will complement the actions that the State has taken in the past, and hopefully in the future, to ensure necessary policy and funding initiatives to facilitate land use compatibility. The changes made to the Growth Management Act (GMA) to incorporate 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 CMLUS legislative recommendations was introduced (House Bill 2111). HB 2111 ensures that development activities will not interfere with the installations' current or future mission requirements. The bill's intent is to clarify the law's applicability, ensure mandatory notification procedures with the military, as well as also ensuring the incorporation of significant Joint Land Use Study (JLUS) recommendations into county and city comprehensive plans. The bill was referred to the Environment Committee on February 24, 2017, and was reintroduced on April 24, 2017, at the beginning of the 2017 1<sup>st</sup> Special Session. Tracking of this legislation, and the development and submission of other legislative initiatives recommended in the study are being coordinated with the Department of Commerce's Legislative Director.

The continued efforts by the State are commendable and are also complementary to the recommendations made by the National Conference of State Legislatures (NCSL).<sup>2</sup> 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 report encourage the state to accomplish the following:

- Create Military Advisory Bodies
- Establish Commanders Councils
- Provide Funding and Financing Programs to enhance the value of military installations
  - Grant programs
  - 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 based through formal designation
- Ensure Land Conservation
  - 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

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

A review of these recommended activities reveals that the State has been very active in a number of the areas, albeit not all. The Compatible Military Land Use Study incorporated several of these ideas into the set of Study recommendations.

Another report from the Association of Defense Communities (ADC)<sup>3</sup>, highlights the involvement of several states in encroachment mitigation planning and funding, as well as other support areas including support for:

- Economic Impact / Strategic Planning Study
- 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
- Employment of a Lobbying Group
- Support for Military Family and Veteran Issues

#### 2.4 Planning to Date:

- 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.<sup>4</sup>
- Commerce produced a February 2016 study<sup>5</sup> 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 contracted with The Spectrum Group to review the current compatible use landscape, review previous planning efforts, and provide useful and actionable findings and recommendations.
- A Civilian-Military Land Use Study (CMLUS) was delivered to the State Legislature in December 2016.

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

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

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

- In the Spring of 2017, Commerce reviewed the Legislative Report for finding / recommendation prioritization and initial scoping into an Implementation and Sustainment Plan.

**2.5 Planning Methodology:** Commerce /TSG are currently translating 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 team designated actionable goals, objectives and tasks that could meet the intent of the Civilian-Military Compatible Land Use Study. Commerce currently seeks early stakeholder feedback to help prioritize *implementation goals to seek additional stakeholder input for a draft plan during a 30 day comment period in summer 2017.*<sup>6</sup>

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<sup>6</sup> Comment period may extend to 45 days. Intent is to close the comment period on or about 1 August 2017.

### 3. Implementation Goals, Objectives, & Tasks

Implementation will be directed along three pathways through an interdependent and nested set of *goals, objectives* and *tasks*:

- **Pathway 1: Legislative Activity and Funding**
- **Pathway 2: Enhanced Communication**
- **Pathway 3: Technical Assistance and Information**

The Plan is an adaptive framework that includes a *goal* for each pathway, the multiple *objectives* associated with each goal, and the multiple *tasks* estimated in turn for each objective. Each task will include an assigned office of primary responsibility (OPR), together with an estimate of the time and resources required to accomplish that task.

During the period of this Implementation and Sustainment Plan, emphasis will be on the development of processes and resources that can sustain the Washington State Civilian-Military Compatibility Land Use program for long-term success. During this time, program staff will work with permanent Growth Management Services (GMS) planners and others within Commerce to disseminate lessons-learned 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 be carried forward as agency expertise and statewide momentum in addressing the challenges of compatible land use. .

#### **3.1 Pathway I: Legislative Activity and Funding**

3.1.1 **Goal - Timely Legislation / Adequate Funding:** Legislation that is as clear and effective as possible, with timely and adequate funding that enables the State to address and resolve compatible use issues, emergencies, or other changes to military base requirements, contraction or expansion.

#### 3.1.2 **Objectives.**

- a) **Objective 1-A: Legislative Options.** This plan includes 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 source for proposing agency request legislation. The agency’s legislative process is inherently dependent on the internal priorities of proponent agencies and / or external opportunities that arise to submit legislation.

**Task I-A-1:** (COM; 3-4 QTR, 2017) Develop procedure for identification, internal (COM) prioritization, and condition setting for legislation options.

**Task I-A-2:** (COM; 2 QTR, 2018) Apply procedure (developed in Task I-A-1) to develop

initial pool of legislative options.

- b) Objective I-B: Funding for Commerce Civilian-Military Outreach and Technical Assistance Positions.** Additional dedicated staff will be necessary to monitor, adapt, and execute the Plan.<sup>7</sup> Initial funding will be pursued through the Office of Economic Assistance (OEA) for 2018; local match funding will be required out of the 2018 Supplemental Budget. The approach will be to demonstrate utility of the position in 2018 and generate support for the long term, sustained funding that will be required in the 2019 budget.

**Task I-B-1:** (COM; 1 QTR 2018) Designate a position in the Department of Commerce (GMS) specifically for military outreach and coordination: "Compatible Use Outreach Coordinator."

**Task I-B-2:** (COM; 2019) Fund Compatible Use Outreach Coordinator Position in 2019 Budget.

- c) Objective I-C: Amendments to the GMA Military Provision.** Amendments to the current Growth Management Act are necessary for improved compatible land use. Approach will be to keep working HB2111 to engage and secure support of key stakeholders such as the Washington Military Alliance, the Association of Washington Cities (AWC), and the Washington State Association of Counties (WSAC).<sup>8</sup>

**Task I-C-1:** (COM, 3-4 QTR 2017) Engage key stakeholder groups to generate support for HB2111. Key stakeholder groups include Washington Military Alliance (WMA), Assn of Washington Cities (AWC), Washington State Assn of Counties (WSAC), Washington Assn of County Officials (WACO), Futurewise, Washington Assn of Realtors and Association of Washington Cities (AWC).

**Task I-C-2:** (COM, 3-4 QTR 2017) Coordinate and conduct in-district meetings and focused discussions to secure stakeholder / local community input and support.

**Task I-C-3:** (COM, 1-2 QTR 2018) Introduce amendment and lead legislative process through committees and floor votes in both Houses.

**Task I-C-4:** (COM, 1-2 QTR 2018) Support legislative process by responding to Legislature's requests for fiscal notes & testimony.

**Task I-C-5:** (COM, 2 QTR 2018) Monitor / facilitate Legislature passage of amendment.

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<sup>7</sup> CMLUS 4.2.1

<sup>8</sup> CMLUS 4.17.1; 4.18; 4.19.1; 4.21.1

**d) Objective I-D: Budget Prioritization for Compatibility Enhancing Initiatives.** For state-funded programs, the Governor's Office and Office of Financial Management can prioritize the programmatic budget requests submitted by state agencies for activities and programs that address military compatibility or permitting issues. For federally-funded programs, be more strategic with the funding available by coordinating with and across local, state and federal agencies in WA to create ranking criteria for programs to offer additional points and credits for proposed projects that would also advance compatible use for the military.<sup>9</sup> Engaging the WMA in review boards for grants and other funding opportunities would facilitate this task. Conservation and environmental funds should be prioritized to projects that both accomplish protection of wildlife habitat, conservation of rural areas, etc. and ensure compatible development in Military Interest Areas (MIAs).<sup>10</sup>

**Task I-D-1:** (COM, 4-5 QTR 2017) Develop ranking criteria for Office of Financial Management (OFM) to communicate and include in decision packages for 2019-21 biennial budget.

**Task I-D-2:** (COM, 4 QTR 2017) Engage Governor's Office for Executive Order or other mechanism that establishes guidelines for the prioritization and alignment of available state and federal funding for compatible land use.

**Task I-D-3:** (OFM, 4 QTR 2017 – 3 QTR 2018) Issue & communicate budget request criteria to all agencies by Executive Order (or alternative mechanism) and OFM's 2019-21 budget instructions.

**Task I-D-4:** (COM, 4 QTR 2018) Commerce assists OFM to prioritize decision packages to include in recommendations for the Governor's proposed budget.

**e) Objective I-E: Funding Strategies for Community-identified Compatibility Initiatives.** Assist communities in promoting compatible use with their military installations, for use in purchasing properties and easements to avoid incompatible use, and especially as matching funds to leverage in obtaining Federal funds (such as REPI).<sup>11</sup>

**Task I-E-1:** (COM, 2-3 QTR 2018) Draft Budget Decision Packages.

**Task I-E-2:** (OFM, 3 QTR 2018) Approve for inclusion in budget.

**Task I-E-3:** (COM, 1-2 QTR 2019) Monitor / facilitate Legislature budget approval.

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<sup>9</sup> CMLUS 4.23

<sup>10</sup> CMLUS 4.24.1

<sup>11</sup> CMLUS 4.23.1

### 3.2 Pathway II: Enhanced Communication

3.2.1 **Goal: Effective and Timely Stakeholder Engagement.** Ensure a structured approach to improving civilian-military communications on compatible use planning and execution.

