

2.3 Land Use and Housing

JBLM has been established as a “Center of Significance for western Washington” by the Puget Sound Regional Council (PSRC). As JBLM and adjacent communities continue to grow, there is the potential for land use capacity and compatibility issues to arise. Therefore, strong coordination between the local communities and JBLM officials will need to continue. The purpose of the Land Use and Housing Section of the JBLM Growth Coordination Plan (GCP) is to assess the status of the recommendations from the 2010 GCP, conditions that have changed since 2010, the local communities’ land use policies and regulatory framework, its potential to impact or be impacted by forecasted regional population, employment growth, and development encroachment. The Land Use and Housing Existing Conditions Report (ECR) updates the 2010 GCP findings and adds new analysis necessary to address emerging trends, including the following considerations:

- Assessing whether the region has the best available policies and regulatory tools to manage development that occurs as a result of JBLM and regional growth.
- Addressing the outstanding land use compatibility issues that have not yet been addressed with the implementation of the 2015 Joint Land Use Study (JLUS) and other studies.
- Identifying potential land use capacity issues that may exist due to forecasted population growth in the region.
- Assessing opportunities to increase or establish new collaborative efforts in the region to improve land use compatibility and capacity issues, including those needed for expanding attainable housing opportunities.

2.3.1 Land Use and Housing Achievements Since the 2010 JBLM GCP

A significant number of land use studies and implementation measures have been completed since the 2010 GCP, the most significant of which are described below:

- **The South Sound Military & Communities Partnership (SSMCP) was established** and has grown to comprise more than 50 member cities, counties, the Nisqually Tribe of Indians, Joint Base Lewis-McChord, and State, regional, corporate, and non-profit organizations dedicated to fostering outcomes that are mutually beneficial to the South Sound. Since its formation, SSMCP has expanded its role to include legislative advocacy at the state level to garner support for SSMCP initiatives (funding requests) and influence legislation that may positively or negatively impact military service members, their families, and military communities. To date they have participated in funding requests that total \$1.5 billion from state and federal sources.
- In 2015 a **Joint Land Use Study (JLUS) was completed** to analyze and address encroachment and land use compatibility issues.
- The **North Clear Zone** project developed a way to resolve decades long encroachment in the NCZ. A multijurisdictional Memorandum of Agreement was signed by representative from state Department of Commerce, Pierce County, Joint Base Lewis-McChord, the City of Lakewood and SSMCP. The City of Lakewood signed a Cooperative Agreement with the Department of the Army which projects funding over three decades up to \$80M to acquire the NCZ properties.
- In 2020 **the Off-Installation Housing Study was completed** that evaluated the experiences and market conditions for the E1 to E5 service members and their families looking for housing.
- In 2019 a **Regional Policy Considerations Guide** was completed by Washington State Department of Commerce to provide a statewide guide and resource for community-military compatibility.

The 2015 JLUS included numerous recommendations addressing land use compatibility. Since completion of the JLUS, SSMCP and its JLUS task force have completed the following:

- Prepared compatibility templates for local agency adoption;
- In 2020 a **Transportation Study was completed** – see the Transportation Technical memo;
- In 2020 a **Prairie Conservation Study was completed** that assessed preservation of three ESA-listed species;
- In 2019 a **Military Influence Overlay Areas (MIOA) plan was completed** that assessed aircraft safety through Clear Zones and Accident Potential Zones, airfield imaginary surfaces, aircraft noise, and large weapons noise. It includes a **JBLM Installation Operational Noise Management Plan** and **outdoor lighting standards**.

Other Military-related land use planning in the state or region include the following:

- JBLM completed the **Sentinel Landscapes Partnership**.
- JBLM has recently completed an update to its **Installation Plan**.
- In 2016 Washington State Department of Commerce completed a **Military Compatibility Land Use Study**.
- **The Defense Community Compatibility Account (DCCA)** was established by the State legislature to establish another funding mechanism for land use compatibility.

2.3.2 What Land Use Conditions Have Changed Since 2010?

In addition to completing the land use plans and studies noted above, the following land use-related conditions were noted by our survey respondents as having changed since 2010:

Housing and Growth – Among the greatest changes since 2010 to existing conditions is the shortage in housing supply and the concomitant increase in housing costs. This issue affects all residents of the study area. Another change is related to the shift in housing location for service members, who previously were predominately located close to base, but more recently have shifted their home location to the south (Lacey, Olympia area) into Thurston County likely due to lower housing costs and general housing availability.

Coordination – Coordination between JBLM and local planning agencies has improved as a result of the completion of the 2010 JBLM GCP, creation of the SSMCP, and completion of the JLUS, but should continue to be a focus. Representation at the state level should be stronger since the status of the Washington Military Alliance remains uncertain and its role is continuing to evolve under the Department of Commerce. Land Use is one of the areas that the survey respondents noted where the SSMCP has been most successful in or is best suited to addressing.

Compatibility – Significant progress has been made addressing land use compatibility issues since the completion of the 2015 JLUS Study and the implementation of its recommendations.

Environmental Issues and Climate Change – Addressing Climate Change has become a land use issue of concern. It was not addressed in the 2010 GCP or the 2015 JLUS. See the Climate Change Technical Memo.

Changes in Deployment – JBLM's rotational deployment overseas has stabilized since 2010. Fewer or reduced fluctuations in incoming and departing service member population has reduced the stresses of deployment on local communities.

2.3.3 What Are tToday’s pressing needs?

- The Washington State legislature has taken a strong stance on civilian and military land use compatibility with the creation of the **Defense Community Compatibility Account (DCCA)** in 2019. SSMCP is actively attempting to leverage the DCCA funds and has three projects currently awaiting the Department of Commerce project rankings that are anticipated to be completed by January 1, 2022. Should SSMCP **continue its legislative advocacy efforts to obtain funding** from the DCCA?
- The 2020 JBLM Off-Installation Housing Study identified a **need for more attainable housing** in the region, and during our outreach it became clear that housing is a top concern for both civilians and service members. Should SSMCP work with JBLM to significantly expand the Rental Partnership Program (RPP) to help service members compete in the highly competitive marketplace? Should SSMCP **support local agencies in their efforts to increase supply and reduce development costs**? Should SSMCP assist local agencies with pursuing grant funding for projects that would ultimately provide additional attainable housing in the area?
- The 2019 MIOA Report includes recommended **policy and regulation changes for 11 Military Influence Areas** that, if adopted by the local agencies, would further protect JBLM activities from development encroachment. Should SSMCP **advocate for their adoption** with local planning staff and elected officials?
- **Comprehensive Plan Updates are being initiated, or will soon, for Pierce and Thurston Counties and all of their towns and cities.** Should SSMCP **advocate** to ensure that a) the plans, policies and allocation of increased densities are **compatible with JBLM** and b) the Comprehensive Plan Military Compatibility checklist is completed with the plan updates?
- Thurston Regional Planning Council (TRPC) has not updated its “**Sustainable Thurston**” Plan since 2015 and currently has no military compatibility or coordination policies. Should **SSMCP advocate with TRPC** for the inclusion of military installation compatibility policies in their next Plan update, similar to those adopted by the Puget Sound Regional Council (PSRC)?
- The proposed ban on new fossil fuel facilities and/or expansion of existing facilities proposed within the City of Tacoma Tideflats subarea highlights the importance of SSMCP and JBLM **participation in the local agency planning processes** to avoid significant impacts to JBLM’s mission. Should the **land use working group** be re-established to assist in monitoring local planning and/or in completing any of the above listed efforts? Should other staffing resources be provided to assist SSMCP with these efforts?
- Should the **JLUS be updated** to address climate change resiliency, renewable energy-related compatibility issues, and updated DoD land use compatibility standards?
- The **JBLM Army Compatible Use Buffer and First Sentinel Landscape programs** have been highly successful in securing funding for the protection of prairie land and agricultural lands. **Expansion of the program to include critical areas** was a recommended strategy in the 2015 JLUS Study. Should SSMCP **coordinate with the JBLM Army Compatible Use Buffer coordinator** to discuss expansion of the program?
- There are three **ESA-listed species** in the JBLM vicinity, and the regulatory mitigation measures for protection of these species has an impact on JBLM’s training activities. Recovery efforts requires funding, staffing, and completion of the tasks outlined in the 2020 Prairie Conservation Study. Should **SSMCP be involved in the recovery efforts** and, if so, to what extent?

- The addition of more on-base housing should also be pursued. JBLM has available land area and the benefit of being able to control costs and provide better security with on-base housing. **Should SSMCP assist JBLM in the pursuit of the development of additional on-base housing?**

2.4 Utilities and Infrastructure

Utilities and Infrastructure within the JBLM study area¹ are provided by a range of service providers in both public and private sector. These providers must continually plan for future expansion, improved service, and maintenance of their systems. Most utilities in the area surrounding JBLM have expanded over time to respond to population growth. Some of this expansion can be attributed to growth at JBLM, while some is a result of organic growth unrelated to JBLM. The purpose of this Technical Memo is to assess the current utilities and infrastructure opportunities and challenges on- and off-installation. It updates the 2010 Growth Coordination Plan findings and adds new analysis as necessary to address emerging trends. This Technical Memo aligns with the Transportation, Economic Development, Housing, and Land Use Technical Memos of the JBLM Growth Coordination Plan.

This analysis resulted in the following key findings. An overview of all needs identified, by resource, given today’s conditions is provided in Table 2.2.

- The **potable water system is the only utility system of concern** in terms of ability to handle growth pressures in the JBLM region.
- All **other utility systems in the JBLM region are adequate today** and are anticipated to be adequate to handle future growth. While lines will have to be extended to new service areas, there are no other limitations anticipated at this time.

Table 2.2 – Overview of All Needs Identified Given Today’s Conditions

Resource Area	Needs Identified
Potable Water	<ul style="list-style-type: none"> • Document the process for commenting on permit applications to clarify the process by which JBLM is given an opportunity to comment on potable water permit applications. • Determine role of SSMCP in promoting a coordinated approach to watershed planning, including supporting implementation of WRIA projects across the region. • Determine the role of SSMCP in promoting water use reduction measures at the regional, local, installation, and facility levels. • Meet annually with Pierce and Thurston County staff to discuss the current state of water rights. When necessary, advocate for the long-term re-establishment of the Thurston County water conservancy board (recently dissolved) and for the establishment of a Pierce County water conservancy board. • Determine areas that are most susceptible to future flooding, evaluate the impacts on utilities and utility provision, and coordinate regionally to mitigate impacts and relocate vulnerable utility lines when they are due for replacement.
Other Utilities & Services	<ul style="list-style-type: none"> • As the region explores cross-sector adaptation strategies to address climate impacts, particularly those related to infrastructure reliability and durability, determine the extent to which the SSMCP can play an advocacy role in championing those initiatives. • Identify what role the SSMCP can play in support of the UTC as a signatory to the Joint Action Framework on Climate Change and the assurance that Department of Defense partners are included in this important work.

¹ Defined as JBLM, Pierce County, and Thurston County.

the state level to garner support for SSMCP initiatives (funding requests) and influence legislation that may positively or negatively impact military service members, their families, and military communities. To date they have participated in funding requests that total \$1.5 billion from state and federal sources.

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The 2015 JLUS included numerous recommendations related to addressing land use compatibility. Since completion of the JLUS, SSMCP and its JLUS task force have completed the following:

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its role is evolving under the Department of Commerce. Land Use is one of the areas that the survey respondents noted that the SSMCP has been most successful in or is best suited to addressing.

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2.3 What are today’s Pressing Needs?

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- The **JBLM Army Compatible Use Buffer and First Sentinel Landscape programs** have been highly successful in securing funding for the protection of prairie land and agricultural lands. **Expansion of the program to**

include critical areas was a recommended strategy in the 2015 JLUS Study. Should SSMCP coordinate with the JBLM Army Compatible Use Buffer coordinator to discuss expansion of the program?

- There are three **ESA-listed species** in the JBLM vicinity, and the regulatory mitigation measures for protection of these species has an impact on JBLM’s training activities. Recovery efforts require funding, staffing, and completion of the tasks outlined in the 2020 Prairie Conservation Study. Should **SSMCP be involved in the recovery efforts** and, if so, to what extent?

3.0 Assessment of 2010 Growth Coordination Plan Strategies

3.1 2010 JBLM GCP Land Use and Housing Strategies

The 2010 GCP identified four specific strategies pertaining to Land Use and Housing. This section provides a summary the strategies, including how each was completed or addressed.

Strategy 4.01 Conduct a Joint Land Use Study

Strategy 4.01 described a need to prepare a new Joint Land Use Study (JLUS) and implement the resulting recommendations. The JLUS was completed in 2015 and the recommendations have either been addressed/implemented or are continuing to be an SSMCP work item (See *JLUS Studies* Section, below). Step 1 of Strategy 4.01 was to obtain funding and complete the JLUS Study. It also recommended an update to the Air Installation Compatible Use Zones (AICUZ). Both of these initiatives were completed. Step 2 of Strategy 4.01 sought to implement the recommendations into local comprehensive plans, development regulations, capital improvement programs, and other plans and policies. Some local agencies have adopted the JLUS recommendations (Cities of Lakewood and Yelm for example) and some have not. Step 3 sought funding for acquisition of properties in the Clear Zone. Funding has been obtained for property appraisals and the City of Lakewood recently was notified that it will be receiving a total of \$1.4 million to move businesses out of the Clear Zone.¹ A cooperative agreement for resolution of the North Clear Zone (NCZ) has been funded in the amount of \$80 million, which requires a 20 percent funding commitment from local sources. Additional funding will be needed to complete the acquisition of all properties in the NCZ.

Table 2.1: Status of Strategy 4.01 Conduct a Joint Land Use Study

Need		Benefit	
2010 GCP	Draft 2020	2010 GCP	Draft 2020
High	Low	High	Low
Status of Action Steps			
Step 1: Work with the JBLM Community Planning staff to nominate the installation for a JLUS and identify local jurisdiction(s) as the Plan sponsor (Pierce County, Thurston County, and/or Lakewood). Update the Air Installation Compatible Use Zones (AICUZ) data, if necessary, to support the JLUS effort.			Complete
Step 2: Conduct a JLUS and implement the resulting recommendations into local comprehensive plans, development regulations, capital improvement programs, and other plans and policies.			Partially Complete
Step 3: Continue to fund the acquisition of properties deemed unsafe in the Clear Zone.			Completed and ongoing

¹ <https://www.thenewstribune.com/news/local/military/article251724363.html>, accessed July 30, 2021.

Strategy 4.02 Provide More Housing Choice for Military Families in Transit-Oriented Neighborhoods

Strategy 4.02 sought to build more housing choices in areas near the base or in transit-oriented development nodes in the region. The original intent of this strategy was to provide additional rental options for military personnel and families in areas near the base that are most impacted by military-related growth. The steps outlined in the study sought to work with local planners and government officials to increase housing opportunities. Other steps involved working with the JBLM Residential Communities Initiative (RCI) housing developer and other private developers/builders to develop more housing. These steps were partially completed when, in 2020, the SSMCP completed an Off-Installation Housing Study. Implementation measures and recommendations of the study are ongoing (see Housing Study section of this ECR). The 2010 GCP plan did not identify a base amount of housing choices in transit-oriented neighborhoods. Also, the status action steps did not identify the amount of new transit-oriented neighborhood housing choices that should be provided in order to meet the goal. As such, it is not clear how to measure the long-term success of this strategy. While the overall strategy may still be warranted, the action steps should be re-evaluated to ensure measurable success and align with the recommendations of the 2020 Housing Study.

Table 2.2: Status of Strategy 4.02 Provide More Housing Choice for Military Families in Transit-Oriented Neighborhoods

Need		Benefit	
2010 GCP	Draft 2020	2010 GCP	Draft 2020
High	High	High	High
Status of Action Steps			
Step 1: Work with local planners to incorporate rental housing in GMA plans in areas close to JBLM or in transit-oriented development nodes.		Deferred to 2020 Housing Study	
Step 2: Local governments must prepare local area redevelopment plans to identify vacant or redevelopment sites that could support higher density residential development. Examine zoning to ensure compatibility with development goals.		Deferred to 2020 Housing Study	
Step 3: Where redevelopment is required, local communities may have to establish or redirect local redevelopment authorities to spearhead projects where possible. Where properly zoned vacant land is available, private market forces may be sufficient to increase the rental supply.		Deferred to 2020 Housing Study	
Step 4: Inform builders/developers about how to get involved with military housing projects outside the fence.		Deferred to 2020 Housing Study	
Step 5: In redevelopment areas, jurisdictions may choose to issue developer request for proposals/request for qualifications (RFPs/RFQs) to attract development activity on publicly owned land and initiate public/private development partnerships.		Deferred to 2020 Housing Study	
Step 6: Consult with the RCI developer at JBLM to consider its interest in building military rental housing outside the fence.		Deferred to 2020 Housing Study	
Step 7: Hold developer workshops to inform them about Army standards for military housing and BAH considerations by rank.		Deferred to 2020 Housing Study	

Strategy 4.04 Develop Regional Policy Considerations Guide

Strategy 4.04 led to the preparation of the Washington State Guidebook on Military and Community Compatibility by Washington State Department of Commerce, which is a statewide community-military compatibility resource guide. Step 3 of Strategy 4.04 called for transmitting the resource guide recommendations to area councils. It is not clear if this occurred.

Table 2.3: Status of Strategy 4.04 Develop Regional Policy Considerations Guide

Need		Benefit	
2010 GCP	Draft 2020	2010 GCP	Draft 2020
Medium	Medium	Medium	Medium
Status of Action Steps			
Step 1: The Regional Partnership should commission the development of a resource guide with assistance from land use policy experts in the region.			Complete
Step 2: The Regional Partnership could host a series of meetings to support the development of the guide and to consider growth strategies that include JBLM as a center of regional significance and promote a unified policy direction.			Complete
Step 3: Relay the resource guide recommendations to area councils.			Potentially Incomplete

Strategy 4.08 Improve Policy Coordination in the Region

Strategy 4.08 led to the establishment of the SSMCP by, initially, 14 local jurisdictions. Formalized in an MOU, the SSMCP is charged to improve and formalize collaboration and coordination between installation leadership and community executives. SSMCP is currently led by a team of two, including the Program Director and Program Coordinator. The SSMCP is currently comprised of more than 50 member cities, counties, the Nisqually Tribe of Indians, Joint Base Lewis-McChord, and State, regional, corporate, and non-profit organizations dedicated to fostering outcomes that are mutually beneficial to the South Sound. SSMCP organizes and facilitates monthly meetings with the Executive Leadership Team and the Steering Committee. Individual Working Groups meet to discuss and pursue various initiatives targeted to their resource areas. Twice per year SSMCP holds an Elected Officials Council meeting to report on the progress and initiatives to local elected officials and the membership, with an average attendance that exceeds 100. Since its formation, SSMCP has expanded its role to include legislative advocacy at the state level to garner state support for SSMCP initiatives (funding requests) and influence legislation that may positively or negatively impact military service members, their families, and military communities. To date, the SSMCP has participated in funding requests that total \$1.5 billion from state and federal sources. This 2022 JBLM GCP seeks to evaluate and recommend initiatives for the SSMCP over the next decade and beyond.