#### 3.2.2 Objectives.

- a) **Objective II-A: Advisory Body for Governor / Legislature.** Consider leveraging the significant number of former senior military officials and Defense experienced former Congressional members to create a **Military Advisory Council** to advise the Governor and Legislature on military base related issues, including compatible development.<sup>12</sup> They could also administer such grant and other programs to facilitate compatible planning with military installations as the State Legislature may appropriate. Such a body could provide expert advice to officials throughout the State on the key issues related to its military installations, and because of high level access, can ensure State senior leaders stay abreast of military base related issues.

**Task II-A-1:** (COM-GMS, 4 QTR 2017) Initiate discussion with WMA Executive Leadership /OEDC to identify how to implement this objective.

**Task II-A-2:** (COM, 1-2 QTR 2018) Recommend process to repeat and routinize the initial Washington Commander's Conference.

**Task II-A-3:** (Governor's Office, 3-4 QTR 2018) Establish process to repeat and routinize the initial Washington Commander's Conference.

- b) **Objective II-B: Civilian-Military Staff Outreach.** Facilitate civilian-military staff planner meetings through a civilian military outreach program to include Semi-annual meetings between planning staff leaders from the major military installations, their counterparts in adjoining communities, and appropriate State Department representatives hosted by either the Department of Commerce or the Washington Military Alliance (WMA).<sup>13</sup>

**Task II-B-1:** (COM-GMS, 4 QTR 2017) Internal Capacity Building: internal training and knowledge transfer to reinforce military coordination expertise within Commerce.

**Task II-B-2:** (COM-GMS, 1-2 QTR 2018) Designate an office of primary responsibility for the semi-annual planning meeting.

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<sup>12</sup> 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.

<sup>13</sup> CMLUS 4.2.1

**Task II-B-3:** (COM, 2-3 QTR 2018) Designate a Compatible Use Outreach Coordinator in the Department of Commerce's Growth Management Unit.

### 3.3 Pathway III: Technical Assistance and Information

**3.3.1 Goal: Technical Assistance and Information Tools.** 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.

#### 3.3.2 Objectives:

- a) **Objective III-A: COM (GMS) Technical Assistance Package.** Such a Technical Assistance Package would necessarily include would guidance for topics of light pollution, REPI/Sentinel Landscapes and conservation, federal grant procurement/management, and other compatibility issue areas.<sup>14</sup>

**Task III-A-1:** (COM, 4 QTR 2017) Estimate Scope, Man-Years and Price Tag of Technical Assistance Package (TAP).

**Task III-A-2:** (COM, 4 QTR 2017) Apply to OEA for 2018 funding.

**Task III-A-3:** (COM, 2-3 QTR 2018) Data gathering and draft guidebook materials on ...  
... Registry for Surveillance Devices,  
... Light Pollution,  
... REPI Sentinel Landscape Designations,  
... Federal Grant Procurement / Management

**Task III-A-4:** (COM, 3-4 QTR 2018-2019) Draft Supporting (Non-Guidebook Materials) ...  
... Model ordinances or case examples that have language local governments could adopt,  
... Checklists for various topics, or checklists for various types of local-level activities,  
... A webpage where the described materials would be posted in a sort of library of resources.

**Task III-A-5** (COM, 4 QTR 2018 – 4 QTR 2019) Vet Technical Assistance Program materials with stakeholders and publish. Include public review of draft, revision period, and internal review.

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<sup>14</sup> CMLUS 4.23.1

- b) **Objective III-B: Compatibility Best Practices.** Identify compatibility best practices across the US and communicate them to Washington state stakeholders.<sup>15</sup>

**Task III-B-1:** (COM, 1-2 QTR 2018) Survey compatibility best practices across the United States.

**Task III-B-2:** (COM, 3-4 QTR 2018) Select and adopt best practices as appropriate.

- c) **Objective III-C: Mapping Tools.** After assessing similar efforts, build a web-based, Statewide map that can selectively display layers of relevant information: installation sites by agency, training areas, exercise areas and restricted use zones and corridors in the air, sea, and land domain, linked to assigned restraints and compatibility concerns. Make available to land use compatibility stakeholders and the interested public.<sup>16</sup>

**Task III-C-1:** (COM-Research Services, 4 QTR 2017) Analyze in-house resources available to address this requirement.

**Task III-C-2:** (COM, 1 QTR 2018) Develop a draft Request for Proposal (RFP) for contractor development of objective system.

**Task III-C-3:** (COM, 3 QTR 2018) Evaluate response to draft RFP to refine RFP and estimate resource requirement.

**Task III-C-4:** (COM, 1-2 QTR 2019) RFP and Source Selection.

**Task III-C-5:** (COM, 3 QTR 2019 - 2 QTR 2020) System Development & Fielding.

- d) **Objective III-D: Military Installation Inclusion in Regional Transportation Planning.** Facilitate non-voting membership on Regional Transportation Planning Organizations (RTPOs) for major military bases (more than 3,000 authorized personnel), and designation of military bases as a category to be considered in growth management planning with parity among similar populated regional growth areas or major industrial areas. Also, modify executive board membership, to include major military bases (in excess of 3,000 authorized personnel) as non-voting members of their boards. If the non-legislative route is ineffective, this objective moves into the pool of legislative options.<sup>17</sup>

**Task III-D-1:** (COM / OEDC, 4 QTR 2017) Provide information (case studies & other research) to illustrate prior, similar efforts – to include headway gained in 2017 by leveraging Puget Sound Regional Council.

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<sup>15</sup> CMLUS 4.6.1

<sup>16</sup> CMLUS 4.1.1

<sup>17</sup> CMLUS 4.20.1

**Task III-D-2:** (COM, 1-4 QTR 2018) Follow Up with RTPOs to assess execution and identify lessons learned.

**3.4 Goals, Objectives and Tasks: Prioritization & Timing**

**See Table (Page 24)**

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| GOALS  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|--|---|---|------|---|---|------|---|---|---|--|--|-----|-----------|---------------------|---|
| OBJECTIVES   |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
| MILESTONES   |   |   |      |   |   |      |   |   |   |  |  | PRI | TASK LEAD | IMPLEMENTATION TASK |   |
| 17   |   |   | 2018 |   |   | 2019 |   |   |   |  |  |     |           |                     |   |
| QTR  |   |   | QTR  |   |   | QTR  |   |   |   |  |  |     |           |                     |   |
| 3  | 4 | 1 | 2    | 3 | 4 | 1    | 2 | 3 | 4 |  |  |     |           |                     |   |
| <b>GOAL: Timely Legislation / Adequate Funding</b>   |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
| <b>OBJ I-A: Legislative Options</b>  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-A-1: Develop procedure for developing legislative options   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-A-2: Apply procedure to develop initial set of legislative options to support in 2019 session           |
| <b>OBJ I-B: Funding for Commerce Civilian-Military Outreach and Technical Assistance Positions</b> |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-B-1: Designate position in COM-GMS specifically for military outreach and coordination                  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-B-2: Fund Compatible Use Outreach Coordinator Position  |
| <b>OBJ I-C: Amendments to the GMA Military Provision</b>   |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-C-1: Engage key stakeholder groups to generate support for HB2111                                       |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-C-2: Coordinate and conduct in-district meetings and focused discussions                                |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-C-3: Introduce amendment and lead legislative process through committees and floor votes (both          |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-C-4: Support legislative process by responding to Legislature's requests for fiscal notes & testimony   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-C-5: Monitor / facilitate Legislature passage of Amendment  |
| <b>OBJ I-D: Budget Prioritization for Compatibility Enhancing Initiatives</b>                      |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-D-1: Develop criteria for OFM to communicate / include in 2019-21 biennial budget decision packages     |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-D-2: Engage Governor's Office for guidelines for the prioritization and alignment                       |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | OFM                 | I-D-3: Communicate budget request criteria via guidelines / OFM's 2019-21 budget instructions             |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | I-D-4: Commerce assists OFM to prioritize decision packages for recommendations in Governor's budget      |
| <b>OBJ I-E: Funding Strategies for Community-identified Compatibility Initiatives</b>              |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | I-E-1: Draft Budget Decision Packages   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | OFM                 | I-E-2: Approve for inclusion in Budget  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | I-E-3: Monitor / facilitate Legislature Budget approval   |
| <b>GOAL: Effective and Timely Stakeholder Engagement</b>   |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
| <b>OBJ II-A: Advisory Body for Governor / Legislature</b>  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | GMS                 | II-A-1: Initiate discussion with WMA Executive Leadership / OEDC  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | II-A-2: Recommend process to repeat and routinize the initial Washington Commander's Conference           |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | GOV                 | II-A-3: Establish process to repeat and routinize the initial Washington Commander's Conference           |
| <b>OBJ II-B: Civilian-Military Staff Outreach</b>  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | GMS                 | II-B-1: Internal COM Capacity Building: training / knowledge transfer for military coordination expertise |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | II-B-2: Designate an office of primary responsibility for the semi-annual planning meeting                |
|  |   |   |      |   |   |      |   |   |   |  |  |     | HIGH      | COM                 | II-B-3: Designate a Compatible Use Outreach Coordinator in the COM Growth Management Division             |
| <b>GOAL: Technical Assistance and Information Tools</b>  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
| <b>OBJ III-A: COM (GMS) Technical Assistance Package (TAP)</b>                                     |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-A-1: Estimate Scope, Man-Years and Price Tag of TAP   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-A-2: Apply to OEA for 2018 funding  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-A-3: TAP Data-Gathering & Draft Guidebook Materials   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-A-4: Draft Supporting (Non-Guidebook Materials)   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-A-5: Vet TAP with Stakeholders and Publish  |
| <b>OBJ III-B: Compatibility Best Practices</b>   |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | LOW       | COM                 | III-B-1: Survey compatibility best practices  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | LOW       | COM                 | III-B-2: Select and adopt best practices as appropriate   |
| <b>OBJ III-C: Mapping Tools</b>  |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-C-1: Research Services: analyze in-house resources available to address this requirement              |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-C-2: Develop draft RFP for contractor development of objective system                                 |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-C-3: Estimate resource requirement  |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-C-4: RFP and Source Selection   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | MED       | COM                 | III-C-5: System Development & Fielding  |
| <b>OBJ III-D: Military Installation Inclusion in Regional Transportation Planning</b>              |   |   |      |   |   |      |   |   |   |  |  |     |           |                     |   |
|  |   |   |      |   |   |      |   |   |   |  |  |     | LOW       | COM                 | III-D-1: Together with OEDC, provide information to illustrate prior, similar efforts                     |
|  |   |   |      |   |   |      |   |   |   |  |  |     | LOW       | COM                 | III-D-2: Follow Up with RTPs to assess execution and identify lessons learned                             |

There is a continuous requirement to balance the limited resources available for Plan execution against the imperative to improve the State's civilian-military compatibility land use in a timely manner. It is problematic to forecast the exact date of the next BRAC round. Current estimates are that the FY2017 National Defense Authorization Act will contain language preventing another

BRAC for several more years, and project that the earliest possible BRAC round is likely to occur in 2021. This forecast is by no means a “reprieve.” The BRAC process is long and methodical, and typically leverages data with a two-year timeliness lag. State and local actions regarding military land use would typically be considered by a BRAC 2021 commission, if already adopted by 2019. This consideration informed much of the timeline estimation.<sup>18</sup>

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<sup>18</sup> Department of Commerce, “Washington State Military & Defense Playbook: A Five-Year Strategic Plan for the Washington Military Alliance,” TIP Strategies December 2016.

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## 4. Stakeholder Roles

**4.1 Overall Approach:** A successful stakeholder engagement strategy to change public policy 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. The communications plan is targeted to inform public officials and their local constituencies concerning the benefits of action or the anticipated adverse results of inaction towards achieving policy goals that can realize the shared vision.

Stakeholder engagement is a required element of any request from state agencies to the Governor to propose new legislation or an executive action. The Governor's policy office requires documentation of stakeholder work and position analysis for all proposals for agency request legislation and will reject proposals that lack stakeholder work. Proactive engagement to consult, gather feedback and support from constituent groups, business associations, public officials, federal and local government agencies and other state agencies that can be affected by proposed legislation is key to drafting proposals that can successfully advance to executive and legislative action.

**4.2 Key Stakeholder Groups:** The following five types of stakeholder groups are essential for collaboration and support in order to effectively address compatible military land use issues and represent the public and private sectors:

- Federal Departments and Agencies
- State Agencies
- Local Governments
- Military and Defense-related Businesses and Contractors
- Constituent Groups and Public-Private Partnerships

Native American tribes also play a significant role, but as tribes have a unique government-to-government relationship with Washington State. Tribes have federally recognized treaty rights and the state of Washington has formal consultation processes and communications procedures to follow for tribal engagement.

**4.2.1 Federal Departments and Agencies:** Federal Departments and Agencies are the key external "partners" who will make key decisions for the allocation of federal missions across the states – and the resources that go with them. For the State of Washington, they include:

**Department of Defense (DOD)**

**Services:** (Army, Navy, Air Force.) (There are no Marine Corps facilities in WA.) 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 installations and sites within the State of Washington are the State’s primary “window” to each Service’s leadership and key decision makers.

**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 of Washington. Although it is a DoE entity, its mission is closely defense-related.

**Department of Transportation (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.

**4.2.2 State Agencies:**

| 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 Agencies & Commissions                               |  |  |  |  |  |
| DAHP (Department of Archaeology and Historic Preservation) | •  |  |  |  |  |
| DFW (Department of Fish and Wildlife)                      | •  | •  | •  | •  | •  |
| DNR (Department of Natural Resources)                      | •  | •  | •  | •  | •  |
| DoH (Department of Health)                                 |  | •  |  |  |  |
| DVA (Department of Veterans Affairs)                       | •  |  |  |  |  |
| ECY (Department of Ecology)                                |  | •  | •  |  | •  |
| PARKS (Parks and Recreation Commission)                    | •  | •  | •  | •  |  |
| PSP (Puget Sound Partnership)                              | •  | •  |  | •  | •  |
| Recreation and Conservation Office                         | •  | •  |  | •  |  |
| State Conservation Commission                              | •  |  |  | •  |  |

Commerce should include other agencies in its stakeholder communications and engagement plans. As shown in table many state agencies have ongoing regulatory and partnering roles with the military. By facilitating interagency communications, increased coordination and the alignment of funding and policy priorities, this plan can be implemented sooner. Some of these

agencies also have commissions, advisory boards or caucuses whose members serve to communicate with the public and the legislature about agency priorities. These agencies can also be liaisons to their constituents and increase the overall numbers of supporters for this plan.

**4.2.3 Local Governments:** Local governments at the city and county levels lead land use decision-making and implementation of the Growth Management Act (GMA) within their jurisdictions. The Department of Commerce supports and works closely with local governments and especially their land use planning divisions. Proposed amendments to the GMA or other Commerce policies and budget proposals that have impacts at the local government level require stakeholder engagement before advancing to the legislature. These proposals also have a higher likelihood of passage when local public officials and their constituents are supportive of the measures. It is proposed that Commerce ensure that proposals are vetted with the Association of Washington Cities (AWC) and the Washington State Association of Counties (WSAC). Also, outreach strategies with the AWC and WSAC would benefit from inclusion of base commanders, Washington Military Alliance members and defense contractors who can convey messages concerning the benefits gained from proposals.

**4.2.4 Military and Defense-related Businesses and Contractors:** Defense contractors, suppliers and businesses that depend upon defense spending and military base operations are motivated to ensure that Washington continues to create the conditions that invite and sustain US Department of Defense (DOD) investments. Washington's military and defense-related businesses benefit directly from DOD spending which is vital to the state's economy. According to the Defense Spending by State Fiscal Year (FY) 2015 report compiled by the US Department of Defense, Office of Economic Adjustment, the agency spent \$12.6 billion in Washington in FY 2015 that was allocated between \$6.8 billion in contract awards and \$5.8 billion in payroll; this spending provided 2.9% of state GDP.<sup>19</sup>

Including defense contractors in Plan steps would bring economically powerful voices to this effort who benefit from DOD's investments installations in Washington and the state's ability to provide the infrastructure and support for these defense contractors. Many of these businesses' interests are also represented through business associations and partnerships that may also become engaged in supporting the CMLUS goals. This would create an opportunity to bring together and leverage the entire body of work that Commerce's sector leads and Growth Management Services are supporting.

**4.2.5 Constituent Groups and Public-Private Partnerships:** The Washington Military Alliance (WMA) has great reach and support from public officials, businesses and the public within communities where bases are situated or the local population receives economic benefits from military installations. It is proposed that the WMA be used as the backbone organization that

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<sup>19</sup> Defense Spending by State, FY2015, US Department of Defense, Office of Economic Adjustment, page 56. <http://oea.gov/sites/default/files/files-508/States/Washington.pdf>

works closely with the Department of Commerce to organize and align member-stakeholders around a shared agenda, communicate and share policy priorities among members and other communities, secure resources – funding, staffing and expertise – to continually advance and improve upon the shared vision, while measuring and monitoring progress.

It is recommended that Commerce work with the WMA in support of its stakeholder engagement strategy to be more effective at changing land-use policies on a statewide basis. This can be done by including supporters who can assist in addressing resolving community concerns about military training and testing or other impacts to the local economy, natural environment or quality of life and cultural practices. As an alliance of multiple stakeholder entities, WMA can include other interest groups by forming new partnerships with public and private entities that would also benefit from specific land-use policies and dedicated public resources. These new partners can assist Commerce and the WMA in drafting, vetting and communicating proposals to create win-win opportunities as well as provide awareness and feedback about potentially adverse policies or land-use decisions that are occurring in communities outside WMA's spheres of influence or awareness.

Ultimately, by increasing information sharing, unifying policy proposals and mobilizing other interest groups and their constituencies to engage with the WMA, all partners will have more influence and create an advantageous setting for the passage policies at both local and statewide government levels. In addition, by combining forces and working with communities in new geographies the WMA can address local concerns and target public officials whose support is critical and will determine the fate of policies needed to achieve the goals that lead to a compatible military land use vision in Washington.