Table 2.4: Status Strategy 4.08 Improve Policy Coordination in the Region

Need		Benefit	
2010 GCP	Draft 2020	2010 GCP	Draft 2020
High	High	High	High
Status of Action Steps			
Step 1: The Regional Partnership would instigate and encourage jurisdictional support/formalization of responsibilities and specific staff roles.			Complete
Step 2: Research opportunities for federal/state commissioned policy guidance.			Completed and Ongoing

4.0 Methodology

The Land Use and Housing ECR was prepared by a variety of methods, including research and data gathering and review, as well as analysis of stakeholder and public surveys. First, the 2010 JBLM GCP was reviewed to understand and document

the ongoing applicability of the strategies and the completion of its strategies since 2010. The research incorporated reviewing federal, state, county, and city policies and regulations, existing and proposed state legislation, and various state, regional, and local planning documents (e.g., military plans, comprehensive plans, regional plans, guidebooks, etc.). The data review also assessed several SSMCP-prepared studies. Stakeholder engagement included a stakeholder survey, individual interviews with key SSMCP stakeholders, and a public survey. Although the JLUS working group was disbanded due to the completion and implementation of the 2015 JLUS, we successfully contacted many members of the working group for interviews. A gap analysis was completed and is provided in the Needs section of this ECR and draft Recommendations are provided for the Steering Committee's consideration.

5.0 SSMCP Stakeholder Survey Summary

As part of the GCP public engagement process, a general survey was sent to all SSMCP stakeholders and all recipients of the SSMCP newsletter (see survey summary in the Executive Summary). It included a request to complete an additional survey for each resource area, depending on the respondent's area of interest or expertise. The land use and housing survey had two main objectives:

1. Obtain feedback on the effectiveness of the 2010 GCP land use and housing strategies and identify if 2010 GCP land use and housing findings continue to be a concern; and
2. Identify new land use and housing concerns that have emerged since the 2010 GCP.

Eleven stakeholders completed the survey. The response rate is not adequate enough to reach any conclusions; however, the information is interesting and should be documented nonetheless. The following summarizes the responses.

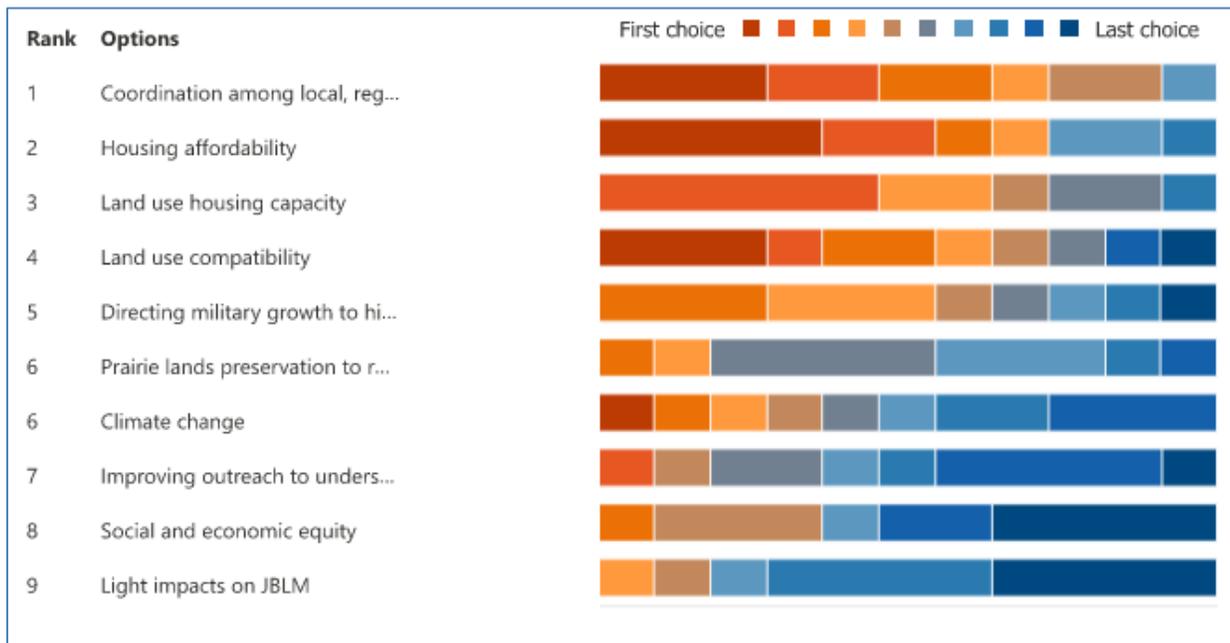
The first question asked of the stakeholders was to rate their agreement with the 2010 GCP land use and housing findings given the conditions in the region today. The majority of the stakeholders responded that they either strongly agree or agree with all of the 2010 GCP land use findings with one exception. The respondents disagreed with the following:

Because most of the military-related growth has already occurred in the region, and population and employment projected are relatively small, land capacities in the JBLM Growth Coordination study area for housing and employment appear to be sufficient to absorb military growth.

Survey respondents were asked to rate the need and benefit of the 2010 land use strategies given the region's current conditions. Respondents said that providing more housing choices for military families (Strategy 4.02) and improving policy coordination in the region (Strategy 4.08) were still high needs and would have high benefits. The development of a regional policy consideration guide (Strategy 4.04) was considered as a medium need and benefit. The majority of stakeholders rated the creation of a Joint Land Use Study (Strategy 4.01) as low need and benefit.

The stakeholders were asked to rate land use and housing issues in order of concern. The top two land use issues of concern were: (1) coordination among local, regional, and military planners, and (2) housing affordability. The impacts of lighting on JBLM flights and social and economic equity were the two lowest rated concerns. The full list of land use issues in order of concern is provided in Figure 5.1.

Figure 5.1: Land Use Issues Impacting JBLM in Order of Concern



*Rankings are based on a total numerical value based on the first versus last choice votes.

6.0 Land Use Plans and Policies

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

6.1 Federal Directives, Planning Policies and JBLM Land Use Planning

Federal Directive and Planning Policies

The Department of Defense Instruction 4165.70 requires that base master plans or comprehensive plans are developed for all installations following specific procedures and specific content². Under United Facilities Code (UFC) 2-100-01, master planning is an ongoing process that evaluates the conditions that impact present and future operations and results in an Installation Master Plan.³ JBLM is currently updating its 2014 IDP with anticipated completion in Fall 2021 (see the 2014 JBLM IDP section, below)

A list of federal and military base planning and programs that address military and community compatibility is summarized in Table 6.1.

Table 6.1 – Federal Military Base Planning/Programs Policy Index

Publication	Document Name
UFC 3-260-01	Airfield and Heliport Planning and Design
DODI 4165.57	Air Installation Compatible Use Zones
10 USC 2687	Base Closures and Realignment

² Washington State Department of Commerce, Washington State Guidebook on Military and Community Compatibility Prepared, July 2019, Page 26

³ Ibid

Publication	Document Name
DODI 4715.13	DOD Noise Program
DODI 4165.70	DOD Real Property Management
UFC 2-100-01	Installation Master Planning–Whole Building Design Guide
DOD Manual 4715.03	Integrated Natural Resource Management Plan Implementation Manual
DODI 3030.3	Joint Land Use Study Program
10 USC 2391	Military Base Reuse Studies and Community Planning Assistance
10 USC § 2864	Master Plans for Major Military Installations
50 USC 24	Military Facilities for Reserve Components-National Defense Facilities Act
PL 107-314	National Defense Authorization Act–Conservation Partnering Initiative
10 USC Sub, Title E, Part V §10830/10 USC §18231	National Defense Facilities Act
DODD 3030.01	Office of Economic Adjustment
DODD MIL-STD-3007F	Standard Practice for Unified Facilities Criteria and Unified Facilities Guide Specifications
UFC 3-210-01A	Area Planning, Site Planning, and Design

Source: July 2019 Washington State Department of Commerce: Washington State Guidebook on Military and Community Compatibility

Since 2019, the Department of Defense (DoD) released an amendment to the DoD Instruction 4715.23 – DoD Operational Noise Program. The update to DoD Instruction 4715.23 assigns responsibilities and details the procedures for administrating and managing military noise. Specifically related to Compatible Land Use Programs, the amended DoD instruction requires that Defense Noise Working Groups promote ongoing encroachment prevention across DoD plans and programs. These documents includes the Office of Economic Adjustment Compatible Land Use Programs, Air Installation Compatible Use Programs, and the Army Operational Noise Management Plan.

JBLM Land Use Planning

In 2021, the 2014 JBLM Installation Development Plan (IDP) was updated. The 2021 JBLM IDP serves as a technical manual that details the JBLM planning process and land use goals. The JBLM IDP plan included the following sections:

- Background
- Installation Network Plans
- District Area Development Plans
- Building Standards
- Street Standards
- Landscape Standards

The Master Plan Vision

“In support of the mission, servicemembers, families, civilians, and retirees, we will create a sustainable community of walkable neighborhoods with identifiable town centers. connected by completed streets.”

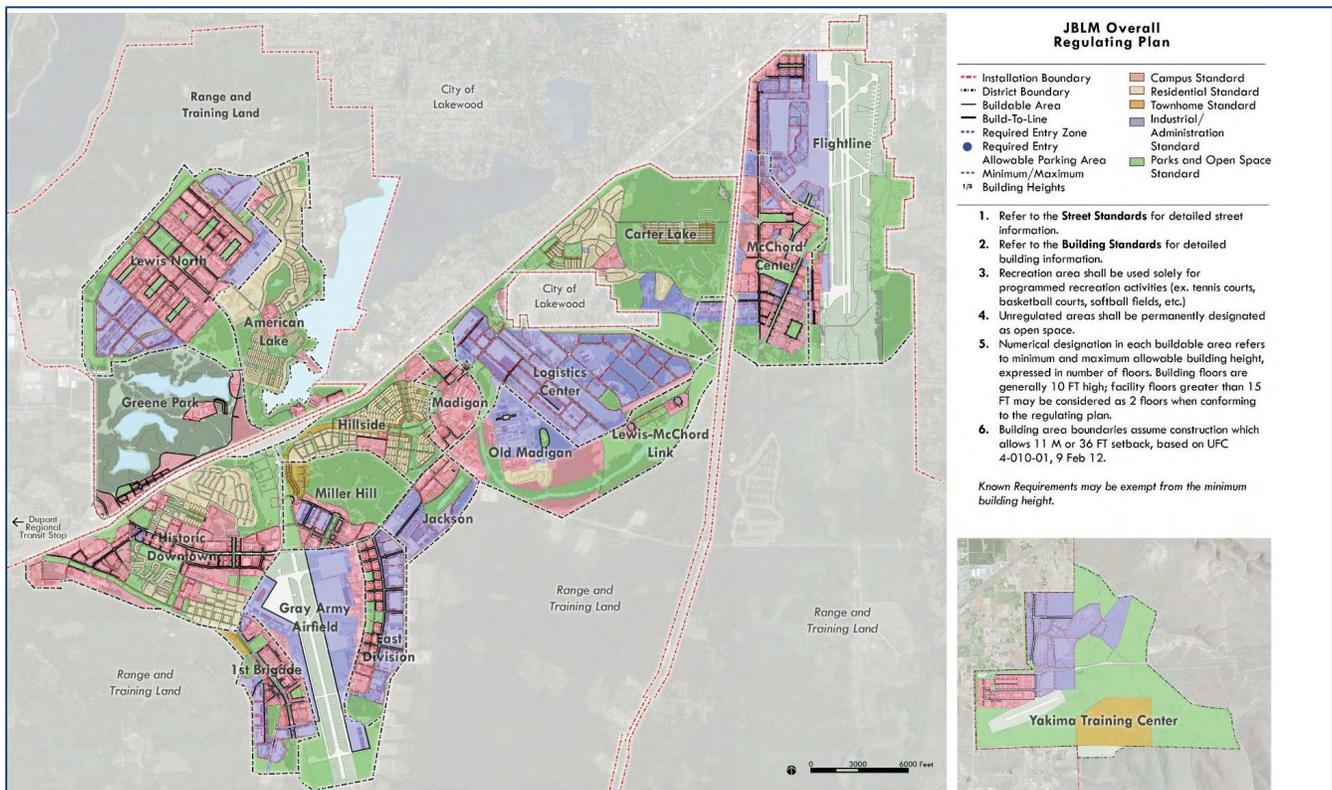
The 2021 JBLM IDP includes the following five goals:

1. Mission Capable Environments: Recognize the primacy of the installation’s mission by providing environments that promote mission sustainability.

2. Sustainable Communities: Create a JBLM community that meets the needs of today’s mission and support, without depleting, the resources to provide for future generations.
3. Walkable Neighborhoods: Provide safe, comfortable, and convenient walks within neighborhoods and town centers.
4. Identifiable Town Centers: Include distinct areas within the community that meet the needs for many public activities, such as retail, dining, services and gathering.
5. Complete Streets: Design streets that provide safe, efficient passage for all forms of transportation, including through and local traffic, bicyclists and pedestrians.

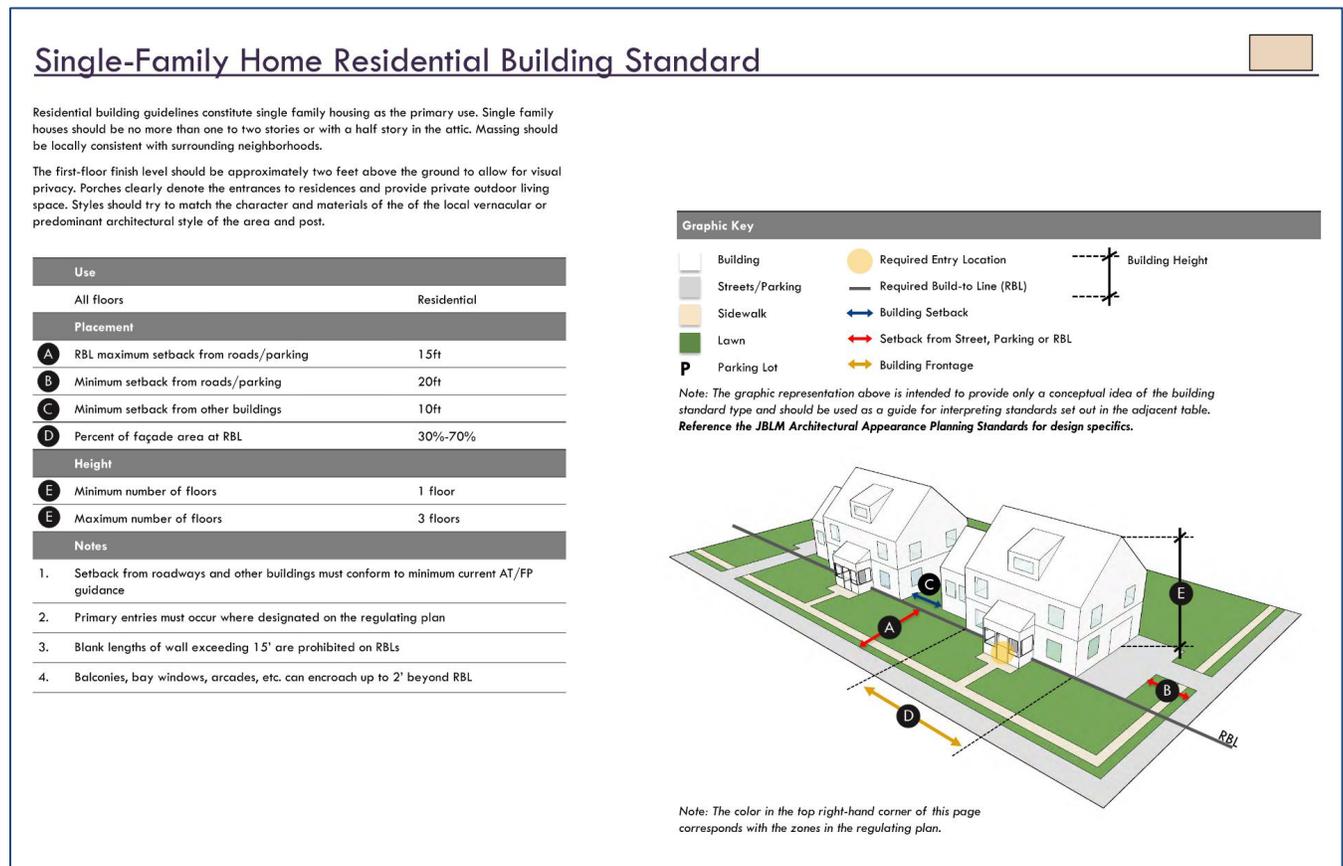
The 2021 JBLM IDP is implemented primarily through the Regulating Plan (Figure 6.1). The Regulating Plan identifies the “standard” or “zoning” for each parcel. This “standard” identifies the allowable uses, the associated setbacks, and design requirements. The 2021 JBLM IDP includes Campus, Residential, Townhome, Industrial/Administrative, and Parks and Open Space Standards. The 2021 JBLM IDP Building Standards utilize form-based codes that determine the building height, setbacks, and parking requirements depending on the use (see Figure 6.2 for one example of the building standard). The 2021 IDP Building Standards meet the goals of IDP to provide walkable communities and identifiable town centers.

Figure 6.1 – 2014 JBLM IDP Regulating Plan



Source: 2021 Installation Development Plan for the Joint Base Lewis-McChord Master Plan

Figure 6.2 – 2021 JBLM IDP Building Standards Example



Source: 2021 Installation Development Plan for the Joint Base Lewis-McChord Master Plan

The primary addition to the 2021 IDP from the 2014 IDP is the inclusion of landscape standards. The 2021 IDP denotes that Low-Impact Development is mandated by the Army and provides a number of potential Low-Impact Development techniques that could be used.

Army Compatible Use Buffer Program

The Army Compatible Use Buffer (ACUB) program implements the Department of Defense’s Readiness and Environmental Protection Integration (REPI) Program.⁴ The ACUB program proactively addresses external encroachment (incompatible development) and internal encroachment from threatened and endangered species. This program authorizes the Department of Defense to form agreements with non-federal government entities and allows the military to contribute funds for purchase of conservation or similar easements from willing landowners.⁵

The JBLM ACUB was established in 2006, in response to the listing of the Taylor’s checkerspot butterfly (endangered), the streaked horned lark (endangered), and the Mazama pocket gopher (threatened) species associated with native prairie habitat.⁶ The JBLM ACUB Goal is to reduce environmental encroachments that might restrict training on JBLM and foster the legal recovery of these species. As a result of the JBLM ACUB program’s success, JBLM has won REPI funds and has been designated as a First Sentinel Landscape by the Departments of Defense, Agriculture, and Interior. The JBLM

⁴<https://aec.army.mil/index.php/conserve/ACUB>, accessed July 30, 2021

⁵ Ibid

⁶ https://home.army.mil/lewis-mcchord/index.php/my-Joint-Base-Lewis-Mcchord/all-services/public_works-environmental_division/army-compatible-use-buffer, accessed July 20, 2021

ACUB has made substantial progress in land acquisition and conservation actions.⁷ The following are the key highlights from the JBLM ACUB program:⁸

- \$80M Cooperative Agreement for resolving NCZ encroachment which is administered using ACUB program.
- Secured \$16.4 million in funding from DoD, the Army, and JBLM.
- Enrolled 5,667 acres of prairie land in the ACUB program.
- Acquired 609 acres of agricultural lands with Natural Resources Conservation Service (NRCS) conservation easements.
- Treated 4,300+ acres for invasive plants.
- Established native plant seeds and plug beds, producing 1,300+ pounds of seed and 200,000+ plugs per year of 65 native species.
- Initiated species reintroductions.
- The United States Fish and Wildlife Service (USFWS) decided not to list the Mardon skipper butterfly, another prairie species originally part of the ACUB program, in part because of conservation actions taken on its behalf by the Army and its ACUB partner.