Engagement with associations and councils that prioritize business interests and include members who derive income from defense spending would also help inform, advance and benefit this strategy. Such statewide associations include the Association of Washington Business through its Environmental Affairs Council and the Land Use and Transportation Committees. The Washington Business Alliance (WBA) includes members from the aerospace, maritime, construction, real estate and other relevant fields while including Commerce as a formal partner. WBA offers a forum for progressive policy research and communications that would be attuned to many of the land use planning policies proposed by the CMLUS via its Economy, Environment and Governance teams. In addition, Commerce should make use of the other entities that it has a track record of supporting that include the trade associations focused on economic development such as the Washington Economic Development Association through its Public Policy & Legislative Committee as well as the Associate Development Organizations. Each of these entities provide forums to inform their members about the relevance and importance of the military and defense sector to the state's economy and assist Commerce in developing and communicating the public policy and funding priorities required to implement the CMLUS recommendations.

### 4.3 Plan Goals, Objectives & Tasks with Key Stakeholders

| GOALS  |   |                                    |
|--|---|------------------------------------|
| OBJECTIVES   |   |                                    |
| TASK LEAD  | IMPLEMENTATION TASK   | KEY STAKEHOLDERS                   |
| <b>GOAL: Timely Legislation / Adequate Funding</b>   |   |                                    |
| <b>OBJ I-A: Legislative Options</b>  |   |                                    |
| COM  | I-A-1: Develop procedure for developing legislative options   | State Agencies, WMA                |
| COM  | I-A-2: Apply procedure to develop initial set of legislative options to support in 2019 session           | State Agencies, WMA                |
| <b>OBJ I-B: Funding for Commerce Civilian-Military Outreach and Technical Assistance Positions</b> |   |                                    |
| COM  | I-B-1: Designate position in COM-GMS specifically for military outreach and coordination                  | AWC                                |
| COM  | I-B-2: Fund Compatible Use Outreach Coordinator Position  |                                    |
| <b>OBJ I-C: Amendments to the GMA Military Provision</b>   |   |                                    |
| COM  | I-C-1: Engage key stakeholder groups to generate support for HB2111                                       | WMA, AWC, WSAC, WACO, WA Realtors, |
| COM  | I-C-2: Coordinate and conduct in-district meetings and focused discussions                                | Legislature                        |
| COM  | I-C-3: Introduce amendment and lead legislative process through committees and floor votes (both          | WMA, AWC, WSAC & Futurewise        |
| COM  | I-C-4: Support legislative process by responding to Legislature's requests for fiscal notes & testimony   | WMA, AWC, WSAC & Futurewise        |
| COM  | I-C-5: Monitor / facilitate Legislature passage of Amendment  | Legislature                        |
| <b>OBJ I-D: Budget Prioritization for Compatibility Enhancing Initiatives</b>                      |   |                                    |
| COM  | I-D-1: Develop criteria for OFM to communicate / include in 2019-21 biennial budget decision packages     | State Agencies                     |
| COM  | I-D-2: Engage Governor's Office for guidelines for the prioritization and alignment                       | WMA                                |
| OFM  | I-D-3: Communicate budget request criteria via guidelines / OFM's 2019-21 budget instructions             | State Agencies                     |
| COM  | I-D-4: Commerce assists OFM to prioritize decision packages for recommendations in Governor's budget      |                                    |
| <b>OBJ I-E: Funding Strategies for Community-identified Compatibility Initiatives</b>              |   |                                    |
| COM  | I-E-1: Draft Budget Decision Packages   | WMA                                |
| OFM  | I-E-2: Approve for inclusion in Budget  |                                    |
| COM  | I-E-3: Monitor / facilitate Legislature Budget approval   |                                    |
| <b>GOAL: Effective and Timely Stakeholder Engagement</b>   |   |                                    |
| <b>OBJ II-A: Advisory Body for Governor / Legislature</b>  |   |                                    |
| GMS  | II-A-1: Initiate discussion with WMA Executive Leadership / OEDC  | WMA                                |
| COM  | II-A-2: Recommend process to repeat and routinize the initial Washington Commander's Conference           | WMA, Dept. of Defense              |
| GOV  | II-A-3: Establish process to repeat and routinize the initial Washington Commander's Conference           | Dept. of Defense                   |
| <b>OBJ II-B: Civilian-Military Staff Outreach</b>  |   |                                    |
| GMS  | II-B-1: Internal COM Capacity Building: training / knowledge transfer for military coordination expertise |                                    |
| COM  | II-B-2: Designate an office of primary responsibility for the semi-annual planning meeting                |                                    |
| COM  | II-B-3: Designate a Compatible Use Outreach Coordinator in the COM Growth Management Division             |                                    |
| <b>GOAL: Technical Assistance and Information Tools</b>  |   |                                    |
| <b>OBJ III-A: COM (GMS) Technical Assistance Package (TAP)</b>                                     |   |                                    |
| COM  | III-A-1: Estimate Scope, Man-Years and Price Tag of TAP   |                                    |
| COM  | III-A-2: Apply to OEA for 2018 funding  |                                    |
| COM  | III-A-3: TAP Data-Gathering & Draft Guidebook Materials   | Local Government Planning Depts    |
| COM  | III-A-4: Draft Supporting (Non-Guidebook Materials)   |                                    |
| COM  | III-A-5: Vet TAP with Stakeholders and Publish  | Local Government Planning Depts    |
| <b>OBJ III-B: Compatibility Best Practices</b>   |   |                                    |
| COM  | III-B-1: Survey compatibility best practices  | Department of Defense              |
| COM  | III-B-2: Select and adopt best practices as appropriate   |                                    |
| <b>OBJ III-C: Mapping Tools</b>  |   |                                    |
| COM  | III-C-1: Research Services: analyze in-house resources available to address this requirement              |                                    |
| COM  | III-C-2: Develop draft RFP for contractor development of objective system                                 |                                    |
| COM  | III-C-3: Estimate resource requirement  |                                    |
| COM  | III-C-4: RFP and Source Selection   |                                    |
| COM  | III-C-5: System Development & Fielding  |                                    |
| <b>OBJ III-D: Military Installation Inclusion in Regional Transportation Planning</b>              |   |                                    |
| COM  | III-D-1: Together with OEDC, provide information to illustrate prior, similar efforts                     | WMA, WAC, WSAC, PSRC               |
| COM  | III-D-2: Follow Up with RTPOs to assess execution and identify lessons learned                            |                                    |

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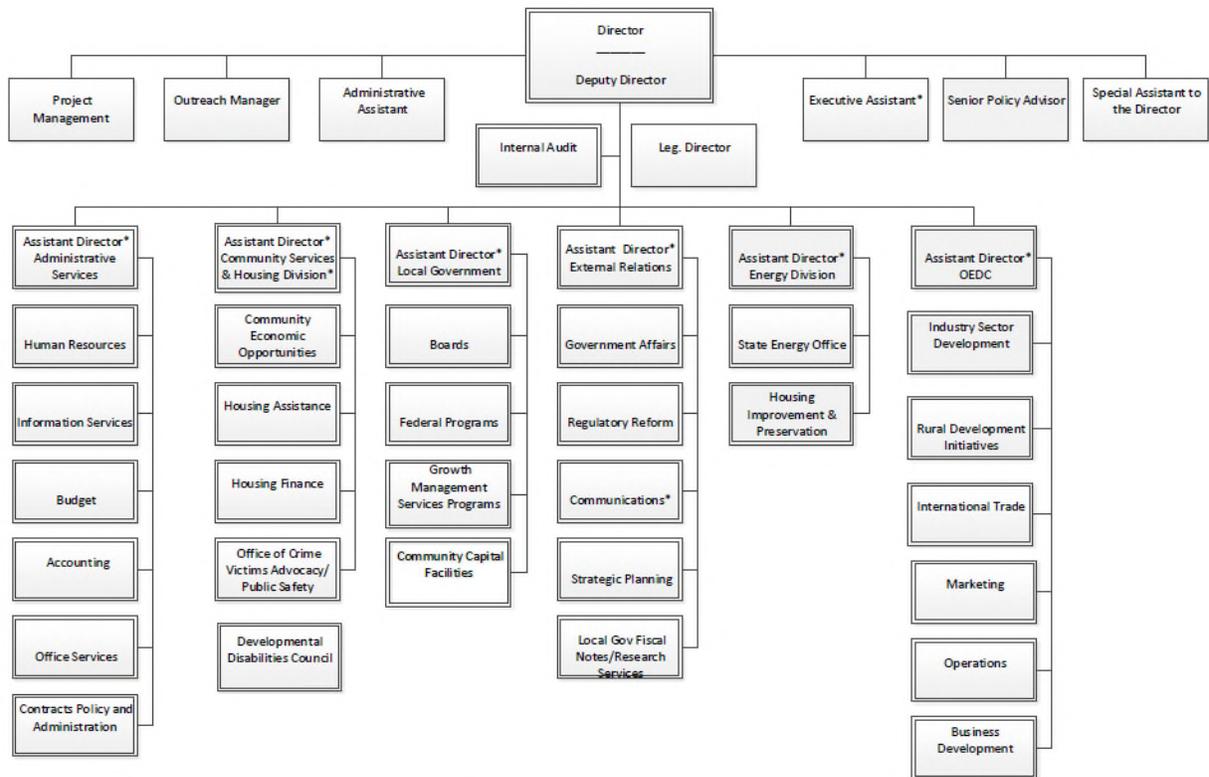
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## 5. Implementation Support

In determining implementation support required, within the Department of Commerce, to plan and execute the prioritized, report recommendations contained within the Civilian-Military Land Use Study, December 2016, TSG has thoroughly reviewed the agency’s organization and management responsibilities. This review provided a baseline to determine whether additional resources (i.e. staffing, funding, etc.) would be required to implement this Plan.

**5.1 Management Organization:** The Department of Commerce’s organizational structure is depicted in the organizational chart in Figure x.

### Washington Department of Commerce Organizational Structure



Washington State Department of Commerce  
Organizational Structure  
April 2017

\* Member of Agency Executive Team

Within the agency’s six major Divisions, the two (2) Divisions that have responsibility for civilian-military land use compatibility are the Local Government Division (LGD) and the Office of Economic Development and Competitiveness (OEDC). Primary responsibility for land use compatibility falls within the LGD, and specifically within its Growth Management Services (GMS) unit. The Growth Management Services (GMS) unit is currently staffed with 20 personnel to assist and guide local governments, state agencies, and others to manage growth and development, consistent with the Growth Management Act (GMA).

Within the OEDC, the Military & Defense Sector Lead has the primary responsibility for coordination of land use compatibility issues with the LGD, as well as serving as the agency's primary contact with the Washington Military Alliance (WMA). The WMA consists of a coalition of military and defense related stakeholder organizations serving as an umbrella organization for the three main component sectors representing industry, community support partnerships, and infrastructure support. The WMA serves a primary role as a policy advisor to the Governor, other State agencies, the Legislature, and others in support of the military and defense sector in Washington.

**5.2 Management Responsibilities:** The current services provided by the GMS unit to the citizens of the State of Washington 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 off-site, local consultation at town, city and county agencies and forums.
- 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 can be further defined by the eight (8) specific, functional areas of support that are listed below:

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, December 2016, falls in the Special Projects functional area, and has outlined three major Pathways to pursue which included 14 separate recommendations previously described in Section 4.1. Pursuit of these recommendations are compatible with the responsibilities assigned to the GMS unit (i.e. professional technical support, support of GMA actions, local consultation, training and education, support and recognition of local planning efforts, legislative support, etc.); however, it's readily apparent that additional resources within the unit would be required to effectively implement and sustain the key recommendations. Currently, within the GMS unit, four (4) personnel are directly involved in the project, and only two (2), the Project Manager and Project Assistant, are totally involved on a day-to-day basis. Ensuring that adequate personnel and

funding are assigned to the GMS unit to promote the implementation and sustainment of the recommendations, will greatly facilitate civilian-military land use compatibility throughout the State. This, in turn, will ultimately protect the \$13.2B 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:

- **Program Strategic Advisor:** Military & Defense Sector Lead, OEDC
- **Program Director:** GMS Managing Director
- **Program Supervisor:** GMS Eastern Regional Manager
- **Program Manager:** GMS Associate Planner (Commerce Specialist 2)
- **Program Assistant:** GMS Commerce Specialist 1

A description of the position and duties of the four (4) key project participants from the GMS unit are included in Appendix x.

**5.3 Resourcing:** To implement and sustain the priority recommendations made in the Civilian-Military Land Use Study, December 2016, additional personnel and funding resources will be required as outlined and detailed in this Section. Initially, it should be stated that it is imperative that the current two (2) person team that has provided day-to-day program management services, up to this point in the project, need to be retained for the long-term. It is understood that the current term of employment for these individuals is through Calendar Year 2017. Since the project has short and long-term recommendations for implementation, and definitely a long-term requirement for sustainability, it would behoove Commerce to plan for and request funding to maintain, as a minimum, the Project and Program positions outlined in Section 5.2 above in order to ensure project viability. Additionally, serious consideration should be given to supplement the two (2) person program management team as their day-to-day duties and responsibilities will incrementally grow in the implementation and sustainability phases of the project.

The following chart (page 34) depicts the Plan goals, objectives and tasks outlined in section 3 and estimates the associated resource requirements.

| GOALS  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
|--|-----------|---|-------------------|-------|-------|-------|-------|-------|-------|-------|-------|-----|-------|--|
| OBJECTIVES   |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| PRI  | TASK LEAD | IMPLEMENTATION TASK   | RESOURCE ESTIMATE |       |       |       |       |       |       |       |       |     |       |  |
|  |           |   | 2017              |       |       | 2018  |       |       | 2019  |       |       | \$K |       |  |
|  |           |   | QTR 3             | QTR 4 | QTR 1 | QTR 2 | QTR 3 | QTR 4 | QTR 1 | QTR 2 | QTR 3 |     | QTR 4 |  |
| <b>GOAL: Timely Legislation / Adequate Funding</b>   |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| <b>OBJ I-A: Legislative Options</b>  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-A-1: Develop procedure for developing legislative options   | 2                 | 1     |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-A-2: Apply procedure to develop initial set of legislative options to support in 2019 session           | 0.2               | 0     | 0     |       |       |       |       |       |       |     |       |  |
| <b>OBJ I-B: Funding for Commerce Civilian-Military Outreach and Technical Assistance Positions</b> |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-B-1: Designate position in COM-GMS specifically for military outreach and coordination                  |                   |       | 0     |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-B-2: Fund Compatible Use Outreach Coordinator Position  |                   |       |       |       |       | 1     | 1     | 1     | 0.6   |     | 65    |  |
| <b>OBJ I-C: Amendments to the GMA Military Provision</b>   |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-C-1: Engage key stakeholder groups to generate support for HB2111                                       | 0                 | 0     |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-C-2: Coordinate and conduct in-district meetings and focused discussions                                | 0                 | 0     |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-C-3: Introduce amendment and lead legislative process through committees and floor votes (both          |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-C-4: Support legislative process by responding to Legislature's requests for fiscal notes & testimony   |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-C-5: Monitor / facilitate Legislature passage of Amendment  |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| <b>OBJ I-D: Budget Prioritization for Compatibility Enhancing Initiatives</b>                      |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-D-1: Develop criteria for OFM to communicate / include in 2019-21 biennial budget decision packages     | 1                 | 1     |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-D-2: Engage Governor's Office for guidelines for the prioritization and alignment                       | 0                 | 0     | 0     | 0     |       |       |       |       |       |     |       |  |
| HIGH   | OFM       | I-D-3: Communiicate budget request criteria via guidelines / OFM's 2019-21 budget instructions            | 0                 | 1     | 1     | 1     |       |       |       |       |       |     |       |  |
| HIGH   | COM       | I-D-4: Commerce assists OFM to prioritize decision packages for recommendations in Governor's budget      |                   |       | 0     | 0     | 0     |       |       |       |       |     |       |  |
| <b>OBJ I-E: Funding Strategies for Community-identified Compatibility Initiatives</b>              |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | I-E-1: Draft Budget Decision Packages   |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| MED  | OFM       | I-E-2: Approve for inclusion in Budget  |                   |       | 0     |       |       |       |       |       |       |     |       |  |
| MED  | COM       | I-E-3: Monitor / facilitate Legislature Budget approval   |                   |       |       |       |       | 0     | 0     | 0     | 0     |     |       |  |
| <b>GOAL: Effective and Timely Stakeholder Engagement</b>   |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| <b>OBJ II-A: Advisory Body for Governor / Legislature</b>  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| MED  | GMS       | II-A-1: Initiate discussion with WMA Executive Leadership / OEDC  | 0                 |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | II-A-2: Recommend process to repeat and routinize the initial Washington Commander's Conference           |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| MED  | GOV       | II-A-3: Establish process to repeat and routinize the initial Washington Commander's Conference           |                   |       |       | 0     | 0     |       |       |       |       |     |       |  |
| <b>OBJ II-B: Civilian-Military Staff Outreach</b>  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | GMS       | II-B-1: Internal COM Capacity Building: training / knowledge transfer for military coordination expertise | 0                 |       |       |       |       |       |       |       |       |     |       |  |
| HIGH   | COM       | II-B-2: Designate an office of primary responsibility for the semi-annual planning meeting                |                   |       | 0     | 0     |       |       |       |       |       |     |       |  |
| HIGH   | COM       | II-B-3: Designate a Compatible Use Outreach Coordinator in the COM Growth Management Division             |                   |       |       | 0     | 0     |       |       |       |       |     |       |  |
| <b>GOAL: Technical Assistance and Information Tools</b>  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| <b>OBJ III-A: COM (GMS) Technical Assistance Package (TAP)</b>                                     |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | III-A-1: Estimate Scope, Man-Years and Price Tag of TAP   | 0                 |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | III-A-2: Apply to OEA for 2018 funding  |                   |       | 0     |       |       |       |       |       |       |     |       |  |
| MED  | COM       | III-A-3: TAP Data-Gathering & Draft Guidebook Materials   |                   |       |       | 0     | 0     |       |       |       |       |     | 20    |  |
| MED  | COM       | III-A-4: Draft Supporting (Non-Guidebook Materials)   |                   |       |       |       | 0     | 0     |       |       |       |     |       |  |
| MED  | COM       | III-A-5: Vet TAP with Stakeholders and Publish  |                   |       |       |       |       | 1     | 1     | 1     | 1     | 1   |       |  |
| <b>OBJ III-B: Compatibility Best Practices</b>   |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| LOW  | COM       | III-B-1: Survey compatibility best practices  |                   |       | 0     | 0     |       |       |       |       |       |     | 5     |  |
| LOW  | COM       | III-B-2: Select and adopt best practices as appropriate   |                   |       |       |       | 0     | 0     |       |       |       |     |       |  |
| <b>OBJ III-C: Mapping Tools</b>  |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | III-C-1: Research Services: analyze in-house resources available to address this requirement              | 0                 |       |       |       |       |       |       |       |       |     |       |  |
| MED  | COM       | III-C-2: Develop draft RFP for contractor development of objective system                                 |                   |       | 0     |       |       |       |       |       |       |     | 15    |  |
| MED  | COM       | III-C-3: Estimate resource requirement  |                   |       |       | 0     |       |       |       |       |       |     |       |  |
| MED  | COM       | III-C-4: RFP and Source Selection   |                   |       |       |       |       | 1     | 1     |       |       |     | 65    |  |
| MED  | COM       | III-C-5: System Development & Fielding  |                   |       |       |       |       |       |       | 1     | 1     |     |       |  |
| <b>OBJ III-D: Military Installation Inclusion in Regional Transportation Planning</b>              |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |
| LOW  | COM       | III-D-1: Together with OEDC, provide information to illustrate prior, similar efforts                     | 0                 |       |       |       |       |       |       |       |       |     |       |  |
| LOW  | COM       | III-D-2: Follow Up with RTPOs to assess execution and identify lessons learned                            |                   |       | 0     | 0     | 0     | 0     |       |       |       |     |       |  |
| <b>TOTALS: 1.1 3.4 3.7 3.6 3.7 2.3 2.2 2.2 2.2 1.3 \$170</b>                                       |           |   |                   |       |       |       |       |       |       |       |       |     |       |  |