6.2 Washington State Planning Policies

Washington Growth Management Act

The Washington State Growth Management Act (GMA), passed in 1990 and subsequently updated, requires fast growing cities and counties, including Pierce and Thurston Counties and their associated cities, to prepare, and regularly update, comprehensive plans to manage local population growth. The comprehensive plan establishes the spatial location for different types of land uses, the character of the plan area, and how the community will grow over time. In compliance with GMA, Pierce and Thurston Counties and all of their incorporated cities and towns have prepared detailed comprehensive plans and development regulations. Specifically, regarding military installations, the GMA recognizes the vital nature of the military installations to the state's economy. Per RCW 36.70A.530, it is a priority of the State to protect the land surrounding military installations from incompatible development. To ensure regional consistency between the GMA and associated comprehensive plans, counties that plan under the GMA are required to adopt countywide planning policies in collaboration with the associated cities. Per RCW 36.70A.210(7), the Central Puget Sound Region (King, Pierce, Snohomish, and Kitsap Counties) are required to adopt multicounty planning policies (MPPs). The next scheduled comprehensive plan review date is June 2024 for Pierce County and all associated cities, and June 2025 for Thurston County and all associated cities. It is likely that the comprehensive plan update public outreach process will start in 2022 and 2023 for Pierce County and Thurston County and their associated cities.

Critical areas are environmentally sensitive lands that if developed would harm the health and safety of either the natural environment or the community at large. The protection of critical areas has an impact on land use and is an important measure for the protection of the environment, public health, and safety. Under the GMA, critical areas are to be designated, classified, and protected in local comprehensive plans and critical areas ordinances.

Other Washington State Legislation and State Documents

In addition to the Washington GMA, the Washington State Legislature and the Washington Department of Commerce have developed additional resources to address land use compatibility with military installations, including:

⁷ https://home.army.mil/lewis-mcchord/index.php/my-Joint-Base-Lewis-Mcchord/all-services/public_works-environmental_division/army-compatible-use-buffer, accessed July 20, 2021

⁸ Ibid

- In 2016, the State Legislature authorized the preparation of a military compatibility land use study.⁹ The Department of Commerce completed the land use study and provided recommendations to the State Legislature. As noted above, the Washington Department of Commerce developed the Washington State Guidebook on Military and Community Compatibility. This guidebook provides general background information, a technical guide to land use compatibility, and an implementation toolkit that includes example comprehensive plan policies, example zoning ordinances, and checklists. The Guidebook Implementation toolkit specifically provides case studies, examples of compatibility, a checklist and worksheets, and a consultation guide. The checklist includes a section on Growth Management Act Military Compatibility Provision Checklist that asks specific questions to determine if the city and counties comply with the GMA requirements on land use compatibility and notification requirements. This checklist is not required by the Washington Department of Commerce during cities and counties Comprehensive Plan updates, but it is strongly recommended.
- In 2019, the Washington State legislature created the Defense Community Compatibility Account (DCCA) and established notification requirements when certain energy plants or alternative energy resources apply for jurisdictional permits. The DCCA purpose is to leverage state funds to promote land use compatibility between local jurisdictions and neighboring military installations. This includes projects that cover housing affordability to enlisted military personnel, retrofit of existing uses to increase land use compatibility, and land acquisition to name a few eligible projects. To date seven projects have applied for DCCA funding; however, funding through DCCA has not been allocated. Proposed projects are to be evaluated and ranked by January 1, 2022. Washington Department of Commerce will provide a project list to the state Legislature by January 1, 2022. SSMCP submitted three projects for review that are for housing (preparation of model Accessory Dwelling Unit ordinances), land acquisition (for the North Clear Zone), and transportation improvements.

Table 6.2 – 2016 Civilian-Military Land Use Study Recommendations

Reference	Strategy
4.17.1	Require that periodic updates of comprehensive plans consider major new increases or decreases to any military installation or training areas, and any updates to JLUSs or other compatible planning processes. Legislate that agreed upon comprehensive plans, JLUS, and other comprehensive planning documents should be the basis of ordinances and zoning regulations. Finally, legislate that if there is an appeal of a zoning or building code as allowing incompatible development to the Growth Management Hearing Board, permitting and construction in the specific area of the appeal is halted until the State Appeals Board or the courts resolve the issue.
4.6.1	Create a system that tracks change in compatible use practices across the US and communicates them to Washington State stakeholders.
4.21.1	Clarify GMA language so there is no confusion about the role of each level of government in compatible use. A prime example would be to amend paragraph 36.70A.530 (3) of the GMA to say “A comprehensive plan, amendment to a plan, a development regulation or amendment to a development regulation, shall not allow development in the vicinity of a military installation that is incompatible with the installation's ability to carry out its mission requirements”.
4.10.1	Amend HB 2057 to include the effects of light pollution of Washington’s military bases’ mission related activities. Subsequently, pass legislation mandating Dark Skies policy that ensures all environmental, economic, public health, and military issues are resolved.
4.20.1	Amend RCW 47.80.060 to mandate non-voting membership on Regional Transportation Planning Organizations (RTPOs) for major military bases (more than 3,000 authorized personnel) and designate 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, amend RCW 47.80.060, executive board membership, to include major military bases (in excess of 3,000 authorized personnel) as non-voting members of their boards.
4.8.1	The following strategies can be used, aligned, and prioritized in a Department of Commerce led effort to synchronize them to help resolve and abate incompatible land use threats. They include:

⁹ December 2016 Civilian-Military Land Use Study Prepared by the SPECTRUM Group.

Reference	Strategy
	d) Department of Defense Sentinel Landscapes Designations: The Dept. of Defense has worked with other federal departments and agencies engaged in landscape level protection efforts to designate “Sentinel Landscapes.” Through these designations, federal agencies provide support with supplemental funding and federal coordination to expedite the work of partners to address incompatible use threats across a larger landscape. Washington has a currently designated Sentinel Landscape, the South Puget Sound Prairies. This partnership made up of nonprofit land trusts, county government, state and federal agencies works with JBLM.
4.16.1	Add a disclosure requirement necessitating transparency from realtors or property owners about military installation impacts and development restrictions that affect properties nearby military installations.

An overview of the Washington State statutes related to local planning is provided in Appendix 4.

6.3 Regional Plans and Policies

The Puget Sound Regional Council (PSRC) and Thurston Regional Planning Council (TRPC) are the Regional Transportation Planning Organizations / Metropolitan Planning Organizations (RTPO/MPO) within the JBLM GCP study area. Both organizations establish population and employment forecasts that are then included within the County’s buildable lands reports and establish multicounty planning policies. Below is a summary of both regional agencies.

Puget Sound Regional Council

Puget Sound Regional Council is the RTPO/MPO for King, Pierce, Snohomish, and Kitsap Counties and associated cities within these counties. PSRC’s key role is to manage the Regional Transportation Plan and select projects from the more than \$240 million in transportation funding.¹⁰ Under the GMA, PSRC provides the regional growth strategy and multicounty planning policies. Pierce County adopts the PSRC multicounty planning policies that have practical and substantive effects on the city and county comprehensive plans, including the next round of updates.

PSRC regional growth strategy and multicounty planning policies are provided in the PSRC Vision document. The 2010 JBLM GCP reviewed the draft Vision 2040. In 2020, PSRC completed an update to Vision 2040 with Vision 2050 that will provide a planning strategy for the next 30 years. It is forecasted that by 2050, the Puget Sound Region population will increase from 4.07 million (2017) to 5.8 million people.¹¹ Under Vision 2050, the Regional Growth Strategy (RGS) looks to distribute this forecasted growth into nine regional geographies. Regional geographies are urban and unincorporated areas that will play a key role in the region’s future. The following are the nine regional geographies identified in the RGS:¹²

- Metropolitan Cities
- Core Cities
- High Capacity Transit Communities
- Cities and Towns
- Urban Unincorporated Areas
- Rural Areas
- Natural Resource Lands
- Major Military Installations
- Indian Reservation Lands

Major Military Installations are defined as installations with more than 5,000 active duty and civilian personnel.¹³ As seen in Figure 6.3, JBLM is identified as a Major Military Installation and, per Figure 6.4, the JBLM GCP study area includes a mixture of regional geographies and centers. The key difference between the Major Military Installations geography and the other eight geographies is that the RGS does not allocate growth to Major Military Installations. However, the existing

¹⁰ <https://www.psrc.org/about/what-we-do>, accessed August 4, 2021.

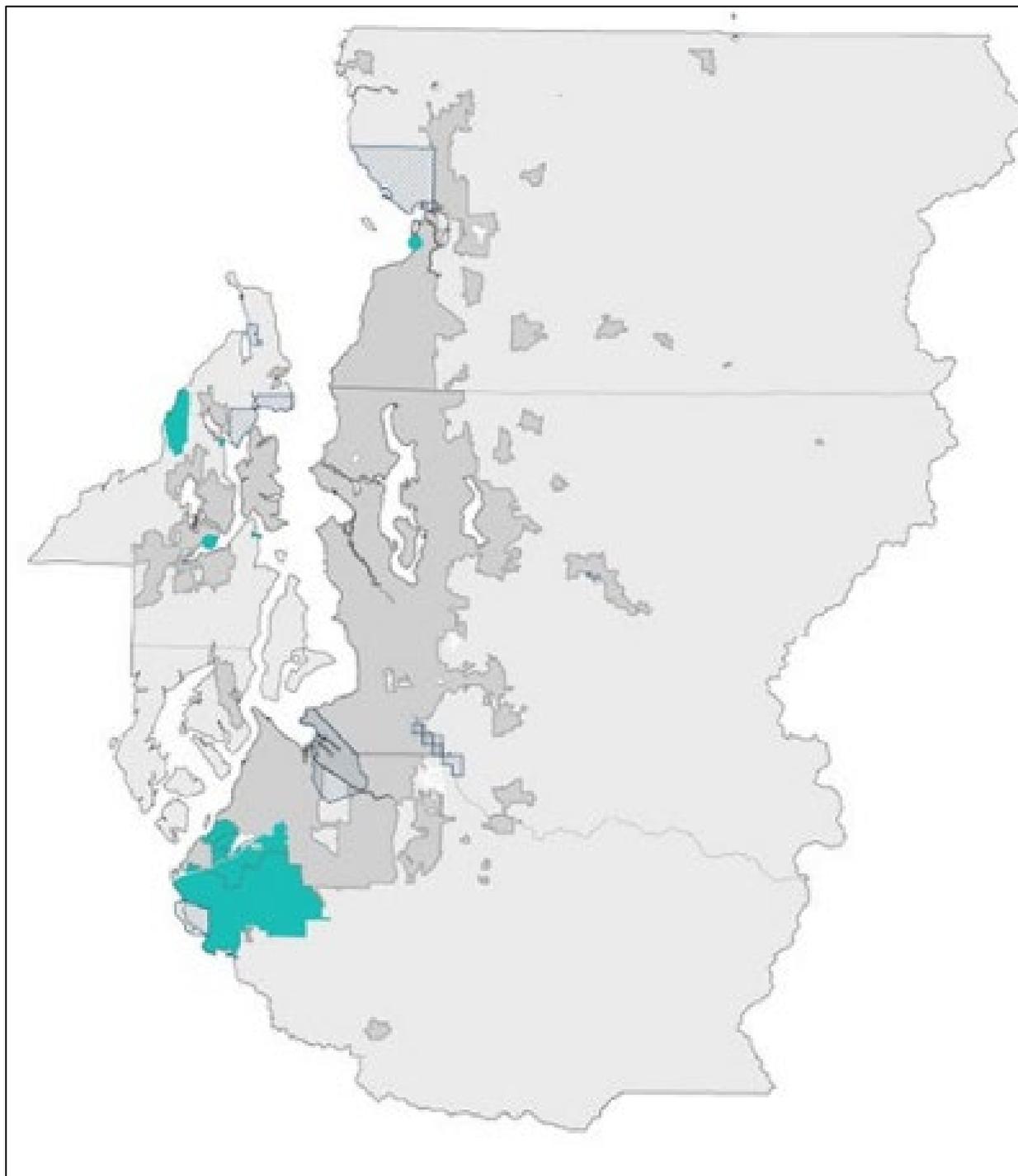
¹¹ <https://www.psrc.org/vision>, accessed July 6, 2021

¹² Ibid

¹³ <https://www.psrc.org/sites/default/files/vision-2050-plan.pdf>, Page 42, accessed July 6, 2021

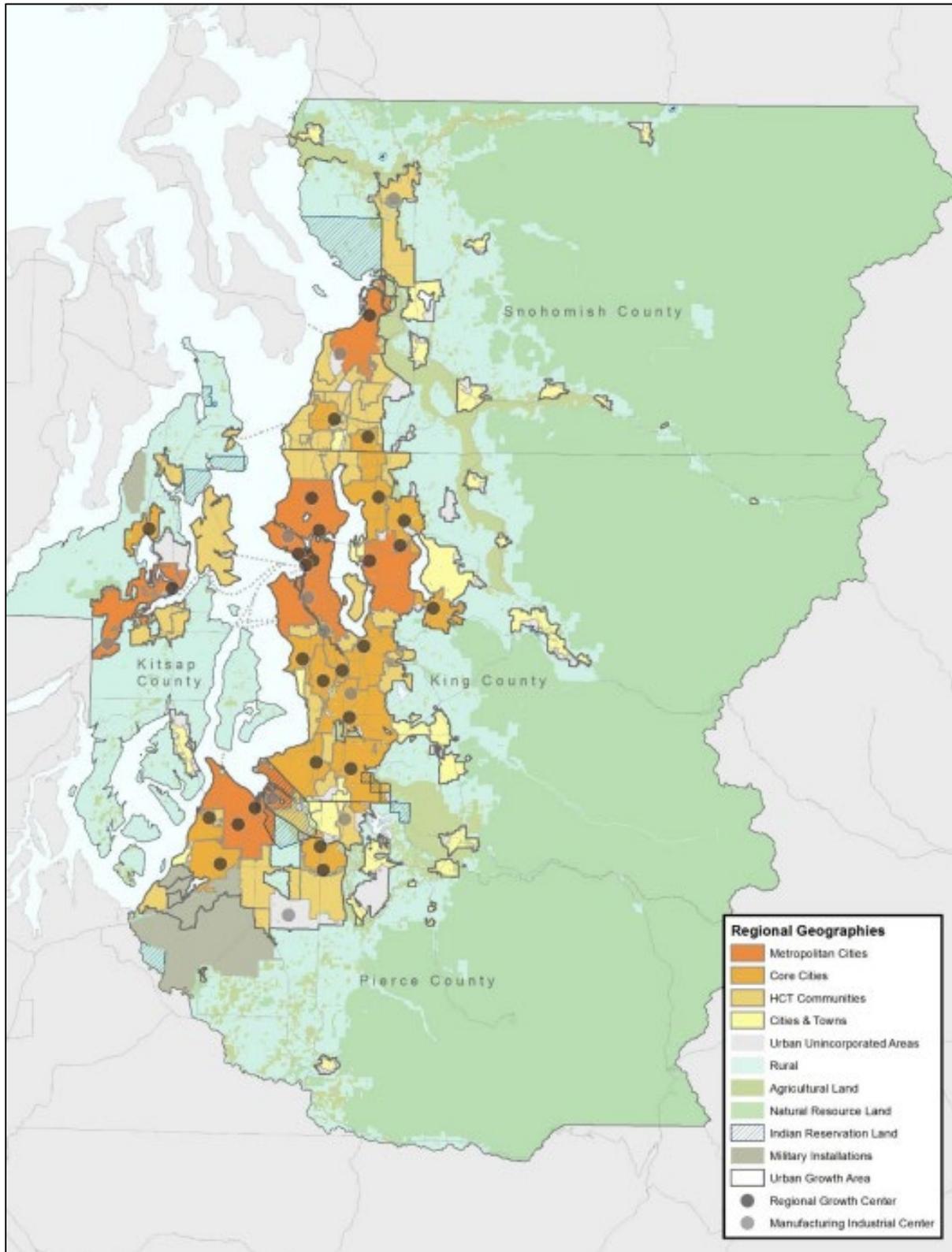
levels of off-base personnel and military employment are included within the regional modeling used for the population and employment numbers forecasted for 2050.¹⁴

Figure 6.3 – PSRC Vision 2050 Major Military Installation Map



¹⁴ Ibid

Figure 6.4 – PSRC Vision 2050 Regional Geographies Map



In addition to outlining the regional distribution of projected population and employment growth, Vision 2050 provides multicounty planning policies that are specifically focused on military installations compatibility. The main land use policy (MPP-DP-49) that relates to protecting military lands from encroachment from incompatible uses has been carried over from Vision 2040. Below is a list of new military installation-related multicounty planning policies and actions provided in Vision 2050:

- MPP-RC-5: Consult with military installations in regional and local planning, recognizing the mutual benefits and potential for impacts between growth occurring within and outside installation boundaries.
- MPP-RC-6: Recognize the beneficial impacts of military installations as well as the land use, housing, and transportation challenges for adjacent and nearby communities.
- RC-Action-5 Project Section Criteria: Incorporate criteria into regional infrastructure evaluation processes that would allow for the inclusion and funding of transportation projects, identified in a completed local or regional transportation study, that relate to and potentially benefit access to military installations and surrounding jurisdictions. Funding for such projects will be consistent with the goals and policies of VISION 2050, including support for regional centers and progress toward greenhouse gas emissions reductions targets.
- RC-Action-7 Funding Sources: PSRC, together with its member jurisdictions, will investigate existing and new funding sources for infrastructure, services, economic development, military-community compatibility, natural resource planning, and open space, to assist local governments with the implementation of VISION 2050. Explore options to develop incentives and innovative funding mechanisms, particularly in centers and transit station areas. Provide technical assistance to help local jurisdictions use existing and new funding sources.

PSRC is also in the process of developing a Regional Housing Strategy that is scheduled to be completed by fall of 2021.

Thurston Regional Planning Council

Thurston Regional Planning Council (TRPC) is the RTPO/MPO for Thurston County and its associated cities. TRPC's key role is to manage the Regional Transportation Plan and select projects to receive federal transportation funds. Under the GMA, TRPC also provides regional statistics and county planning policies.