Clearly 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:

**Scenario 1** – 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 position at its current part-time Commerce Specialist 1 status. This scenario would require the program staff to focus largely on developing a military land use compatibility guidebook that would be used to cross-train all GMS staff in this critical area to facilitate their ability to effectively communicate with all key partners and stakeholders in this arena. This scenario is not optimal in providing GMS with the ability to efficiently and effectively implement and sustain the program.

**Scenario 2** – 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 reverting to a 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 effort may involve collaboration with other state agencies and/or could require securing outside contractor expertise in order to secure a state-of-the-art mapping system. The expanded duties of the project team under this scenario would allow for increased involvement in several of the technical and outreach areas recommended for consideration.

**Scenario 3** – Under this scenario, which would be considered the most favorable, the GMS unit would retain the two (2) FTE positions outlined in Scenario 2, as well as adding a part-time Commerce Specialist 1 position to handle administrative duties for the project team. This would allow the project team to pursue the implementation of all the study recommendations. This scenario would also ensure the long-term sustainability of the program.

Including the additional personnel requirements outlined above, supplementary funding would be required to support the following:

- Addition of the Commerce Specialist 3 position: Approximately **\$65,000** per year.
- Technical Assistance Package (Guidebooks, Best Practices Tracking System, and Mapping Tool): Approximately **\$105,000**
  - Guidebooks & Tracking System: **\$25,000**
  - Mapping Tool: **\$80,000**
- Contract Consultant Services: Approximately **\$300,000**

**5.4 Reporting:** To ensure continued updates on the implementation and the sustainment of this key compatible land use program, it will also be incumbent on the GMS unit's Program Management Team, with support from the LGD, as well as other outreach and communications components within the Department of Commerce, to keep all participating stakeholders

informed of impending actions and requirements. This can be accomplished in a number of ways which are outlined in detail in Section 6. Implementation Communications.

As Sections 4 & 6 point out, there are a number of key stakeholders that have a role in effecting land use compatibility. The five (5) key stakeholder groups outlined in Section 4 that would definitely require periodic and detailed updates would include the following:

- Applicable State Federal Departments and Agencies
- Applicable State Agencies
- Local Governments
- Military and Defense-related Businesses and Contractors
- Constituent Groups and Public-Private Partnerships

Section 6 outlines the key elements of a strategic communications strategy which will ensure ongoing updates, as well as appropriate participation by the relevant stakeholders.

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## 6. Implementation Communication

**6.1. Strategic Communication Strategy:** Overall elements of a successful Department of Commerce Plan communication strategy include the target audience, specific goals for the campaign, and selecting the right team members to provide communications themes and messages. Other key elements include specific and measurable goals, use of the Civilian Military Land Use Plan mission statement, resources, development of communications work plans, and evaluation.

**6.1.1 Target Audience.** There are several major audiences for the Commerce Plan. They include elected officials, the people the state of Washington, military and civilian leaders across the state, other stakeholders, and similar organizations across the Western region. Here are some of the major audiences:

- The People of the State of Washington
- The Governor and his staff
- Key State Cabinet officials, for example the Department of Economic Development, The Department of Transportation, and the Department of Education, the Attorney General, and the Adjutant General.
- The Washington State Legislature
- The Washington State National Guard
- The military base commanders of all services including the US Coast Guard.
- All elected state and local leaders, mayors, local land use and environmental planning staffs
- Principal environmental group leaders
- The media
- Washington Military Alliance
- Association of Washington Cities (AWC)
- Washington Economic Development Association
- Washington State Association of Counties (WSAC)
- Other stakeholders as determined by Commerce
- Major in-state corporations affected by land use policies
- Other regional states that are looking for an effective compatible land use template

**6.1.2 Sources.** To better understand and motivate these audiences it is useful to review the following sources:

- Media coverage. Relevant and readable data can be effective in outreach to the media. Most media use “factoids” to help their audiences put stories in perspective. A good communications plan should collect data on the goals, objectives and tasks of the I&S Plan in formats that can answer the “who, what, when, where, why and how.”
- Public opinion in the State of Washington on Civilian-Military Land Use Plan issues.

- Research on Civilian-Military Land Use issues done by universities, public interest groups, and private sector companies.

**6.1.3 Specific and Measurable Goals.** Goal setting that is measurable allows you to track your progress and creates a bellwether for success in a communications strategy. Clearly defined goals motivate people to take action to support the implementation and sustainment of the Plan. That clarity allows audiences to better understand the plan's purpose, and can positively align their organizations with the plan's required tasks. Goals can also change attitudes among people in target audiences. Goals help your audiences to navigate the plan over time. Some goals for this communications campaign can include:

- Create a communications strategy cell within Commerce led by its Director of Communications in partnership with the State of Washington Office of Public Affairs and with all other Cabinet- level Public Affairs offices (e.g. the PAO for the Washington National Guard). The team should be conversant with the recommendations of the original study and understand Commerce intent for implementation and sustainment. The team needs to be able to adapt as necessary and to keep the communications campaign strategy on schedule. They should craft the messages to be delivered, the materials to be produced, and 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 the I&S Plan and sync those to the time frame identified in the prioritization matrix.
- Employ social media to raise Plan awareness. Aim for example to reach X,000 impressions within 30 days. You can measure success through the number of blog posts read, Facebook likes, or retweets.
- Craft an overarching white paper that can reach the widest possible audience within 60 days of the approval of the Plan. Subsequent communications pinpoint specific organizations and shareholders timed to achieve change in policy through legislation, Executive Orders, or Cabinet level directive in accordance with the timelines recommended in Chapters 2 and 3 of this plan.

**6.1.4 Mission Statement / Purpose.** The stated purpose of the Civilian Military Land Use Plan is a cornerstone of the communications plan, driving the overall direction of media activities. The Department of Commerce can include this purpose/mission statement at the very beginning of the communications plan reinforcing the concept that that media-related activities flow from the core mission, not just from its communications department. Communications activity is not an end in itself but should serve and be aligned with Commerce planning objectives. Commerce media activities enhance its overall image, advance its agenda and influence public will. The agency's values should be reflected in all that it does, including communications goals and strategic plans.

**6.1.5 Resources.** The communications plan should spell out 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.

**6.1.6 Development of a Work Plan.** Commerce should develop work plans for each major element of the I&S Plan and review overall plans at least quarterly. Elements of a communications work plan should spell out assignments and important tasks:

- Develop timelines, calendars of events and priorities. We recommend those priorities 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. This plan 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.

**6.1.7 Evaluation.** 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.

**6.2 Public Engagement:** The drafting of the Plan had considerable public input during its development during the summer of 2017, in which public comment was solicited and incorporated where appropriate. Additionally, the Legislative Plan, on which the Plan was based, had considerable input as well from a public comment period during its development. However, plans are only static until they begin to be executed. As conditions change, progress is made, and new information is revealed, we expect this Plan will be dynamic and adjusted throughout the course of execution. Therefore, continued public engagement and dialogue is necessary to ensure the plan remains contemporary and sustains its support.

Engagement is a two-way process. It consists of communication of information by the Department of Commerce with the public, and solicitation of feedback, which is then considered and when appropriate, incorporated into programs and plans. Public engagement will be through two methods: direct engagement and engagement through representatives in stakeholder organizations.

**6.2.1 Direct Public Engagement.** Like the enormous amount of study and work that has been done previously, this Plan will be posted on the Department of Commerce web site. It will have a general invitation for comment to Commerce by the public. Additionally, during execution, information on specific aspects of implementation will also be published on the web site with an invitation to comment by the general public as well, similar to the Plan and other projects.

**6.2.2 Representative Public Engagement.** The principle method of public engagement will be through the key stakeholder organizations that represent people most affected by military-civilian compatible use planning and execution. It is through these organizations that most public comment will be solicited for specific steps in the Plan. It is also these groups that have historically been most interested and provided comment to previous products that have been distributed for public comment.

Section 4 identifies the various stakeholders with interests in the compatible land use issue. We believe the key stakeholders who will want periodic updates on the progress of implementation include:

- Washington Military Alliance (WMA)
- Association of Washington Cities (AWC)
- Washington Economic Development Association

Note that in requesting public comment from the Washington Military alliance, the Department of Commerce is asking for comments from the many stakeholder groups that are members of the Alliance.

Just as the Plan will evolve over time, the specific issues requiring public comment will evolve as well. However, there are likely candidates that will require public comment through representative organizations that are keenly interested in compatible development. These include:

- Draft Legislation
- Structure and composition of Technical Assistance Programs
- Draft Executive Orders
- Structure, composition and roles of a Military Advisory Council
- Structure and composition of the civilian military outreach program
- Technical Assistance Package
- Interactive Mapping Tool
- Military Installation Participation in RTPOs

Department of Commerce will negotiate with each stakeholder group the desired frequency of periodic updates for the status of the overall Plan, and will in a case by case basis request input for specific items such as those listed above. The anticipated frequency for periodic updates for most groups is semiannually, potentially in conjunction with the civilian military outreach

program semi-annual meetings. Comment periods for specific products or items will normally be 30 days.

Another method of soliciting public comment will be with the State Legislature. This is especially true for draft legislation, where we anticipate pre-session hearings that will provide the opportunity for feedback from the legislative body that represents Washingtonians.

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## **Appendix A: Legislation and Budget Process Analysis**

In the State of Washington, 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, both in the agency'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

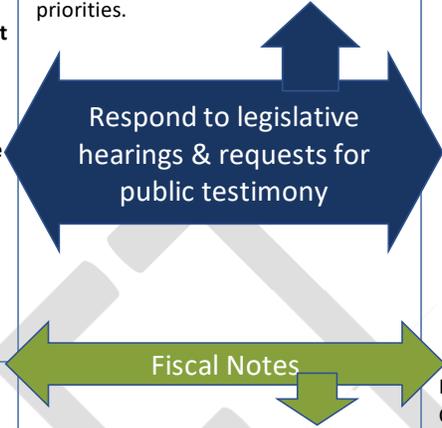
| DRAFT                                   |  |   |  | 2018 Session Planner - <i>dates are approximate</i>  |  |  |  |
|---|--|---|--|--|--|--|--|
| Calendar                                |  | Commerce  |  | Governor   |  | Legislature  |  |
| Jun-17                                  | Biennium starts July 1   | <p><b>June - September:</b> Commerce assesses legislative priorities, including 2017 session carryover bills and new agency request legislation to propose that advance Commerce strategic plan, Governor's policy priorities or Results Washington Goals.</p>  |  |  |  | tentative special session  |  |
| Jul-17                                  |  | <p><b>Agency Request Legislation Process</b> includes: identifying agency subject matter experts to draft and shepherd bill through legislation package process and coordinating with staff drafting fiscal impacts and budget decision package requests; securing review from AAG; leading stakeholder engagement and input activities - including securing endorsements from advisory committees; coordinating with state &amp; local government agencies affected by proposal and outreach with legislators.</p> | <p><b>Agency Request Legislation Guidance</b></p> <p>Governor's Policy Office issues memo with instructions for 2018 Agency Request Legislation. (Issued after 2017 legislative session ends.)</p> |  |  |  |  |
| Aug-17                                  |  | <p>Agency to <b>prepare budget decision packages</b> that align with agency strategic plans, goals and performance measures and Results Washington priorities. The agency's budget decision package should also provide for agency request legislation that requires a budget request.</p>  | <p><b>Budget Request Guidance</b></p> <p>Office of Financial Management (OFM) issues memo to agencies with instructions for 2018 supplemental budget requests.</p>                                 |  |  | Legislature is out of session. During this time presentations and field meetings can be arranged to inform legislators, secure feedback and support for legislative package. |  |
| Sep-17                                  | <p>Commerce submits: Agency request legislation package to Governor's Executive Policy Office.</p>   | <p>Sept 21 - Agency request legislation packages due to Governor's Executive Policy Office</p>  |  |  |  |  |  |
| Oct-17                                  | <p>Commerce submits: 2018 supplemental budget request to OFM</p>   | <p>Early October - OFM receives agency budget requests. Oct/Nov - OFM reviews and drafts recommendations to the Governor on 2018 supplemental budget.</p>   |  |  |  |  |  |
| Nov-17                                  | <p>Commerce <b>responds to inquiries from OFM</b> to complete the budget proposal process.</p>   | <p>OFM reviews and drafts recommendations to the Governor on 2018 supplemental budget. Prepares the Governor's budget recommendation to the Legislature that is consistent with executive policy priorities.</p>  |  |  |  |  |  |
| Dec-17                                  | <p>Commerce to track and analyze Governor's budget proposal and policy priorities. Also coordinates with legislators on pre-filing of bills.</p> | <p>In early December OFM budget recommendations are finalized. <b>By December 9, Governor's 2018 supplemental budget proposal is announced to Legislature.</b></p>  | <p><b>Governor's budget proposal announced to Legislature</b></p>  | <p>December 9 - Legislators can pre-file legislation for introduction in next session.</p> |  |  |  |
| <b>regular session starts January 8</b> |  |   |  |  |  |  |  |

| regular session starts January 8 |   |   |   |
|----------------------------------|---|---|---|
| Jan-18                           | <p>Throughout session, <b>Commerce coordinates with the Governor's Office to ensure alignment</b> with the priorities issued via the Executive Policy Office and Office of Financial Management. In addition, <b>Commerce maintains communications with the legislative branch, other agencies and external stakeholders</b> who partner with the agency.</p>   | <p>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.</p> | <p><b>January 8 - start of session.</b> Pre-filed bills to be read on first day of session. Until Feb. 2 bills will be introduced and referred to appropriate committee and if necessary to a fiscal committee. In advance of committee action for hearings the legislature will initiate requests for fiscal notes.</p>                            |
|                                  |   | <p>Respond to legislative hearings &amp; requests for public testimony</p>  |   |
|                                  |   | <p>Fiscal Notes</p>   |   |
| Feb-18                           | <p>Commerce <b>responds to requests from the Legislature</b> required for passing legislation and budgets as well as fulfilment of oversight duties. Commerce engages in the following:<br/> <u>Prepare fiscal notes</u> before hearings, the Legislature will request a fiscal note in order to have the fiscal impact information in hand at the time it plans to review the bill.<br/> <u>Tracks and analyze legislation and budget proposals</u> to document support for, or against.<br/> <u>Offer public testimony</u> at hearings.<br/> <u>Inform stakeholders</u> to prepare to testify and communicate with the public concerning legislative proposals.</p> | <p>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.</p>           | <p>Feb. 2 - Policy Committee Cutoff - House of Origin<br/> Feb. 6 - Fiscal Committee Cutoff - House of Origin<br/> Feb. 14 - House of Origin Cutoff<br/> Feb. 23 - Policy Committee Cutoff - Opposite House<br/> Feb. 26 - Fiscal Committee Cutoff - Opposite House</p>   |
| Mar-18                           |   | <p>If more time is needed, the Governor may call for a special session, and each special session may not last longer than 30 days.</p>  | <p>Mar 2 - Opposite House Cutoff<br/> <i>Bills must have three readings in each house in order to pass the Legislature.</i><br/> Bills that are delivered to the governor more than five days before the Legislature adjourns have five days to be acted on.<br/> <b>Mar. 8</b> - Last day allowed for regular session under state constitution</p> |
| regular session ends March 8     |   |   |   |
| Apr-18                           | <p>Tentative Special Session</p>  | <p>Bills that are delivered fewer than five days before the Legislature adjourns have 20 days to be acted on by the Governor.</p>   | <p>Tentative Special Session</p>  |