The last update to the TRPC county planning policies occurred in 2015 with the TRPC-adopted Creating Places-Preserving Spaces: A Sustainable Development Plan for Thurston Region (Sustainable Thurston). The countywide policies are organized as follows:

- General Policies
- Urban Growth Areas
- Promotion of Contiguous and Orderly Development, Provision of Urban Services, and Protection of Rural Areas
- Join Planning within Urban Growth Areas
- Siting County-Wide and State-Wide Public Facilities
- Economic Development and Employment
- Transportation
- Environmental Quality

There are no JBLM or Military Installation-specific countywide policies in TRPC's Sustainable Development Plan.

Sustainable Thurston looked to address the following challenges:¹⁵

- Maintaining a strong and resilient economy
- Protecting our natural environment
- Planning for a growing population
- Meeting the needs of an aging population
- Addressing growing health concerns (such as obesity)
- Funding governmental services and maintaining our public facilities
- Using local resources as efficiently as possible

Sustainable Thurston made the following findings to achieve the desired sustainable futures:¹⁶

- Creation of “Places” that will offer the enhanced quality of life that residents say they want.
- Take action on quality-of-life topics that contribute to achieving the Sustainable Thurston vision and goals.
- Sustained and widespread commitment by public policymakers and private residents during the next quarter-century.

Additionally, TRPC has completed a number of studies on topics that range from sustainability, to Urban and Rural Centers, and corridor studies.

6.4 Existing Local Planning Plans and Policies

Comprehensive Plans and Zoning Codes

The Washington State GMA requires that Pierce and Thurston Counties and associated jurisdictions complete a comprehensive plan that is regularly reviewed every eight years. In general, comprehensive plans provide goals, policies, and standards that are intended to guide growth in counties and cities. Additionally, the comprehensive plan includes a future land use map that designates specific areas of land use. Each jurisdiction’s municipal zoning code implements the comprehensive plan. The eight-year review is used to adjust the comprehensive plans to reflect the counties’ and cities’ changes over time, and changes to state regulations. With regards to JBLM, these comprehensive plans are tools to ensure community resiliency regarding fluctuating residential population and employment associated with JBLM growth / decline over time and deployments, and land use compatibility between military uses and civilian uses. Per RCW 36.70A.530, all jurisdictions that are adjacent to JBLM are required to provide the base commander notification of any comprehensive plan amendments.

Pierce County, Thurston County, and all associated jurisdictions have completed their eight-year review since the 2010 JBLM Growth Coordination Plan. The next scheduled comprehensive plan review deadline is June 2024 for Pierce County and all associated cities and June 2025 for Thurston County and all associated cities. As such, the comprehensive plan update public outreach process will likely start in 2022 for Pierce County and associated cities and in 2023 (or earlier) for Thurston County and associated cities.

The 2020 JBLM Off-Installation Housing Study reviewed the comprehensive planning goals that are directly related to JBLM and this review has been provided in Appendix 6.

¹⁵ <https://www.trpc.org/262/About-Sustainable-Thurston>, accessed July 14, 2021

¹⁶ <https://www.trpc.org/262/About-Sustainable-Thurston>, accessed July 14, 2021

Appendix 2 provides a link to all the current comprehensive plans and municipal codes for the jurisdictions within the JBLM GCP study area.

City of Tacoma Tidelands Subarea Plan

The City of Tacoma City Council initiated planning for the Tidelands subarea in May 2017 and adopted Tidelands Interim Regulations in November 2017. In March 2021, the City released the Tacoma Tidelands Subarea Plan & EIS Draft Baseline Report. The proposed permanent Tidelands regulations are in the City's Infrastructure, Planning, and Sustainability Committee for review. It is anticipated that the Draft Tidelands Subarea Plan and Final Environmental Impact Statement will be completed by the end of 2022. The SSMCP has been an active stakeholder throughout the planning process.

The City of Tacoma Tidelands Subarea is a regionally designated Manufacturing/Industrial Center (MIC) by the Puget Sound Regional Council. It is located between Interstate 5 and Commencement Bay (see Figure 5.5). This subarea has been largely developed with a range of industrial and manufacturing uses, but also includes significant fossil fuel facilities. Due to recent applications to expand fossil fuel facilities in the subarea, and significant community opposition, the City of Tacoma has been working on draft permanent Tidelands regulations that could permanently prohibit new fossil fuel facilities and limit expansions of existing facilities. Any proposed permanent ban on fossil fuel facility expansions could have significant impacts to JBLM due to the existing fuel connections between the Port of Tacoma and JBLM facilities. As such, SSMCP, JBLM, and other DoD stakeholders proposed an exemption for National Security Fossil Fuel Facilities. On August 30, 2021, the City of Tacoma City Council Infrastructure, Planning, and Sustainability Committee recommended the following exemption to the City of Tacoma City Council, which was subsequently placed in the ordinance:

TMC 13.06.080.G.5.b(4): Expansion of production, storage, transportation and transshipment of petroleum fuels when requested in writing by the Department of Defense supporting Joint Base Lewis McChord, Naval Region Northwest Installations or other national defense needs shall be allowed through the standard permitting process with the City of Tacoma acting as SEPA lead agency, subject to an enhanced SEPA checklist to be implemented and updated from time to time by the Director.

On November 9, 2021 the City of Tacoma City Council completed the first reading of the Ordinance. The final reading of the ordinance is scheduled for November 16, 2021.

6.5 Needs Assessment

Federal land use policies, JBLM planning documents, and the Washington State GMA provide a strong foundation for planning within and in the vicinity of JBLM. JBLM is close to completing an update to the JBLM Installation Development Plan that will need to be reviewed. The Washington State legislature has taken a strong stance on civilian and military land use compatibility with the creation of the Defense Community Compatibility Account (DCCA). SSMCP is actively attempting to leverage the DCCA funds and has three projects that are currently awaiting the Department of Commerce project rankings that are anticipated to be completed by January 1, 2022. **Should SSMCP continue its legislative advocacy efforts to obtain funding from the DCCA?**

The Puget Sound Regional Council has specific military installation multicounty policies that further ensure land use compatibility and coordination with JBLM. Thurston Regional Planning Council has not updated its countywide policies since 2015 and currently has no specific military installation land use compatibility or coordination policies. **Should SSMCP reach out the Thurston Regional Planning Council to advocate for the addition of specific military installation compatibility policies?**

The Washington State Department of Commerce's Washington State Guidebook on Military Community Compatibility identifies the importance of land use compatibility and state requirements and provides a voluntary Comprehensive Plan Periodic Update checklist to ensure local jurisdictions are compliant with the GMA. Pierce and Thurston County and associated cities' comprehensive plan periodic updates will occur in 2024 and 2025, and the guidebook is a valuable resource for local jurisdictions to include in their periodic updates. **Should SSMCP coordinate with jurisdictions within the GCP study area to ensure that each comprehensive plan update is accompanied by a completed Comprehensive Plan Military Compatibility checklist?**

The JBLM Army Compatible Use Buffer and First Sentinel Landscape programs have been highly successful in securing \$16.4 million in funding that has allowed the protection of 5,667 acres of prairie land and another 609 acres of agricultural lands. While these programs rightly have focused on threatened and endangered species, there may be more opportunities for protecting nearby critical areas and other lands around JBLM that may be impacted by potential encroachment issues. Expansion of the program was a recommended strategy in the 2015 JLUS Study. **Should SSMCP reach out to the JBLM Army Compatible Use Buffer coordinator to discuss including critical areas around JBLM in the Army Compatible Use Buffer and First Sentinel Landscape programs?**

The proposed ban on new fossil fuel facilities and expansion of existing facilities proposed within the City of Tacoma Tideflats subarea highlights the importance of SSMCP and JBLM participation in the local agency planning processes to avoid significant impacts to JBLM's mission. **Should SSMCP continue to monitor the City of Tacoma's adoption of the new subarea plan and regulations to ensure the National Security Fuel Facility exception is carried forth?**

6.6 Potential Strategies

See the Land Use & Housing Needs & Recommendations Summary Memo.

7.0 Land Use Compatibility

Land use compatibility is the multi-directional land use relationship between military land uses and neighboring civilian land uses.¹⁷ The Washington State Department of Commerce's 2019 Guidebook on Military and Community Compatibility states that optimal land uses near military installations are those that do not increase adverse impact to military or civilian personnel health, safety, property value, quality of life, and national security. As such, land use

¹⁷ 2019 Washington State Guidebook on Military and Community Compatibility.

compatibility planning attempts to balance the reduction of potential adverse land use impacts with civilian and military needs.¹⁸

In the 2010 JBLM Growth Coordination Plan (GCP), one of the primary recommendations was to update the JBLM Joint Land Use Study (JLUS) to ensure all land use compatibility issues were being addressed. This section will summarize the land use compatibility studies completed since the 2010 JBLM GCP was prepared.

7.1 JBLM Joint Land Use Studies

The first JLUS was completed for the Fort Lewis and McChord Air Force Base in 1992. Pierce and Thurston Counties, the cities of Tacoma, Steilacoom, DuPont, Roy, Yelm, Rainier, and the Nisqually Indian Tribe were active participants in the 1992 JLUS process. The 1992 JLUS examined seven compatibility issues that resulted in several recommendations.¹⁹ The topic areas included:

- Aircraft Safety
- Aircraft Noise
- Training and Artillery / Small Arms Safety
- Artillery Noise
- Circulation
- Growth Management
- Communication

As a result of the 1992 JLUS, the participating jurisdictions implemented new policies and standards that incorporated the 1992 JLUS recommendations.²⁰ During the 2010 JBLM GCP process, it was determined that a new JLUS was needed to address the Fort Lewis and McChord Air Force Base merger and the encroachment of growing development.

The 2010 JBLM GCP included Strategy 4.01: Conduct a Joint Land Use Study with a ranked need score of “high.” The new JLUS was to analyze the following:

- Encroachment into Clear Zones (CZ) and Accident Potential Zones (APZ)
- Encroachment related to threatened prairie lands habitat and native species in the region
- Encroachment by surrounding development
- Improved definitions for land use compatibility
- Traffic and off-base maneuver impacts

The 2015 JLUS included an Existing Conditions Report completed in September 2015 and a Land Use Compatibility Analysis and Implementation Plan that were completed in October 2015. In addition to the 1992 JLUS participants, the 2015 JLUS participants included Thurston Regional Planning Council, Tacoma-Pierce County Chamber, and Tacoma-Pierce County Health Department. The inclusion of regional partners highlighted the need for regional collaboration to address compatibility issues. The 2015 JLUS did not review all of the same compatibility issues as the 1992 JLUS, as some of the 1992 JLUS issues had been resolved and others were no longer relevant.²¹ The 2015 JLUS Land Use Compatibility Analysis identified seven compatibility issues:

¹⁸ 2019 Washington State Guidebook on Military and Community Compatibility.

¹⁹ 2015 JBLM Joint Land Use Study Final Existing Conditions Report

²⁰ 2010 JBLM Growth Coordination Plan Land Use Existing Conditions Technical Memorandum

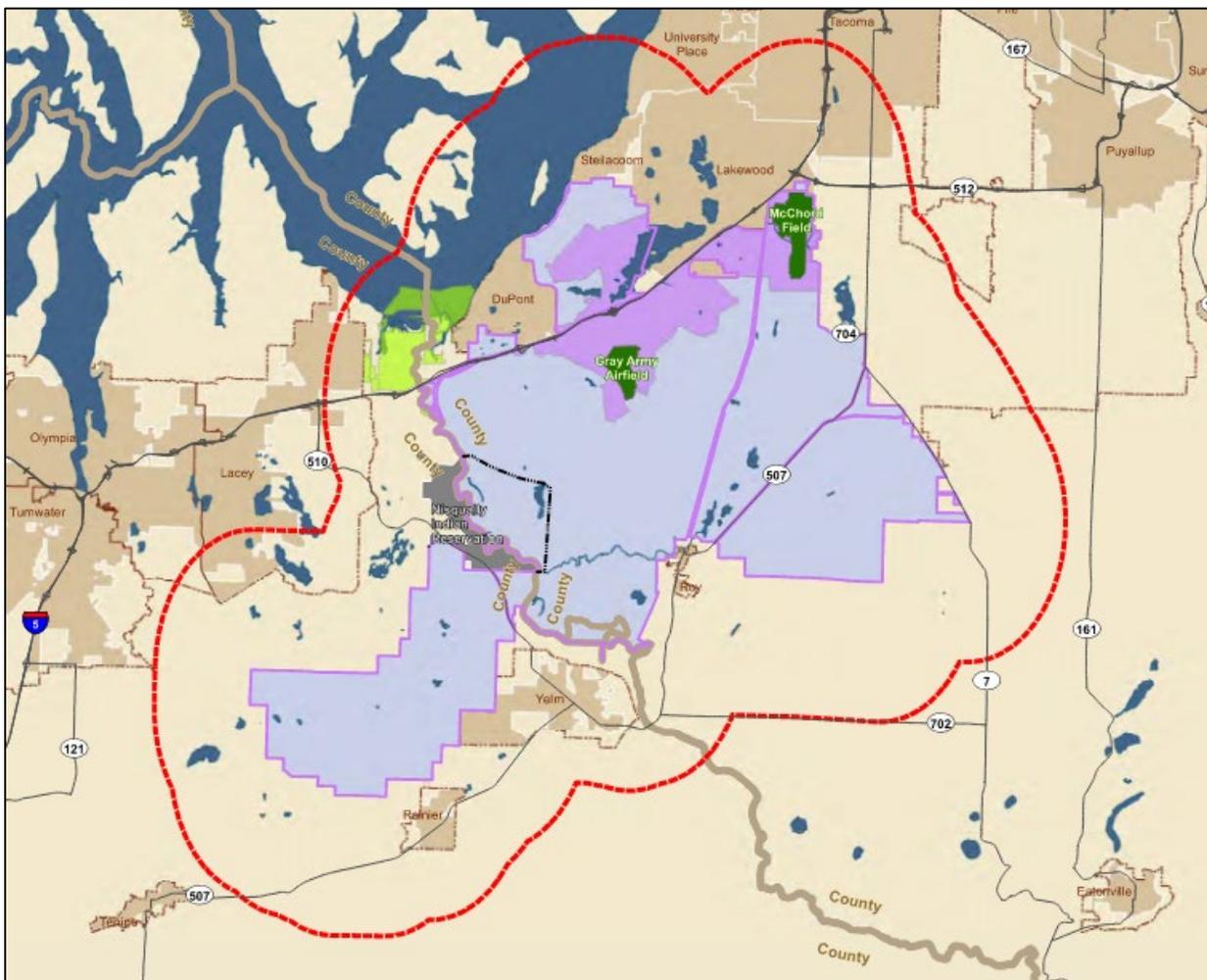
²¹ 2015 JLUS Executive Summary, p. 6

- Urban Growth
- Aircraft Safety
- Noise from Military Operations
- Threatened and Endangered Prairie Species and Habitat
- Regional Transportation Impacts
- Trespass and Unauthorized Access to JBLM Range and Training Lands
- Communication and Coordination

The 2015 JLUS boundaries were defined as the area within two miles of the JBLM boundary (Figure 6.1). The 2015 JLUS Executive Summary noted that “most current land uses around JBLM do not have negative impacts on military capabilities; however, some ongoing and potential new or future areas of concern were identified.” Table 6.1 identifies the ongoing and new areas of concern identified in the 2015 JLUS Land Use Compatibility Analysis.

The 2015 JLUS included a land use compatibility analysis and set of maps that focused on aircraft safety, aircraft noise, large weapon noise, imaginary surfaces and military training routes, and threatened and endangered species.

Figure 7.1 – 2015 JLUS Study Area Map



Source: 2015 JBLM Joint Land Use Study Final Existing Conditions Report

Table 7.1 – 2015 JLUS Summary of Conclusions

Compatibility Issues	Conclusions
Urban Growth	<ul style="list-style-type: none"> Additional urban growth within the McChord Field North CZ should be prohibited. Urban growth should be directed away from high noise areas and APZs, where feasible. Significant growth capacity in the Thurston Highlands Master Planned Community represents potential incompatibility.
Aircraft Safety	<ul style="list-style-type: none"> Existing non-conforming, incompatible uses in the McChord Field North CZ represent the most critical encroachment issue facing JBLM. JBLM should seek federal, state, and local funding to resume property acquisition efforts in the McChord north CZ. In APZ II, medium and high-density residential uses in Tacoma and recreational uses in Lakewood are categorized as incompatible. Jurisdictions should seek to phase out incompatible uses in APZs through zoning, property acquisition, and public facility siting decisions.
Noise	<ul style="list-style-type: none"> Areas in Lakewood and Tacoma near I-5 are zoned for residential, mixed use, and recreational uses categorized as incompatible or conditionally compatible. Incompatible or conditionally compatible land uses in the JBLM large weapon noise zones include Roy, parts of Yelm and DuPont, the Nisqually Indian Reservation, and parts of the urban growth area in unincorporated Thurston County near Lacey.
Endangered and Threatened Species and Habitat	<ul style="list-style-type: none"> Listed species requirements limit the scope of training on JBLM training lands.
Transportation	<ul style="list-style-type: none"> Continuation of current and exploration of new solutions for JBLM-related and other traffic are needed, particularly as it affects local road networks.
Trespass and Unauthorized Access to JBLM Range and Training Lands	<ul style="list-style-type: none"> The continuing management of access to training lands will limit trespass and competition for access to military training lands while maintaining legitimate compatible recreational uses.
Communication and Coordination	<ul style="list-style-type: none"> Communication and coordination among JLUS partners are critical for the implementation of compatibility recommendations.

Based on the 2015 JBLM JLUS Compatibility Analysis and recommendations from the JLUS Technical Working Group and the SSMCP JLUS Subcommittee, the following 22 implementation strategies were incorporated in the 2015 JLUS Implementation plan. An assessment of the status of each of the strategies is provided in the right column. It should be noted that many of the tasks were completed, while some are partially completed and/or require ongoing efforts to fully complete.

Table 7.2 – 2015 JLUS Implementation Strategies

Strategy #	Strategy	Status
1	Establish an ongoing JLUS implementation entity	Completed – A JLUS task force was in place for three years to work through the strategies and recommendations.
2	Incorporate compatibility in updates of local Comprehensive Plans	Partially Complete – Compatibility templates have been prepared for ease of local agency adoption. Adoption is up to each local agency, however, and not all have adopted any military compatibility-related policies or ordinances.
3	Analyze local transportation impacts	N/A – See Transportation ECR

Strategy #	Strategy	Status
4	Increase outreach by military partners in the community	Nearing Completion/ongoing – SSMCP website provides information. Commanders of Washington State military installations meet quarterly. Coordination has occurred for DCCA account advocacy. The Community Connector program run by First Corps in in process of re-starting.
5	Share information about JBLM and activities among internal and external stakeholders	Partially Complete - SSMCP shares some information through meetings, website, and newsletters. MOU was updated in 2018 and describes sharing of information. JBLM does not make a lot of their data public for security reasons but shares most information when requested.
6	Enhance system of notification and communication with public stakeholders to prevent unauthorized use and improve communications on authorized uses	N/A – not a land use issue
7	Establish or strengthen notification and planning processes to increase communication between JBLM and neighboring jurisdictions	Partially Complete and Ongoing – Lakewood’s NCZ and APZI And APZII are ongoing efforts for neighbor notification. Many local agencies require 60 days JBLM review time for development. JLUS task force may need to re-establish to review countywide planning policies. Doubtful the military is represented at Pierce County Growth Management Coordination Committee level.
8	Maximize use of existing financial incentives to encourage preservation of open space and working land	Complete – A Prairie Conservation Study was completed in 2020.
9	Incorporate specific land use compatibility requirements into local zoning codes and ordinances	Partially Complete – MAIO Plan and templates created for Military Influence Overlay Areas. Adoption by local agencies is up to each local agency.
10	Incorporate considerations of aircraft safety and military operational noise into local jurisdiction planning and permitting processes.	Partially Complete – Mapping and templates are complete. Adoption by local agencies is up to each local agency.
11	Pursue additional conservation partnering opportunities through Readiness and Environmental Protection Initiative (REPI) / Army Compatible Use Buffer (ACUB), and the Sentinel Landscapes partnership	Progress Unclear – This is a JBLM-related item. SSMCP pursued a grant and completed a Prairie Conservation Study in 2020.
12	Expand the federal role in habitat conservation efforts	Complete – JBLM completed the Sentinel Landscapes Partnership.
13	Promote sound attenuation building standards and/or energy efficiency practices in new buildings	Complete – New IBC codes adopted locally in 2021 provide improved energy efficiency and sound attenuation.
14	Support state designations of an area of Regional Military Influence (RMI) or Area of Critical State/Local Concern and Interest	Partially complete – PSRC has designated JBLM as a Major Military Installation.
15	Conduct a lighting study to refine the geographic area in which a Military Lighting Overlay District may be applied based on JLUS Implementation entity and stakeholder input	Complete – The lighting study was completed and Lakewood has adopted new lighting regulations. Adoption by local agencies is up to each local agency.
16	Establish a process for coordination among JBLM and neighboring communities to seek ways to provide adequate rental housing for service members	Completed – The Off-Installation Housing Study was completed in 2020. The recommendations of that study replace those of the JLUS.
17	Pursue federal or state funding for resolution of encroachment issues	Completed and Ongoing – Funding has been appropriated for the NCZ, but more is needed. The DCCA was established with the state legislature but funding not yet allocated.

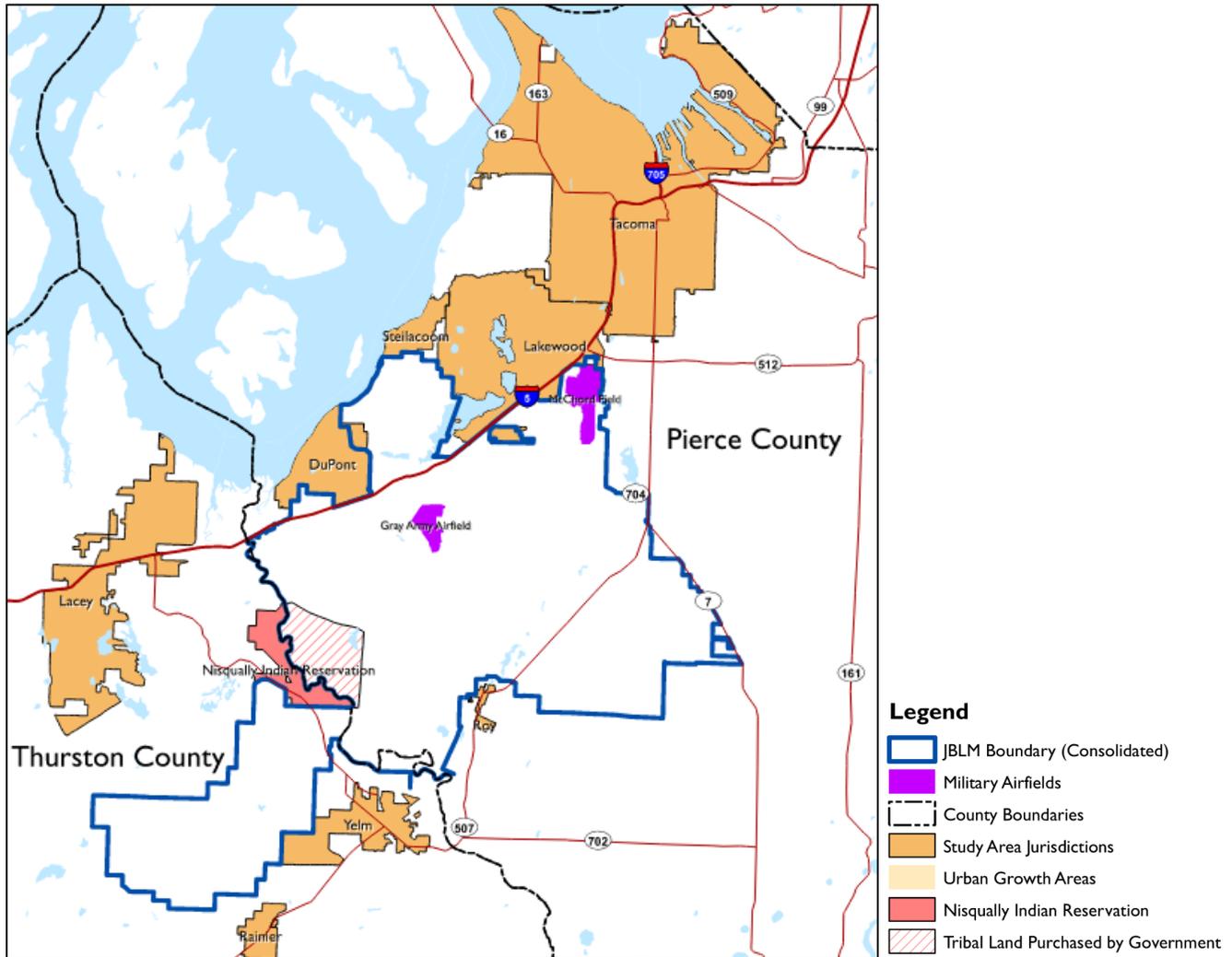
Strategy #	Strategy	Status
18	Real estate tools - disclosures, deed restrictions, hold harmless agreements	Completed – Use of the tools is up to each local agency.
19	Avoid overflight of noise sensitive areas and residential areas, when feasible	N/A – Not a land use issue
20	Enact or amend state-level legislation to promote land use compatibility around military installations	Complete and Ongoing
21	Promote analysis of military economic impact in state-wide planning processes	N/A – Not a land use issue
22	Expand conservation banking through Thurston County.	Complete – A Prairie Conservation Study was completed in 2020.

7.2 SSMCP Military Influence Areas Overlay and Lighting Study

In 2019, a Military Influence Areas Overlay (MIAO) Report was completed to implement the 2015 JLUS implementation strategies 7, 9, 10, 13, and 18. The MIAO Report assessed aircraft safety through Clear Zones and Accident Potential Zones, airfield imaginary surfaces, aircraft noise, and large weapons noise. The MIAO Report includes the final JBLM Installation Operational Noise Management Plan, which has been updated since it was included in draft form with the 2015 JLUS. Per the 2015 JLUS, the MIAO Report identified the following 11 jurisdictions within the JBLM Military Influence Areas (Figure 6.2 – 2019 MIAO Report Study Area):

- City of DuPont
- City of Lacey
- City of Lakewood
- Nisqually Indian Reservation
- Pierce County
- City of Rainier
- City of Roy
- City of Steilacoom
- City of Tacoma
- Thurston County
- City of Yelm

Figure 7.2 – 2019 MIAO Report Study Area



Source: 2019 Military Influence Areas Overlay Report

The MIAO Report completed a gap analysis to determine which JBLM Military Influence Areas are within each jurisdiction, if the jurisdiction required noise notices, real estate disclosures, or had the appropriate zoning standards (including subdivision and outdoor lighting standards), military related policies, and/or codified coordination with JBLM. A summary of each jurisdiction’s existing policies and regulations as it relates to the MIAO Report assessment was included in the report. The final product from the MIAO Report is the draft MIAO Ordinances for each jurisdiction, sample permit notification language, sample real estate disclosure, and sample voluntary noise level reduction guidelines.

A review of local government plans and regulations was completed as part of the 2015 JLUS study, and more recently, the 2019 MIAO Report. Figure 18, “Overview of Local Government Plans & Regulations” and Figure 19, “Military Influence Areas by Jurisdiction” from the 2019 MIAO Report have been provided in Appendices 2 and 3.

7.3 Study of Prairie Conservation Partnering, Compensatory Mitigation, and Banking Expansion Opportunities in South Puget Sound, WA

SSMCP completed the Study of Prairie Conservation Partnering, Compensatory Mitigation, and Banking Expansion Opportunities in South Puget Sound, WA (Prairie Conservation Study) in August 2020. The Prairie Conservation Study

aimed to identify the needed mechanisms to reduce the impacts of Endangered Species Act (ESA) listed species on JBLM military training, while also working towards the species recovery goals. The following three ESA listed prairie species currently impact JBLM military training:

- Streaked horned lark (SHL);
- Mazama pocket gopher (MPG); and
- Taylor’s checkerspot butterfly (TCB)

The overall goal is to reach the “desired future state” that includes the following characteristics:

- Military training requirements that take place on JBLM prairies and other occupied habitat are met; species credits are generated in sufficient quantity so as to offset needed military training as required;
- SHL, MPG, and TCB no longer warrant ESA protection and are delisted;
- Sufficient quality habitat (in size, shape, and locale) exists and is protected so as to allow the prairie species to thrive in perpetuity;
- Conservation of prairie habitats is sufficient to preclude the need for listing of additional prairie-dependent species in South Puget Sound;
- Human activities such as military training, ranching, recreation usage and/or strategically permitted development occur on prairies and other occupied habitat without precluding the survival and recovery of ESA-listed prairie species;
- Sufficient scientific data is available with no significant knowledge gaps to appropriately manage the prairies and the species that inhabit them;
- Prairie restoration/conservation/maintenance costs are funded via, or a combination of, secure, self-generating mechanisms (endowment, trust, marketable product, user fees, etc.);
- Compensatory mitigation measures, to include prairie conservation mitigation banks, and other appropriate mitigation tools, are established that:
 - contribute substantially to the prairie recovery and protection efforts, and
 - assist and support necessary human activities and development as a part of established growth management criteria;
- A properly staffed and resourced team of experts is dedicated to efficiently managing the ongoing prairie conservation restoration, maintenance, and banking work;
- Regulatory processes from different agencies are clear, based on science, not duplicative or conflicting, and practical to implement; and
- Permitting and mitigation processes are straight-forward and timely.

One of the primary reasons these three species are ESA listed is due to the loss of prairie habitat. Specifically, the pre-European prairie habitat in Thurston and Pierce County was approximately 150,000 acres. Today, there is approximately 22,500 acres of prairie left. As such, Thurston County, Pierce County, JBLM, and associated federal and military programs are attempting to preserve and restore the prairie habitat. The Prairie Conservation Study notes that the current preservation and restoration efforts are “severely hampered” by the lack of dedicated resources. The study utilized a strengths, weaknesses, opportunities, and threats (SWOT) analysis to help identify the ten recommended courses of actions, see Table 7.3.

Table 7.3: The Prairie Conservation Study Recommended Courses of Action

Course of Action	Approximate Cost
Unite South Puget Sound Prairie Conservation Partnerships and Create a Foundation	Full Execution: Endowment= \$6.0M Annual= \$418K
Stabilize Funding Support	\$95K/yr
Acquire More Habitat and Habitat Easements	\$8,700 per acre average for open land
Focus and Fund Research That Closes Knowledge Gaps	\$1M-\$2M
Develop South Puget Sound Region-Wide Prairie Mitigation Market Place with a Common Crediting Plan	Initial cost of \$30K plus and additional \$5K per year
Explore Creative Compensatory Mitigation Strategies	\$35K for strategy plan development
Establish Securely Funded Habitat Restoration and Maintenance Procedures	Full Execution: Endowment= \$25.8M
Streamline Grant Application and Processing Procedures	\$25K for study
Evaluate Effectiveness of Regulations, Policies and Guidance	\$100K for study
Establish a Formal, Nested Set of Implementation and Strategic Plans with Routine Reviews and Adjustments	\$35K for plans

7.4 Needs Assessment

There are a number of JBLM programs related to land use compatibility, including the Army Compatible Buffer Program and a number of state policies that support land use compatibility between JBLM and surrounding development. The Revised Code of Washington (RCW 26.70A.530) prioritizes the protection of land surrounding military installations from incompatible development. The Washington State Department of Commerce’s 2019 Guidebook on Military and Community Compatibility includes guidance and a comprehensive plan update checklist for use during periodic updates. Puget Sound Regional Council provide a range of multicounty policies and actions from investigating new funding sources for military-community compatibility to protecting military land from encroachment by incompatible uses.

The SSMCP has been involved in other land use compatibility planning, beginning with the 2015 JLUS and, more recently, the 2019 MIAO Report. **Should the JLUS be updated to address climate change resiliency (sea level rise, increased fire dangers, droughts, etc.) and to address renewable energy-related compatibility issues (e.g., solar panel inverters causing radar and radio interference²²)?** Additionally, DoD land use compatibility standards have been updated since the 2015 JLUS, which could also be addressed in an update to the JLUS.

The 2019 MIAO Report includes recommended policy and regulation changes for 11 Military Influence Areas that, if adopted by the local agencies, would further protect JBLM activities from development encroachment. It is not clear how the policies and regulations have been communicated with the agencies since the report was completed; however, they will all be soon updating their comprehensive plans and development regulations as part of the requirements of the Growth Management Act and now would be an excellent time to engage with them on the MIAO Report recommendations and the comprehensive plan update checklist prepared by Commerce. **Should SSMCP advocate to area councils and planning staff on the inclusion of the MIAO Report recommendations and the comprehensive plan update checklist in the upcoming plan updates? Should a JBLM community liaison also participate?**

²² Statement from the Maryland Planning August 5, 2021 Presentation on Civilian-Military Compatibility Planning Presentation

There are three ESA-listed species in the JBLM vicinity, and the regulatory mitigation measures for protection of these species has an impact on JBLM’s training activities. Recovery of the species has mutual benefits, including ecological benefits and sustaining JBLM’s mission and other land use activities in the region. Recovery efforts require funding, staffing, and completion of the tasks outlined in the 2020 Prairie Conservation Study. **Should SSMCP be involved in the recovery efforts and, if so, to what extent?**

7.5 Potential Strategies

See the Land Use & Housing Needs & Recommendations Summary Memo.

8.0 Land Use Capacity

The GMA requires that Pierce and Thurston counties conduct buildable lands analyses every eight years. Buildable Lands Reports focus on the allocation of future population, housing units, and employment within the associated county (land use capacity). This is done on a regular basis prior to the next comprehensive plan periodic update. It should be noted that the buildable lands analyses are based on census data that includes JBLM population and employment data, but the future projections on population and employment do not take JBLM growth into account.

In the 2010 JBLM GCP, it was determined through stakeholder interviews and a review of the Pierce and Thurston County Buildable Lands Reports that land use capacity was not a major concern and no recommendations were included within the final 2010 JBLM GCP related to land capacity. However, stakeholder responses during this update have disagreed with the 2010 land use capacity findings.

8.1 Pierce County Buildable Lands Report

The 2010 JBLM GCP reviewed the 2010 Pierce County Buildable Lands Report and found that there was enough land capacity for the projected growth. The Pierce County Buildable Lands Report was recently updated (Sept. 30, 2021). The 2021 Pierce County Buildable Lands Report (PCBLR) includes an analysis of the population, housing, and employment data for all urban and rural areas within the County. Table 8.1 provides the Pierce County Buildable Lands housing data.

Table 8.1 – 2021 Pierce County Buildable Lands Report Information

Jurisdictions	Housing Capacity (2020-2024)	Housing Need (2020-2044 unless noted)	Housing Capacity Excess
Unincorporated Urban Pierce County	41,917	21,398	20,519
Bonney Lake	3,054	3,000	54
Buckley	1,609	1,374	235
Carbonado	251	17	234
DuPont	1,128	1,960	-832
Eatonville	1,282	223*	1,059
Edgewood	4,126	2,432	1,694
Fife	1,182	840	342
Fircrest	242	788	-546
Gig Harbor	2,100	129*	1,971

Jurisdictions	Housing Capacity (2020-2024)	Housing Need (2020-2044 unless noted)	Housing Capacity Excess
Lakewood	8,803	3,340	5,463
Milton (part)	617	259	358
Orting	374	168	206
Pacific (part)	0	0	0
Puyallup	7,189	6,880	309
Roy	172	156*	16
Ruston	448	298*	150
South Prairie	87	13	74
Steilacoom	649	176	473
Sumner	2,603	2,035	568
Tacoma	72,735	40,317	32,418
University Place	17,136	3,294	13,842
Wilkeson	62	69	-7
Total	167,901	93,647	74,254

Data Source: 2021 Pierce County Buildable Lands Report data

*The projected housing need is for the years 2020-2030.

As illustrated above, Pierce County has a significant amount of land capacity to accommodate the projected growth of the County, but the amount of excess capacity varies by city. The cities of DuPont, Fircrest, and Wilkeson will have shortages of land. Unincorporated Urban Pierce County, University Place, and Tacoma have the most available land for additional housing. The cities of Dupont, Fircrest, and Wilkeson will likely need to update zoning standards to allow for greater densities.

The Pierce County Buildable Lands Report reviewed the projected employment growth and found that the County and its associated cities have enough land use capacity to support the 2044 employment growth forecast.²³ See the Economics Technical Memo for more explanation of employment forecasts.

8.2 Thurston County Buildable Lands Report

The population data provided by JBLM demonstrates that many military service members are choosing to locate in Thurston County, likely due to greater housing affordability and availability. The 2021 Thurston County Buildable Lands Report (TCBLR) includes an analysis of the population, housing, and employment data for all urban and rural jurisdictions within the County. Table 8.2 provides the Thurston County Buildable Lands housing data.

²³ 2021 Draft Pierce County Buildable Lands Report, p. 27

Table 8.2 – 2021 Thurston County Buildable Lands Report Information

Jurisdictions	2040 Total Housing Units Target	2040 Estimated Housing Supply	Difference Between Housing Supply and Total Units Needed
Rural Thurston County	41,710	50,680	8,970
City of Lacey	48,870	51,070	2,200
City of Olympia	42,870	44,770	2,130
City of Tumwater	20,820	22,950	2,130
City of Bucoda	360	410	100
City of Rainier	1,440	1,830	390
City of Tenino	1,280	1,360	80
City of Yelm	10,640	12,450	1,180
Grand Mound (UGA)	720	800	80
Total	168,710	186,600	17,890

Data Source: 2021 Buildable Lands Report for Thurston County

The TCBLR found that overall Urban Growth Areas (UGAs) contain sufficient land capacity to accommodate the projected population growth. The TCBLR notes that residential land supply may be impacted by federal endangered species listings, water availability, and the ability to extend sewer.

Thurston County reviewed the projected employment growth and found that the County and its associated cities have enough land use capacity to support the 2040 employment growth forecast for the County.²⁴ See the Economics Technical Memo for more explanation of employment forecasts.