App A-2: 2019 Legislative and Budget Process

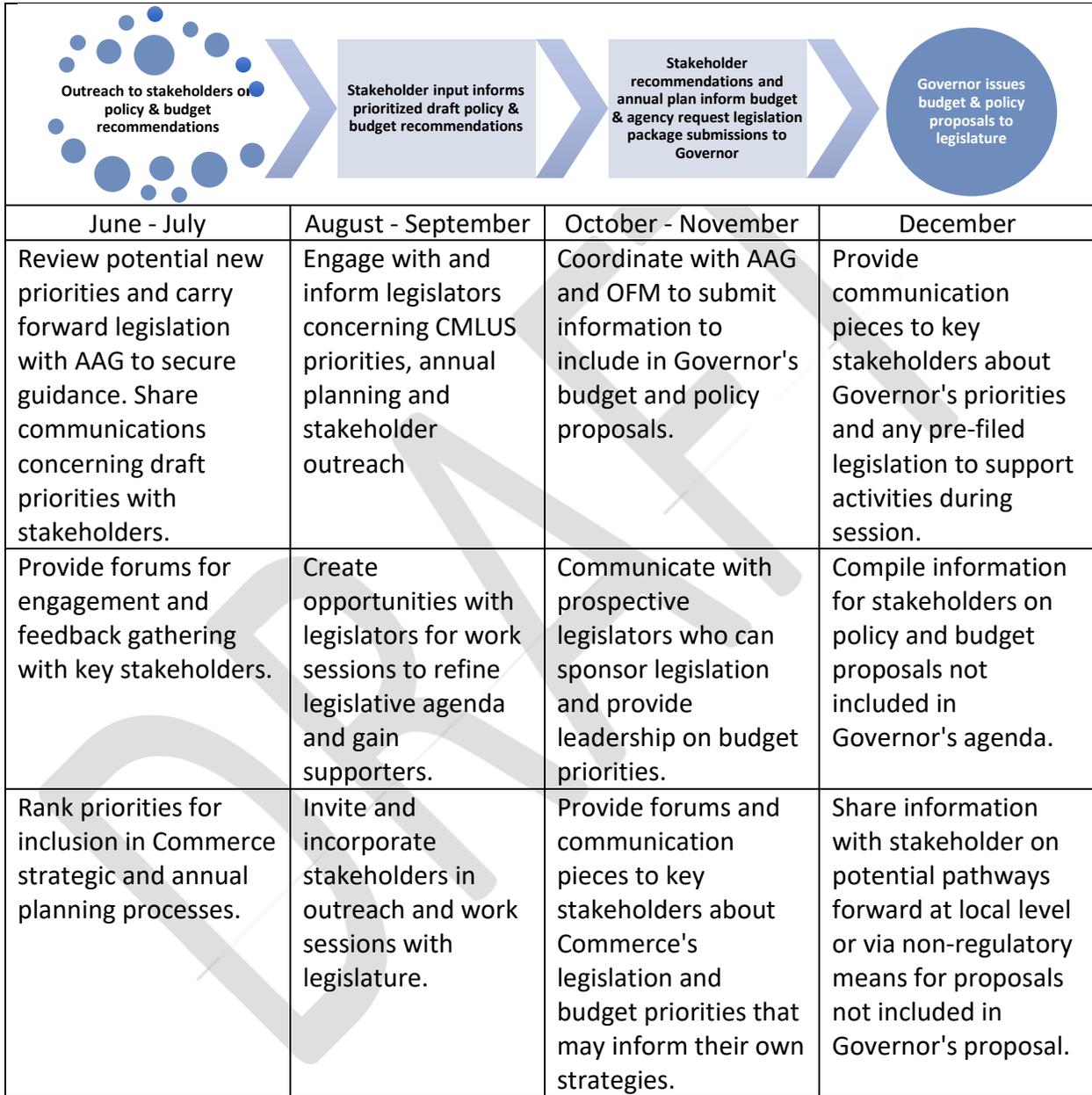
| DRAFT                             |   | 2019 Session Planner - dates are approximate |   |  |
|-----------------------------------|---|--|---|--|
|                                   |   | Commerce                                     | Governor  | Legislature  |
| May-18                            | May - September: Commerce assesses legislative priorities, including carryover bills and new agency request legislation to propose that advance Commerce strategic plan, Governor's policy priorities or Results Washington Goals.  |  | Governor's Policy Office issues memo on 2019 Agency Request Legislation instructions. (Issued after 2018 legislative session.   |  |
| Jun-18                            | June - September: Commerce assesses legislative priorities, including 2018 session carryover bills and new agency request legislation to propose that advance Commerce strategic plan, Governor's policy priorities or Results Washington Goals.  |  |   |  |
| fiscal year starts July 1         | Agency Request Legislation Process includes: identifying agency subject matter experts to draft and shepherd bill through legislation package process and coordinating with staff drafting fiscal impacts and budget decision package requests; securing review from AAG; leading stakeholder engagement and input activities - including securing endorsements from advisory committees; coordinating with state & local government agencies affected by proposal and outreach with legislators. |  |   |  |
| Jul-18                            |   |  |   |  |
| Aug-18                            | Agency to prepare budget decision packages that align with agency strategic plans, goals and performance measures and Results Washington priorities. The agency's budget decision package should also provide for agency request legislation that requires a budget request.  |  | Office of Financial Management (OFM) issues instructions to agencies for 2019-21 Biennium budget requests.  |  |
| Sep-18                            | Commerce submits: Agency request legislation package to Governor's Executive Policy Office.   |  | Sept - Agency request legislation packages due to Governor's Executive Policy Office  |  |
| Oct-18                            | Commerce submits: 2019-21 biennium budget request to OFM  |  | Early October - OFM receives agency budget requests. Oct/Nov - OFM reviews and drafts recommendations to the Governor on 2019-21 budget.  |  |
| Nov-18                            | Commerce responds to inquiries from OFM to complete the budget proposal process.  |  | OFM reviews / drafts recommendations to the Governor on 2019 supplemental budget. Prepares the Governor's budget recommendation to the Legislature that is consistent with executive policy priorities. |  |
| Dec-18                            | Commerce to track and analyze Governor's budget proposal and policy priorities. Also coordinates with legislators on pre-filing of bills.   |  | In early December OFM budget recommendations are finalized. <b>By December 15, Governor's 2019-21 biennium budget proposal is announced to Legislature.</b>   |  |
|                                   |   |  | Governor's budget proposal announced to Legislature   | December 15 - Legislators can pre-file legislation for introduction in next session. |
| regular session starts January 14 |   |  |   |  |

| regular session starts January 14 |  |  |  |
|-----------------------------------|--|--|--|
| Jan-19                            | Throughout session, <b>Commerce coordinates with the Governor's Office to ensure alignment</b> the Executive Policy Office and Office of Financial Management policy priorities and proposed budget. In addition, <b>Commerce maintains communications with the legislative branch, other agencies and external stakeholders</b> who partner with the agency.  | 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. | <b>January 14 - start of session.</b> Pre-filed bills to be read on first day of session. Until Mar. 13 bills can be introduced and referred to appropriate committee and if necessary to a fiscal committee. In advance of committee action for hearings the legislature will initiate requests for fiscal notes. |
| Feb-19                            |  |  | Feb. 22 - Policy Committee Cutoff - House of Origin  |
| Mar-19                            | Commerce <b>responds to requests from the Legislature</b> required for passing legislation and budgets as well as fulfilment of oversight duties. Commerce engages in the following:<br><u>Prepare fiscal notes</u> before hearings, the Legislature will request a fiscal note in order to have the fiscal impact information in hand at the time it plans to review the bill.<br><u>Tracks and analyze legislation and budget proposals</u> to document support for, or against.<br><u>Offer public testimony</u> at hearings.<br><u>Inform stakeholders</u> to prepare to testify and communicate with the public concerning legislative proposals. | 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.                             | Mar. 1 - Fiscal Committee Cutoff - House of Origin<br>Mar. 13 - House of Origin Cutoff   |
| Apr-19                            |  | Bills that are delivered to the governor more than five days before the Legislature adjourns have five days to be acted on.  | Apr. 3 - Policy Committee Cutoff - Opposite House<br>Apr. 9 - Fiscal Committee Cutoff - Opposite House<br>Apr. 17 - Opposite House Cutoff<br>Bills must have three readings in each house in order to pass the Legislature.<br>Apr. 28 - Last day allowed for regular session under state constitution.            |
|                                   |  | <b>regular session ends April 28</b>   |  |
|                                   | tentative special session  | If more time is needed, the Governor may call for a special session, and each special session may not last longer than 30 days.  | tentative special session  |
| May-19                            | tentative special session  | Bills that are delivered fewer than five days before the Legislature adjourns have 20 days to be acted on by the governor.   | tentative special session  |
| Jun-19                            | tentative special session  | tentative special session  | tentative special session  |



App A-3: Legislation Options Process<sup>20</sup>

**A-3.1 Process.** The identification and prioritization of potential Legislation Options is an annual process in advance of each legislative session and includes these phases & steps:



<sup>20</sup> This Legislative Options Options Process is proposed. Refinement of this process is Task 1-A-1, Develop Procedure for Identification of Legislation Options

**A-3.2 Currently Identified Potential Legislative Options.** The following actions have been identified as tentative Legislation Options, should other solution approaches Technical Assistance Package, Stakeholder Engagement, etc. prove inadequate.

- Propose and clarify Real Estate Disclosures,
- Enact Light Pollution Legislation,
- Create a Surveillance Device Registry and Surveillance Device regulation,
- Incorporate military bases within Regional Transportation Planning Organization.

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

### B.1 Goal Screening.

B.1.a. 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 scope in light of known priorities and feasibility considerations.

B.1.b. 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.** Because Plan Tasks are generally sequential actions to achieve a discrete Objective, priorities were allocated at the Objective Level but applied consistently to all tasks allocated against that Objective.

**High (HIGH):** Objective must be achieved to implement a credible Civilian-Military Land Use Program (CMLUP). CMLUP is at risk of failure without achievement of this objective.

**Medium (MED):** Goal should be achieved to significantly enhance the utility and effectiveness of the CMLUP, but program does not fail without it.

**Low (LOW):** Goal will enhance CMLUP, but should be pursued only if available resources allow.

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

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