8.3 Needs Assessment

Overall, Pierce County and Thurston County have enough land capacity to accommodate projected housing needs and employment growth. This assessment does not mean that there is not a housing unit deficit, but that there is simply enough residential-zoned land to meet future housing development needs. Concern remains as to how local jurisdictions will allocate the higher housing and employment densities and whether land use compatibility issues may arise. Additionally, it is not known how a sudden increase or decrease in JBLM service member population could impact future land capacity. SSMCP can continue to participate as an active stakeholder with local jurisdictions to ensure that increased densities required as part of County Buildable Lands population growth allocation does not cause land use encroachment.

8.4 Potential Strategies

See the Land Use & Housing Needs & Recommendations Summary Memo.

9.0 Housing

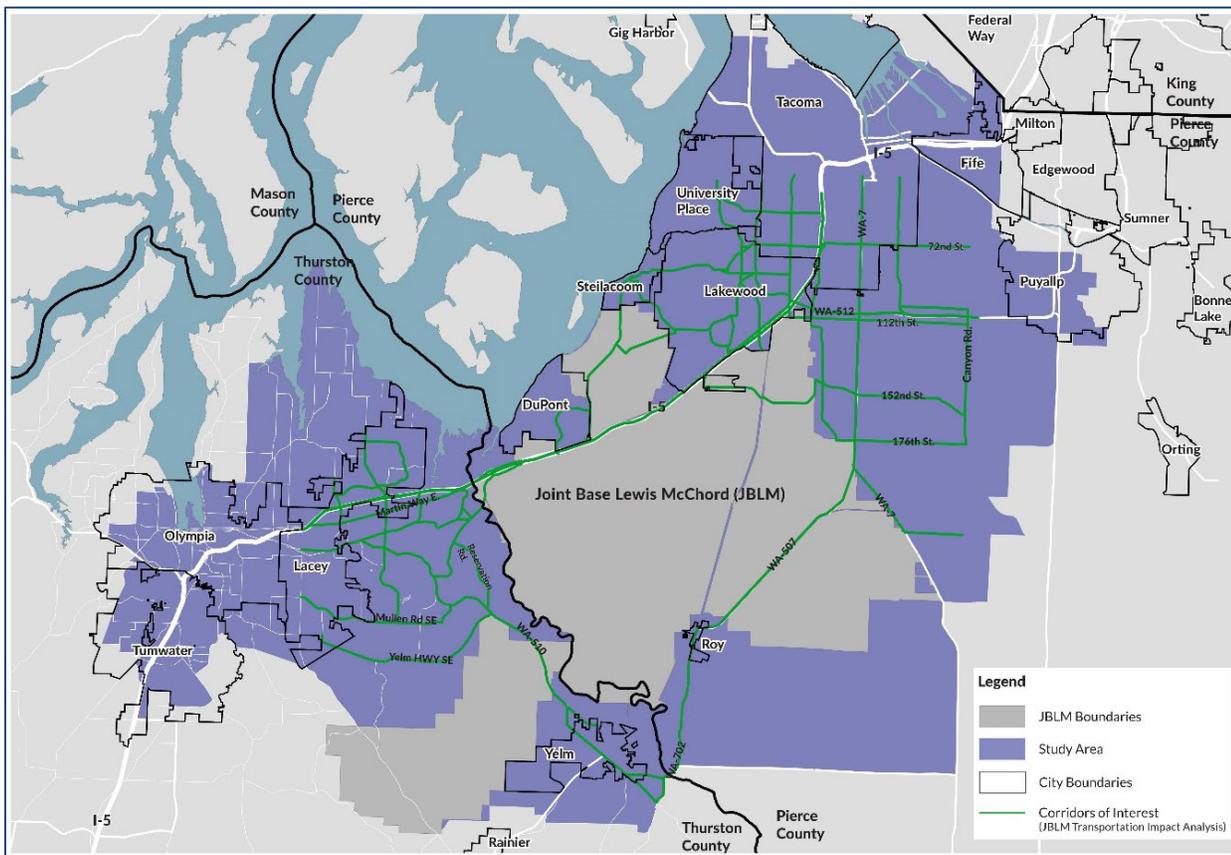
²⁴ 2021 Thurston County Buildable Lands Report, p. 51

The 2010 JBLM GCP identified the need to improve the availability and affordability of off-installation housing for military families. With a grant from the U.S. Department of Defense Office of Economic Adjustment, SSMCP completed the JBLM Off-Installation Housing Study (Housing Study) in 2020.

9.1 2020 JBLM Off-Installation Housing Study

The main purpose of the 2020 Housing Study was to identify and address opportunities and barriers to adequate off-installation housing that was affordable to the E1 to E5 service member population. In 2019, approximately 31,164 service members were stationed at JBLM and approximately 70% of these service members lived off-base.²⁵ As such, approximately 21,814 service members and their families were assumed to live off-base. The Study Area (see Figure 8.1) was focused on the area within a 20-minute drive to any JBLM gate and corridor of interest.

Figure 9.1 – JBLM Off-Installation Housing Study Area Map



Source: 2020 JBLM Off-Installation Housing Study

The Housing Study included a survey of service members to determine their experiences in locating housing. Of the 333 service member respondents, 74 percent of the service members rent housing versus the 26 percent that own housing.²⁶ The most important issue for services member when searching for housing is to ensure that the housing costs are within their Basic Allowance for Housing (BAH).²⁷ Sixty-three percent of respondents said that they pay between \$250 and \$500

²⁵ South Sound Community Partnership, 2020 JBLM Off-Installation Housing Study, page 4.

²⁶ South Sound Military & Communities Partnership, 2020 JBLM Off-Installation Housing Study, Page 23.

²⁷ Ibid, Page 23.

more than their BAH.²⁸ While it is widely known that rental and for-purchase housing costs have increased, the Housing Study clearly details how regional housing issues are having a significant impact to JBLM service members and their families.

As detailed in the Housing Study, the local jurisdiction land use controls and permitting process can act as a barrier to increasing the housing supply.²⁹ The Housing Study identified the types of local regulations that act as a barrier to housing development or increase development costs, such as use and density regulations, permit procedures, SEPA environmental review, impact fees, and others.

In response to the growing regional housing issues and funding provided by the state legislature, a significant number of local jurisdictions have completed or started Housing Action Plans or Subarea Plans in an attempt to increase housing densities and affordability. The cities of Fife, Puyallup, Tacoma, and University Place have prepared Housing Action Plans while Cities of Lacey, Olympia, and Tumwater completed a Regional Housing Plan with the Thurston Regional Planning Council. Additionally, Puget Sound Regional Council is working on a Regional Housing Strategy. The City of Lakewood has completed a Subarea Plan.

The Washington State Legislature has taken a number of steps to address the housing shortage and affordability issues. In 2019 and 2020 the Legislature included increasing residential building capacity and improving permit procedures with HB 1923 and SHB 2343, encouraging accessory dwelling units with ESSD 6617, improving tax exemptions for multifamily housing with SHB 2950, HB 1070, and SB 5287, and establishing new funding opportunities with EHB 1219, SB 6212, HB 1590, HB 2947, HB 1189. As a result of COVID-19, the Washington State Legislature passed a number of regulations regarding housing evictions with HB 1277, SB 5160, and HB 1108.

A Market Study was completed for the Housing Study that assessed the housing costs and availability of off-base housing.³⁰ The Market Study was broken into quadrants as provided in Figure 9.2. The following are the key findings of the Market Study:

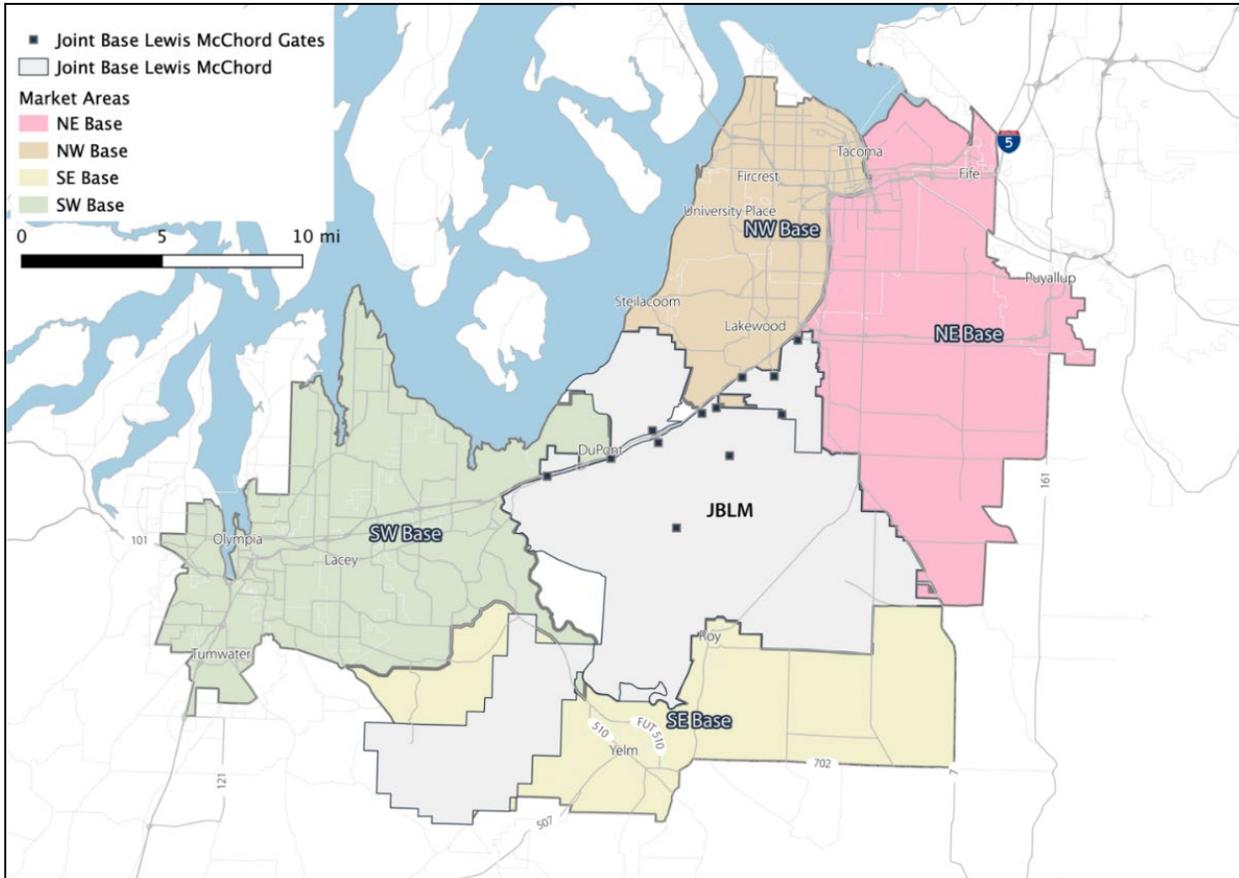
- The study area has a deficit of 8,585 housing units; the housing unit deficit will continue to grow with the projected growth in the JBLM market area. (As indicated by the land use capacity analysis provided above, the shortage of housing units is not due to a shortage of residential zoned land.)
- Military and civilian residents are competing in a highly competitive housing market.
- Between 74 and 79 percent of the total housing stock in the market is affordable to service members. The key challenge is in finding available housing within a 30-minute drive given the structural supply limitations.
- Most of the housing being constructed is unaffordable to the E1 to E5 service member. There is a need for a range of housing that includes rental multifamily units as well as affordable single-family housing.
- An increase in supply of all types of housing would benefit costs and availability for all persons seeking housing.
- COVID-19 pandemic has impacted the production of housing, which will exacerbate housing affordability and availability issues.

²⁸ Ibid, Page 23.

²⁹ Ibid, Page 57.

³⁰ South Sound Community Partnership, 2020 JBLM Off-Installation Housing Study, Page 78.

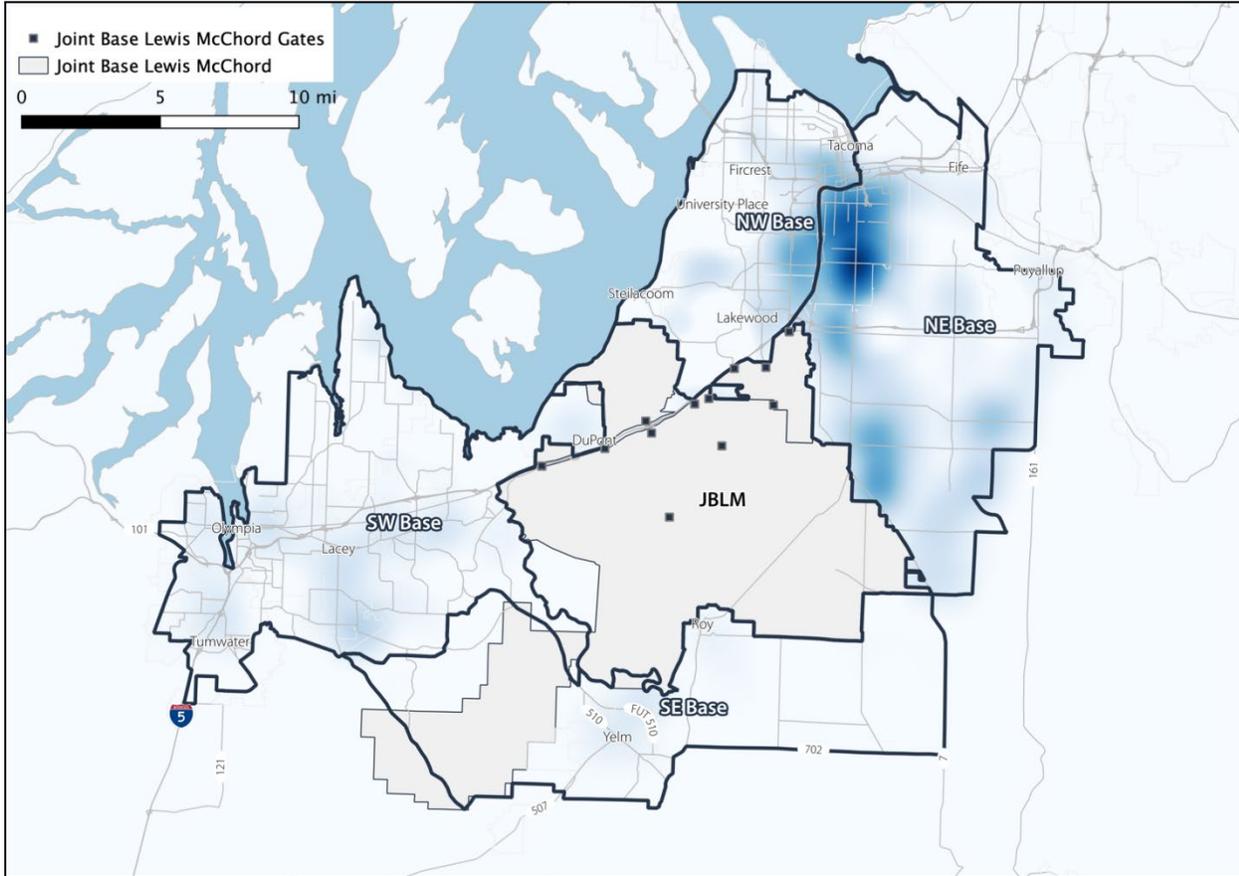
Figure 9.2 – JBLM Off-Installation Housing Study Market Area



Source: 2020 JBLM Off-Installation Housing Study

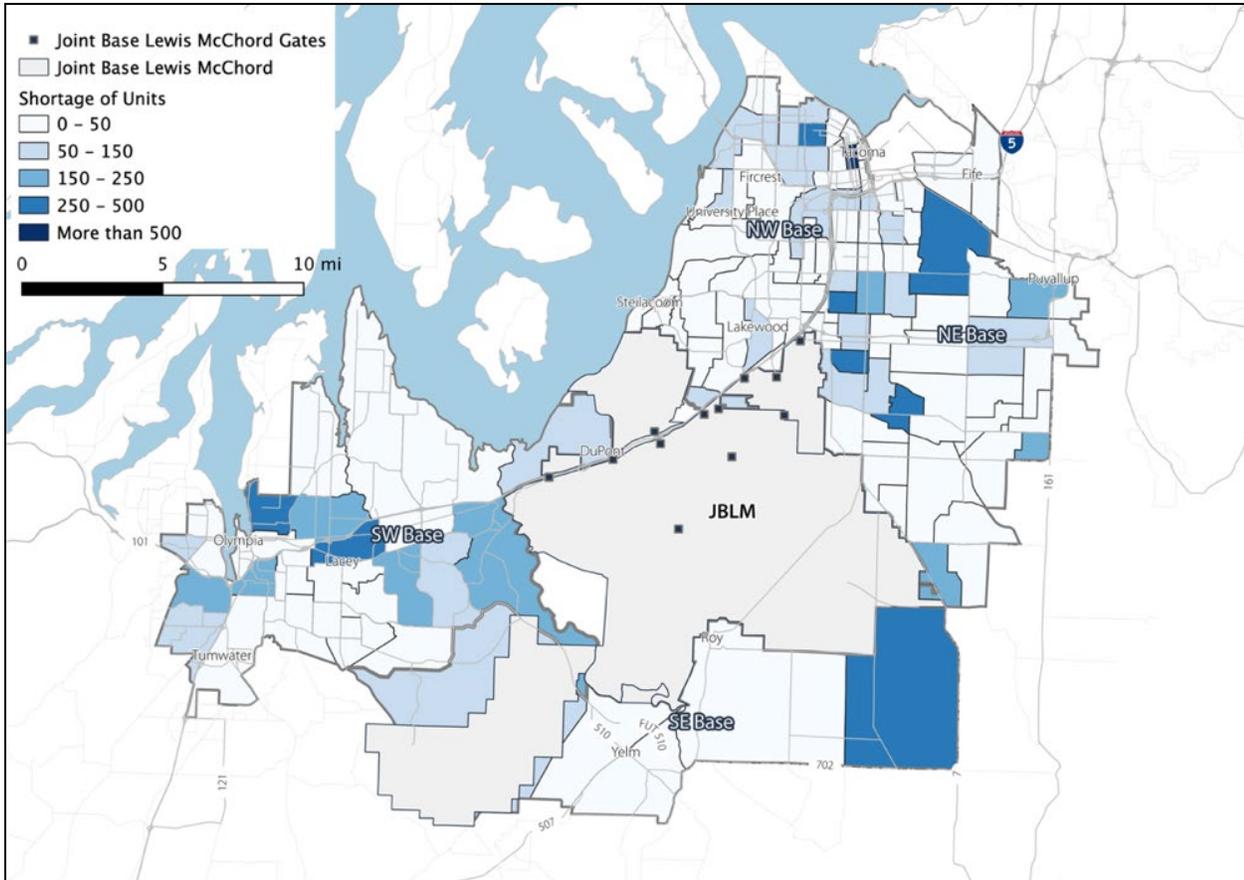
The Market Study included a map that identified the concentration of housing units that are priced equal to or less than BAH, see Figure 9.3. Figure 9.3 identifies that the highest concentration of affordable units is north of JBLM within the City of Tacoma and Pierce County limits.

Figure 9.3 – BAH-Concentration of Units Affordable by Market Area (Highest Concentration of Most Affordable Units).



Source: 2020 JBLM Off-Installation Housing Study

Figure 9.4 – 2019 Estimated Shortage of Units



Source: 2020 JBLM Off-Installation Housing Study

The Housing Study provided 16 specific recommendations, see Appendix 6. Each recommendation was provided a priority number, a schedule for implementation, and initiating actions.

2020 JBLM DoD Housing Market Analysis

In 2020, the Department of Defense completed a JBLM Housing Market Analysis (HMA), which is a market study that utilizes a 20-mile market area to determine how the on-installation housing is serving the installation’s needs. This JBLM/DoD internal document was not made available for either the 2020 SSMCP JBLM Off-Installation Housing Study or this 2022 JBLM GCP Update. It has been conveyed by the JBLM installation commander that the JBLM HMA findings are not consistent with those of the 2020 Off-Installation Study commissioned by SSMCP and the results are providing a challenge for JBLM to pursue the development of additional on-base housing that would alleviate the well documented military housing issues in the region.

For the DoD HMA the on-base military family housing inventory was a constant, **5,159 housing units**. The DoD HMA found that the total off-base military family housing requirement decreases from 2020 to 2025 (see Table 9.1: JBLM Housing Market Analysis Military Family Housing Inventory).

Table 9.1: JBLM Housing Market Analysis Military Family Housing Inventory

DoD HMA	2020	2021	2022	2023	2024	2025
Military Family Housing Required	8,180	7,348	6,642	6,174	5,716	5,400
Military Family Housing Deficit	3,021	2,189	1,483	1,015	557	245

The 2020 SSMCP Off-Installation Housing Study found a current shortage of over **8,585 housing units** in the JBLM study area. The ability to add housing on-base has many benefits to JBLM’s mission, including better control over service member’s housing costs, their proximity to post, better security, and the overall benefit of improving the service member’s financial security. The JBLM Commander is interested in pursuing either an additional housing study to confirm or deny this discrepancy or identify other methods to pursue the development of additional on-base housing.

9.2 Needs Assessment

The 2020 JBLM Off-Installation Housing Study is an up-to-date housing study that provides analysis of existing conditions, needs to address housing attainability and cost issues, and recommendations. The 2022 JBLM GCP Update includes measurable housing goals. **Should SSMCP work to implement the housing study goals?** The following is a summary of the 2020 Housing Study recommendations:

- Multiple housing recommendations involve SSMCP coordinating and collaborating with local jurisdictions. **Should SSMCP facilitate a “traveling roadshow” (recommendation #5) that will allow SSMCP to share housing information with all SSMCP member communities?** This is particularly important due to the upcoming comprehensive plan and development regulation updates. **Should this task be completed by mid-2022 for Pierce County jurisdictions and early 2023 for Thurston County jurisdictions to align with upcoming Comprehensive Plan Updates?**
- Multiple housing recommendations involve SSMCP coordination and collaboration with JBLM for the re-activation and expansion of the RPP program (recommendation number 1) and increasing the 10 days of daily stipend for new service members arriving in the area (recommendation number 8). **Should SSMCP work with JBLM to significantly expand the Rental Partnership Program (RPP) to help service members compete in the highly competitive marketplace?**
- At the time of preparation of the Housing Study, many Housing Action Plans, Subarea Plans and other efforts to increase housing supply or provide opportunities for “missing middle” housing were in process. Additionally, new Buildable Lands Data and Census Data has become available. **Should the recommendation to periodically update the housing study (recommendation number 14) be implemented? Would an updated study result in any measurable changes to the Housing Study conclusions?**
- Recommendation number 15 was specific to supporting the City of DuPont in obtaining grant funding for the development of over 1,000 workforce housing units on what is currently a brownfield. **Should recommendation number 15 be revised to be more inclusive of supporting all grant funding opportunities that have the potential to increase the development of attainable housing in the JBLM region?**

- The addition of more on-base housing should also be pursued. JBLM has available land area and the benefit of being able to control costs, provide better security, etc. with on-base housing. **Should SSMCP assist JBLM in the pursuit of the development of additional on-base housing?**

9.3 Potential Strategies

- See the Land Use & Housing Needs & Recommendations Summary Memo.

10.0 COVID-19 Land Use Impact

In January 2020, the first case of COVID-19 was reported in Washington State. In March 2020, the Washington State Governor issued the “Stay Home, Stay Healthy” order that closed all businesses except those deemed “essential.” This required the closure of many businesses within Thurston and Pierce County. Specifically, many office, retail, restaurant, and industrial buildings were closed or significantly reduced in capacity to accommodate social distancing. This included many city and county permitting offices, which delayed permit approvals. Most local agencies quickly adapted to the stay home order by completing development review remotely and hosting public meetings and hearings online. On June 30, 2021, Washington State reopened under the “Washington Ready” plan, allowing most industry sectors to return to usual capacity and operations. Most local agencies and local businesses have resumed to working in the office; however, many have opted to continue to hold public meetings online.

There are several ways that COVID-19 has and may continue to impact land use and housing both in the JBLM region and around the world:

1. A long-term change in land uses may result from more employees telecommuting, causing different locational choices for their housing and less use of their personal vehicles to get to work and meetings.
2. An increase in the use of online purchasing, which increases the need for warehouse and distribution centers and requires more delivery vehicles on the road.
3. Short-term impacts to housing supply and housing development costs caused by impacts in the building material supply chain.

The long-term impact to land uses as a result of COVID-19 is unknown. Several stakeholders noted in their survey and interview responses that any land use change due to people telecommuting is still uncertain. There is general agreement that if there are significant changes in land uses, it would likely cause an increase in urban sprawl, reduced need for transit, potential reduction in greenhouse gases (GHG), and reduced transportation impacts. One stakeholder from a regional planning agency pointed out that many of the big tech companies that were offering long-term telecommuting to their employees are still buying and building large office spaces.

While there are limited COVID-19 long term land use impact studies, the Long Island Regional Planning Council (New York) released a study in September 2020 that identified likely changes to housing, retail, office, and light industrial uses.³¹ The key impacts include increases in warehousing uses due to the increase of e-commerce, increases in multi-generational living, repurposing large suburban office parks, and the growth of pop-up retail (a temporary retail shop that opens quickly for a short period of time).³²

³¹<https://lirpc.org/economic-development/land-use-impacts-post-covid-19/>, accessed July 30, 2021

³² *ibid*

Regarding impacts to the housing supply and affordability, the 2020 JBLM Off-Installation Housing Study stated that COVID-19 was likely to exacerbate the existing housing supply and cost issues.³³ This can be attributed to delays in city permitting due to changes in working conditions and office closures, the temporary pause in housing construction due to having to stay home, and significant disruptions to building material supply chains.

10.1 Needs Assessment

COVID-19 had a short-term impact to the economy and has impacted the supply of housing due to slower permit approvals, reduction in construction, and sudden and dramatic building supply disruptions. As stated above, there is not a consensus of the long-term impacts. It will be important that all jurisdictions in Pierce and Thurston County continue to assess how COVID-19 is impacting land use. **Should SSMCP have a role in monitoring COVID-19 land use impacts?**

10.2 Potential Strategies

See the Land Use & Housing Needs & Recommendations Summary Memo.

³³ South Sound Community Partnership, 2020 JBLM Off-Installation Housing Study, Page 78.

11.0 Appendices

Appendix 1. List of Abbreviations and Acronyms

Appendix 2. Local Planning Documents

Appendix 3. 2019 MAIO Report Military Influence Areas by Jurisdiction

Appendix 4. 2019 MAIO Report Overview of Local Government Plans & Regulations

Appendix 5. 2019 MAIO Report Washington Legislature Review

Appendix 6. 2020 JBLM Off-Installation Housing Study Recommendations (Table 3.1)

Appendix 1. List of Acronyms

ACUB—Army Compatible Use Buffer (Program)
AICUZ—Air Installation Compatible Use Zone
APZ—Accident Potential Zone
BAH—Basic Allowance for Housing
CZ—Clear Zone
DCCA—Defense Community Compatibility Account
DoD—United States Department of Defense
ECR—Existing Conditions Report
ESA—Endangered Species Act
GDP—Growth Coordination Plan
GHG—Greenhouse Gases
GMA—Washington State Growth Management Act
ICUZ—Installation Compatible Use Zone
IDP—Installation Development Plan
JBLM—Joint Base Lewis-McChord
JLUS—Joint Land Use Study
MIAO—Military Influence Areas Overlay
MPG—Mazama pocket gopher
MPO—Metropolitan Planning Organizations
MPP—Multicounty Planning Policies
NCZ—North Clear Zone
NRCS—Natural Resources Conservation Service
PCBLR—Pierce County Buildable Lands Report
PSRC—Puget Sound Regional Council
RCI—Residential Communities Initiative
RCW—Revised Code of Washington
REPI—Readiness and Environmental Protection Integration (Program)
RPP—Rental Partnership Program
RTPO—Regional Transportation Planning Organization
SHL—Streaked horned lark
SSMCP—South Sound Military & Communities Partnership
SWOT—Strengths, Weaknesses, Opportunities, and Threats
TCBLR—Thurston County Buildable Lands Report
TCB—Taylor’s checkerspot butterfly
TRPC—Thurston Regional Planning Council
UFC—United Facilities Code

Appendix 2. Local Planning Documents

Jurisdiction	Planning Document
Bonney Lake	Bonney Lake Comprehensive Plan Bonney Lake Municipal Code
Buckley	Buckley Comprehensive Plan Buckley Municipal Code
Bucoda	Bucoda Comprehensive Plan (Town Ordinances maintained at the Town Hall)
Carbonado	Carbonado Comprehensive Plan Carbonado Municipal Code
DuPont	DuPont Comprehensive Plan DuPont Municipal Code
Eatonville	Eatonville Comprehensive Plan Eatonville Municipal Code
Edgewood	Edgewood Comprehensive Plan Edgewood Municipal Code
Fife	Fife Comprehensive Plan Fife Municipal Code
Fircrest	Fircrest Comprehensive Plan Fircrest Municipal Code
Gig Harbor	Gig Harbor Comprehensive Plan Gig Harbor Municipal Code
Grand Mound (UGA)	Grand Mound (UGA) Comprehensive Plan Grand Mound (UGA) Municipal Code
Lacey	Lacey Comprehensive Plan Lacey Municipal Code
Lakewood	Lakewood Comprehensive Plan Lakewood Municipal Code
Milton (part)	Milton Comprehensive Plan Milton Municipal Code
Olympia	Olympia Comprehensive Plan Olympia Municipal Code
Orting	Orting Comprehensive Plan Orting Municipal Code
Pacific (part)	Pacific Comprehensive Plan

Jurisdiction	Planning Document
	Pacific Municipal Code
Puyallup	Puyallup Comprehensive Plan Puyallup Municipal Code
Rainier	Rainier Comprehensive Plan Rainier Municipal Code
Roy	Roy Comprehensive Plan Roy Municipal Code
Rural Thurston County	Rural Thurston County Comprehensive Plan Rural Thurston County Municipal Code
Ruston	Ruston Comprehensive Plan Ruston Municipal Code
South Prairie	South Prairie Comprehensive Plan South Prairie Municipal Code
Steilacoom	Steilacoom Comprehensive Plan Steilacoom Municipal Code
Sumner	Sumner Comprehensive Plan Sumner Municipal Code
Tacoma	Tacoma Comprehensive Plan Tacoma Municipal Code
Tenino	Tenino Comprehensive Plan Tenino Municipal Code
Tumwater	Tumwater Comprehensive Plan Tumwater Municipal Code
Unincorporated Urban Pierce County	Unincorporated Urban Pierce County Comprehensive Plan Unincorporated Urban Pierce County Municipal Code
University Place	University Place Comprehensive Plan University Place Municipal Code
Wilkeson	Wilkeson Comprehensive Plan Wilkeson Municipal Code
Yelm	Yelm Comprehensive Plan Yelm Municipal Code

Appendix 3. 2019 MAIO Report Military Influence Areas by Jurisdiction

Figure 19. Military Influence Areas by Jurisdiction

		PIERCE COUNTY						THURSTON COUNTY				NISQUALLY INDIAN TRIBE
		Unincorporated	DuPont	Lakewood	Roy	Steilacoom	Tacoma	Unincorporated	Lacey	Rainier	Yelm	Nisqually Indian Reservation
AIRCRAFT SAFETY	McChord Field	Clear Zone (CZ)			X							
		Accident Potential Zone I (APZ-I)	X		X							
		Accident Potential Zone II (APZ-II)			X			X				
IMAGINARY SURFACES	GAAF	Any Imaginary Surface	X	X	X	X	X	X				
	McChord Field	Outer Horizontal	X	X	X	X	X	X				
		Approach/Departure (glide angle)	X		X			X				
		Approach/Departure (horizontal)	X					X				
		Conical Surface	X		X			X				
		Inner Horizontal	X		X			X				
		Transitional Surface	X		X			X				
AIRCRAFT NOISE ZONES	McChord Field	60 - 64 dB ¹	X		X		X	X				
		65 - 69 dB	X		X		X					
		70 - 74 dB	X		X							
		75 - 79 dB	X		X							
MTRs		Military Training Routes	X	X	X	X	X	X	X		X	X
LARGE WEAPONS NOISE ZONES ²	CDNL	Noise Zone I (57 dB CDNL) ¹	X	X	X			X	X		X	
		Noise Zone II (62 dB CDNL)	X			X		X			X	X
		Noise Zone III (70 dB CDNL)	X			X		X				X
	PK15	115 dB PK15 (met)	X	X		X		X			X	X
		130 dB PK15 (met)	X					X				X
OUTDOOR LIGHTING ³	Lighting Areas ³	Military-Critical	X		X	X		X	X	X	X	X
		Military-Important	X	X	X	X	X	X	X	X	X	X

Notes

¹ DoD guidance does not recommend land use restrictions in the outermost aircraft noise contour or large weapons contour. These contours are mapped in the JBLM Installation Operational Noise Management Plan (IONMP), not as "a measure of land use compatibility, but [as] an informal indicator that can be used for future land use planning" (IONMP, p. 39). The 2012 JBLM Air Installation Compatible Use Zone (AICUZ) Study does not map aircraft noise contours below 65 dB.

² Noise contours georeferenced and digitized from a low-resolution PDF copy of the final JBLM Installation Operational Noise Management Plan (IONMP).

³ As designated in the 2019 JBLM Lighting Study Report.

Appendix 4. 2019 MAIO Report Overview of Local Government Plans & Regulations

Figure 18. Overview of Local Government Plans & Regulations

	ZONING					SUBDIVISION		COMPREHENSIVE PLANNING		WA MILITARY STATUTES	JBLM IMPACT AREAS						OTHER		
	Jurisdictional Zoning	Overlay District(s)	Non-Military Airport Overlay District	Military Overlay District	Military-Related Land Use Limitations ¹	Jurisdictional Subdivision Regulations	Military-Related Subdivision Regulations ¹	Jurisdictional Land Use Planning	Military-Related Plan Policies ²	Coordination with JBLM ³	McChord Field Clear Zone (CZ) / Accident Potential Zone (APZ-I or -II)	McChord Field Noise Zones	Large Weapons CDNL Noise Zones	Large Weapons PK15 Noise Zones	Imaginary & Transitional Surfaces (McChord Field and/or Gray Army Airfield)	Military Training Routes (MTRs)	Outdoor Lighting ⁴	Disclosures / Notices ⁵	Noise Attenuation Standards ⁶
PIERCE COUNTY																			
<i>Unincorporated</i>	yes	yes	yes	yes	yes	yes	no	yes	yes (B, G, L)	no	APZ-I	yes	yes	yes	yes	yes	yes (L)	yes	yes
<i>DuPont</i>	yes	yes	no	no	no	yes	no	yes	yes (B, G)	yes	no	no	yes	yes	yes	yes	yes (L)	yes	no
<i>Lakewood</i>	yes	yes	no	no	yes	yes	no	yes	yes (B, G, L)	yes (for prelim plats)	CZ, APZ-I, APZ-II	yes	yes	no	yes	yes	yes (L, D)	yes	yes
<i>Roy</i>	yes	yes	no	no	no	yes	no	yes	yes (B)	no	no	no	yes	yes	yes	yes (C)	no	no	no
<i>Steilacoom</i>	yes	yes	no	no	no	yes	no	yes	yes (B, G, L)	no	no	no	no	yes	yes	yes (L)	yes	yes	no
<i>Tacoma</i>	yes	yes	no	no	no	yes	no	yes	yes (B, G, L)	no	APZ-II	yes	no	no	yes	yes	yes (L, D)	yes	no
THURSTON COUNTY																			
<i>Unincorporated</i>	yes	yes	yes ⁸	no	no	yes	no	yes	yes (B, G)	no	no	no	yes	yes	no ⁷	yes	yes (L, D ⁹)	yes	no
<i>Lacey</i>	yes	yes	no	no	no	yes	no	yes	yes (B, G)	no	no	no	yes	no	no	yes	yes (L)	yes	no
<i>Rainier</i>	yes	yes	no	no	no	yes	no	yes	yes (B)	no	no	no	no	no	no	no	yes (L)	yes	no
<i>Yelm</i>	yes	yes	no	no	no	yes	no	yes	yes (B, G, L)	no	no	no	yes	yes	no	yes	yes (L, D)	yes	no
NISQUALLY INDIAN RESERVATION																			
	no	no	no	no	no	no	no	yes ¹⁰	yes (B)	no	no	no	yes	yes	no	yes	no	no	no

Notes

- ¹ Whether the jurisdiction has adopted regulations prohibiting land uses incompatible with military operations at JBLM.
- ² Describes the extent to which the Plan addresses JBLM's presence; whether as "Background (B)" data only; "General (G)" coordination policies; or "Limitations (L)" on land use to encourage/require compatibility with JBLM.
- ³ Whether the jurisdiction has adopted regulations explicitly requiring formal coordination with JBLM on certain land use matters in accordance with RCW 36.70A.530. This excludes general regulations requiring notice to property owners within a specified distance of a proposed zoning/land use change.
- ⁴ Whether the jurisdiction has adopted regulations pertaining to outdoor lighting; whether "Limited (L)" requirements (e.g., certain uses must direct lighting away from streets and residential uses, sign lighting), "District (D)" outdoor lighting regulations that apply to entire zoning districts or categories of uses, or "Comprehensive (C)" outdoor lighting regulations which have the highest level of detail and greatest applicability.
- ⁵ Whether the jurisdiction has adopted regulations requiring notification of certain property characteristics on development plans, plats, building permits, deeds, etc.
- ⁶ Whether the jurisdiction has adopted zoning or subdivision regulations encouraging or requiring noise attenuation in construction of habitable buildings.
- ⁷ The southwestern corner of the Gray AAF Approach/Departure Clearance Surface (horizontal) protrudes into Thurston County.
- ⁸ The Airport Hazard Overlay District applies only in the Tumwater UGA, which is located outside the Study Area.
- ⁹ "Limited" lighting regulations apply throughout unincorporated Thurston County, but the "District" lighting regulations apply only in the Tumwater UGA.
- ¹⁰ The Nisqually Tribe has a Community Vision Plan, which is similar to a comprehensive plan but does not follow the same format. The Tribe's plan includes goals related to land use and development, but does not contain a land use element or future land use map.

Appendix 5. 2019 MAIO Report Washington Legislature Review

APPENDIX A: OVERVIEW OF RELEVANT WASHINGTON STATE LAW & LAND USE AUTHORITIES

Land Use Authorities (Annexation & Planning Enabling Statutes)

This section reviews generally the Washington state statutes related to local government planning, zoning, and land development regulation. These and other relevant sources of authority should be considered by local legal counsel before final implementation of the MIAO zones, as well as the lighting code recommended in the Lighting Study Report. Final determinations of authority and other legal liabilities should be based on the final version of the ordinance being considered by the individual jurisdiction and the most recent applicable case law and state statutes.

TITLE 35 RCW - CITIES AND TOWNS

Title 35 RCW classifies municipal corporations as first-class cities, second-class cities, or towns, and establishes the powers and authorities of each type of municipality. First class cities, including the City of Tacoma, have a population of at least 10,000 at the time of incorporation or reorganization and have adopted a charter. A first-class city's charter sets forth the city's structure and powers (in addition to the powers authorized in Title 35 RCW). Tacoma originally adopted its charter in 1952. Towns have a population less than 1,500 at the time of organization and do not operate under Title 35A RCW (Optional Municipal Code). State law limits the powers of towns to only those expressly granted by the legislature.

A change to state law in 1994 increased the minimum population required for incorporation to more than 1,500, effectively prohibiting any new towns from incorporating (Municipal Research & Services Center, <http://mrsc.org/getdoc/9ffdd05f-965a-4737-b421-ac4f8749b721/City-and-Town-Classification-Overview.aspx>).

TITLE 35A RCW - OPTIONAL MUNICIPAL CODE

According to the Municipal Research & Services Center (MRSC) “[m]ost Washington cities are classified as code cities under the Optional Municipal Code ([Title 35A RCW](#)). Created in 1967, the Optional Municipal Code provides an alternative to the basic statutory classification system of municipal government. It was designed to provide broad statutory home rule authority in matters of local concern. Any unincorporated area having a population of at least 1,500 may incorporate as a code city, and any city or town may reorganize as a code city. Code cities with populations over 10,000 may also adopt a charter, but only one city (Kelso) has done so” (MRSC, <http://mrsc.org/getdoc/9ffdd05f-965a-4737-b421-ac4f8749b721/City-and-Town-Classification-Overview.aspx>).

Also according to MRSC, all Study Area jurisdictions are Code Cities, except for the Town of Steilacoom (town) and the City of Tacoma (first-class city) as noted above (MRSC, <http://mrsc.org/Home/Research-Tools/Washington-City-and-Town-Profiles.aspx>).

Chapter 35A.14 RCW - Annexation by code cities.

Chapter 35A.14 RCW sets forth the procedures by which a code city can add territory to its jurisdiction. Section 35A.14.005 prohibits annexation beyond an urban growth area (in counties where UGAs have been designated under RCW 36.70A.110). Per RCW 36.70A.110, UGAs are designated in local comprehensive plans. Of the Study Area jurisdictions, the Cities of Lacey, Lakewood, Rainier, Roy, Tacoma, Yelm, the Town of Steilacoom, and Pierce and Thurston Counties have adopted UGAs in their comprehensive plans.

This chapter establishes a requirement for code cities to appoint annexation review boards, whose decisions regarding annexation proposals are final unless appealed within the specified timeframe to superior court. Some annexation proposals are

exempt from review by the annexation review board, including those initiated by the direct petition method authorized in this chapter.

Section 35A.14.300 authorizes code cities to annex property owned by the city, whether or not it is contiguous to current city boundaries.

Section 35A.14.310 authorizes code cities to annex property owned by the federal government provided certain location and notice requirements are met.

Section 35A.14.320 contains provisions applicable to federally-owned territory annexed pursuant to a gift, grant, or lease from the federal government.

Section 35A.14.330 authorizes local governments to “prepare a proposed zoning regulation to become effective upon the annexation of any area which might reasonably be expected to be annexed by the code city at any future time.”

A bill under consideration by the legislature, [Senate Bill 5522](#), adds the ability for code cities to annex unincorporated land via an interlocal agreement with a county.

Chapter 35A.63 RCW - Planning and zoning in code cities.

[Chapter 35A.63 RCW](#) serves as the planning enabling legislation for code cities, and establishes the procedure for adoption and amendment of comprehensive plans.

Section 35A.63.020 authorizes code cities to create a planning agency to serve in an advisory capacity for the chief administrative officer or legislative body, or both. A ‘planning agency’ may be “a planning department, a person, staff or body, rather than a planning commission” ([Code City Handbook](#), Municipal Research & Services Center, 2009). Section

35A.63.030 authorizes code cities to form regional planning commissions in cooperation with other municipalities in the state or in an adjacent state.

The designated planning agency prepares the comprehensive plan for a code city, which must include a land use element and a circulation element; other elements are optional. Section 35A.63.100 provides municipal authority to implement comprehensive plans by ordinance or other action of the legislative body. Section 35A.63.105 requires development regulations to “not be inconsistent with the city’s comprehensive plan.”

Section 35A.63.110 requires a code city with a planning agency and more than 2,500 inhabitants to create a board of adjustment. Among other responsibilities, the statute authorizes such boards to hear and decide applications for conditional use permits.

Cities are authorized to use the hearing examiner system to consider amendments to the zoning ordinance when the proposed amendment is not of general applicability, as well as for decisions on conditional use permits and other land use applications.

RCW § 35A.63.290 requires a city to notify the DoD when it receives a permit application for certain energy plants or alternative energy resources.

Section 35A.63.220 authorizes the use of moratoria and interim zoning controls.

This chapter also includes special provisions related to specific uses, including electric vehicle infrastructure, manufactured homes, residential care facilities, childcare facilities, and accessory apartments.

In an example of legislatively-mandated coordination between local governments and military installations, Section 35A.63.290 requires a city to notify the Department of Defense when it receives a permit application for “an energy plant or alternative energy resource that is connected to electrical transmission facilities of a nominal voltage of at least 115,000 volts.”

TITLE 36 RCW - COUNTIES

Chapter 36.70 RCW - Planning enabling act.

Chapter 36.70 RCW authorizes counties to plan and zone. Counties may create planning commissions with commission-appointed planning directors, or planning departments with planning commissions to assist them. Any county with a planning agency is also required to create a board of adjustment.

The chapter provides for the establishment of regional planning commissions.

Sections 36.70.320 through 36.70.450 require that counties adopt a comprehensive plan, establish required and optional elements, and mandate certain adoption and amendment procedures.

Section 36.70.545 requires development regulations to “not be inconsistent with the county’s comprehensive plan.”

Section 36.70.547 requires local governments to discourage, through comprehensive plans and development regulations, the siting of incompatible land uses adjacent to general aviation airports. This section also requires coordination between the local government and airport officials and pilots.

Sections 36.70.790 and 36.70.795 authorize the use of moratoria and interim zoning controls.

This chapter contains special provisions related to specific uses, including electric vehicle infrastructure, manufactured homes, residential care facilities, childcare facilities, and accessory apartments.

Sections 36.70.970 authorizes use of the hearing examiner system to consider amendments to the zoning ordinance when the proposed amendment is not of general applicability, as well as for decisions on conditional use permits and other land use applications.

Chapter 36.70A RCW - Growth management—planning by selected counties and cities.

The Growth Management Act (GMA) requires fast-growing counties and the cities located within them to develop comprehensive plans to manage population growth (MRSC Growth Management Act Overview, <http://mrsc.org/Home/Explore-Topics/Planning/General-Planning-and-Growth-Management/Comprehensive-Planning-Growth-Management.aspx>).

Both Pierce and Thurston Counties are required to plan under the GMA; thus, all Study Area jurisdictions are required to plan under the GMA.

The GMA establishes goals to guide development of comprehensive plans, including goals related to urban growth, economic development, and citizen participation and coordination. It specifies mandatory and optional comprehensive plan elements, and establishes the process for adoption and amendment. The adoption and amendment process includes mandatory coordination requirements:

Finding “[t]he protection of military installations from incompatible development of land is essential to the health of Washington’s economy and quality of life,” RCW § 36.70A.530 prohibits incompatible development in the vicinity of military installations.

- » Section 36.70A.100 requires coordination between county and other local governments.
- » Section 36.70A.106 requires counties and cities to transmit comprehensive plans, comprehensive plan amendments, and development regulations amendments to the Washington Department of Commerce for review and comment.
- » Section 36.70A.530 requires counties and cities with federal military installations employing 100 or more people to notify the installation commander of proposals to amend the comprehensive plan affecting lands adjacent to the installation.

Additionally, Section 36.70A.140 requires counties and cities to “establish and broadly disseminate” a public participation program “identifying procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans.”

Section 36.70A.110 requires counties to designate Urban Growth Areas. As noted above, the Cities of Lacey, Lakewood, Rainier, Roy, Tacoma, Yelm, the Town of Steilacoom, and Pierce and Thurston Counties have adopted UGAs in their comprehensive plans.

Section 36.70A.210 requires establishment of county-wide planning policies in coordination with cities located within the county.

Section 36.70A.390 authorizes use of moratoria and interim zoning controls.

The GMA contains special provisions related to specific uses, including new fully contained communities, master planned resorts, major industrial developments, and accessory apartments.

Finding “[t]he protection of military installations from incompatible development of land is essential to the health of Washington’s economy and quality of life,” Section 36.70A.530 states “[a] comprehensive plan, amendment to a plan, a development regulation or amendment to a development regulation, should not allow development in the vicinity of a military installation that is incompatible with the installation’s ability to carry out its mission requirements.”

As noted above, counties and cities with federal military installations employing 100 or more people must notify the installation commander of proposals to amend the comprehensive plan or development regulations affecting lands adjacent to the installation.

In the 2019 Regular Session, the Washington Legislature is considering a number of bills related to the Growth Management Act- from HB 1506, which changes just one word (“and” to “or”), to HB 1214, which repeals the GMA altogether.

Compatibility Tools

The State of Washington has enacted statutes directly related to military-civilian land use compatibility, requiring coordination between local governments and military installations and encouraging protection of military installations from incompatible development. These statutes and related pending legislation are reviewed below.

Other statutes discussed in this section include existing statutory compatibility tools that could be modified or expanded to further promote compatibility and coordination between local governments and military installations.

MILITARY-CIVILIAN LAND USE COMPATIBILITY & COORDINATION

Part of the Growth Management Act, [RCW 36.70A.530](#) recognizes the military’s significant contribution to the State’s economy, finding it “essential to the health of Washington’s economy and quality of life,” and establishes a state priority to protect military installations from incompatible development. Comprehensive plans and development regulations “should not allow development in the vicinity of a military installation that is incompatible with the installation’s ability to carry out its mission requirements” (RCW 36.70A.530(3)).

The statute further requires local governments to notify, in certain instances, military installation commanders of changes to comprehensive plans or development regulations impacting land use on property located adjacent to the installation. Commanders have 60 days to provide a response.

[RCW 80.50.030](#) establishes an energy facility site evaluation council, chaired by a state employee appointed by the governor. Other members include representatives from state departments of ecology, fish and wildlife, commerce, and natural resources, and from the utilities and transportation commission. Optional members include military commanders and representatives from state departments of agriculture, health, and transportation. All optional members may participate on the council at their discretion, provided each representative “elects to participate no later than 60 days after an application is filed.”

The council has a variety of powers and responsibilities, including creating guidelines, rules, and regulations related to energy facilities in the state; preparing reports; reviewing applications; conducting hearings; and issuing permits ([RCW 80.50.040](#)). A pending bill ([HB 1332](#)) updates and streamlines the council’s operations. The version of the bill approved by the House in March 2019 maintains the requirement to notify the Washington State Military Department of applications.

During the 2018 Regular Legislative Session, a bill “[c]oncerning the protection of military installations operated by the United States armed services from incompatible development” was introduced. [House Bill 2341](#) would have, among other requirements related to coordination and land use compatibility, required local governments to adopt comprehensive plan policies and development regulations that are consistent with and implement jointly developed plans or studies (specifically including joint land use studies). The legislature did not approve HB 2341.

To date, four bills related to military-civilian land use compatibility have been filed in the 2019 Legislative Session. [House Bill 1628](#) creates the Defense Community Compatibility Account in the State Treasury. Funds in this account may be used by the Department of Commerce to provide grants to local governments or other entities that are part of a DoD REPI Program agreement for the purpose of addressing incompatible development near military installations. The bill prioritizes projects with military and community support. Eligible projects may include:

- » Acquisition of real property or real property interests to eliminate an existing incompatible use;
- » Projects to jointly assist in the recovery or protection of endangered species dependent on military installation property for habitat;
- » Local infrastructure or facilities necessary to help a community accommodate an expanded military presence in their community;
- » Projects or programs to increase the availability of housing affordable to enlisted military personnel in the local community; and
- » Projects to retrofit existing uses to increase their compatibility with existing military operations.

A similar bill was filed in the Senate ([SB 5748](#)). The account name is slightly different (Defense Community Infrastructure Account), but the eligible entities and projects are the same. [SB 5748](#) requires a local match of grant funds, but this provision was revised in [HB 1628](#) to require simply “committed funds.”

Companion bills [HB 1386](#) and [SB 5571](#) establish the Military Benefit Zone Program. The Program is intended “to provide the necessary means to assist communities with significant military installations in supporting and sustaining those installations.” The bills authorize certain cities and counties to create Military Benefit Zones, within which certain financing techniques may be implemented to generate funding to meet Program goals. Military Benefit Zones must be wholly located within two miles of the boundary of one of five military installations, including Joint Base Lewis-McChord.

AIRPORT LAND USE COMPATIBILITY

[RCW Chapter 14.12](#), the Airport Zoning Act, declares airport hazards contrary to the public interest. It authorizes political subdivisions with airport hazard areas to adopt airport zoning limiting land uses and height of structures and trees. The statute applies to municipal, but not military, airports. This chapter sets forth procedures for adoption, administration, and appeals of an airport zoning ordinance. [Section 14.12.220](#) authorizes political subdivisions to acquire air rights if necessary.

[RCW Section 47.68.110](#) affirms the State’s intent to provide broad authority to municipalities in regulating airport hazards through zoning.

Required Coordination between Local Governments and State Agencies

RCW [58.17.080](#) and [58.17.155](#) require local governments to notify the Washington Department of Transportation of subdivisions proposed adjacent to a state highway right-of-way. Some of the local governments in the Study Area have incorporated this requirement into their subdivision regulations. RCW [58.17.080](#) also requires notice to the Secretary of Transportation of proposed subdivisions located within two miles of a state or municipal airport.

PROPERTY DISCLOSURES

RCW Chapter [64.06](#) requires sellers of certain real property to disclose information about a property's condition to a prospective buyer, unless an exemption or waiver applies. In addition, RCW [64.06.022](#) requires a seller to notify a buyer of the property's potential proximity to a farm. This disclosure puts a buyer on notice that the property could experience impacts from "usual and customary agricultural practices."

In 2015 the Legislature added a new section, [RCW 64.06.080](#), to this chapter. This section requires cities and counties to post online information and hyperlinks to ordinances that impose a requirement on landlords or sellers of real property to provide information to a tenant or buyer. The information must be posted in accordance with [RCW 43.110.030](#), which requires the MRSC to maintain a webpage consolidating the requirements from jurisdictions across the state. Notably, the statute nullifies notice requirements that are not electronically posted in accordance with its provisions.

Pending [House Bill 1011](#) adds proximity to working forests to the State-mandated residential real estate disclosure statement. This bill passed the House in March 2019, and is currently in a Senate Committee.

Code cities have broad home rule authority, and first-class cities and towns can adopt laws not in conflict with State law. Thus, the statutes appear to allow local governments to adopt requirements for property disclosures in other circumstances as well. In fact, several Study Area jurisdictions (including code cities, a first-class city, and a town) require notification of certain property characteristics on development plans, plats, building permits, or deeds.

NOISE ABATEMENT

Although only applicable to Port District-operated airports that serve more than twenty scheduled jet flights daily, RCW Chapter 53.54 authorizes implementation of jet noise abatement programs to mitigate the effects of jet noise on surrounding areas. During the 2017-2018 Legislative Session, changes to this statute were proposed (HB 2497) including increasing the applicability threshold from more than twenty flights per day to more than nine hundred daily flights. The bill did not pass.

A similar bill (HB 1847) was filed during the 2019 Legislative Session. The bill passed the House in March 2019, and is currently in a Senate Committee. Like the previous bill, HB 1847 increases the applicability threshold to more than nine hundred daily flights. The bill also expands the dimensions of impact areas within which a port district may implement noise abatement measures.

TRANSFERABLE DEVELOPMENT RIGHTS

RCW Chapter 39.108 authorizes use of transferable development rights (TDR) programs to conserve agricultural and forestlands. TDR programs are used throughout the country to protect rural, agricultural, and environmentally-sensitive lands from development, while providing a market for landowners in these areas to sell or gift their development rights to others. TDR programs can also be used to direct development away from military installations.

Appendix 6. 2020 JBLM Off-Installation Housing Study Recommendations (Table 3.1)



PART 3

RECOMMENDATIONS

1.1 Recommendations

The following are the JBLM Off-Installation Housing Study recommendations. Table 3.1 below provides the recommendations and identifies the Study objectives that are addressed and the parties that would be responsible for implementation. They have been prioritized and organized to assist SSMCP and its member communities with work planning efforts. The recommendations are organized or prioritized as follows:

1. All recommendations achieve some or all of the key Study objectives as described in Part One, Chapter 1.
 - a. Address barriers to adequate off-installation housing.
 - b. Develop mutually acceptable community strategies to increase housing supply.
 - c. Identify and expand upon incentives for landlords to consider service member housing needs.
 - d. Provide resource tools to assist service members in locating affordable, quality housing.
2. Recommendations were only selected that can reasonably be accomplished within a 10-year planning horizon. Recommendations were further classified by their anticipated implementation time frame: short-term (within three years), mid-term (three to five years) and long-term (up to ten years).
3. The recommendations identify a priority level. Priority number one recommendations are of the highest priority. These recommendations address one or more of the objectives above and are relatively straightforward to achieve; however, this does not mean without effort. Lower priority recommendations also meet the Study objectives but may require a long-term time or funding commitment.

Table 3.1 – Study Recommendations

No.	Priority Level	Objectives Met	Time Frame	Recommendation	Initiating Actions
1	1	c, d	Short-term	<p>Re-activate and significantly expand the RPP program to include:</p> <ul style="list-style-type: none"> • Increased staffing levels to fully staff the HSO and RPP. • Additional properties in more communities in the RPP. • Increase marketing and communication with landlords/property managers and service members to improve awareness of program benefits and available properties. • Expanded upon the program features that reduce landlord risks, such as “renter readiness” courses, and HSO/CO increased interface between service member tenants and landlords. Consider partnering with local housing authorities that have experience with similar landlord hesitancies to participate and programs to address 	SSMCP working with JBLM and/or DoD to encourage expansion of the program. Requires HSO staffing commitments and property manager/ landlord engagement
2	1	c, d	Short-term	Increase technologically advanced connectivity opportunities (such as Digital Garrison app released on August 1, 2020, which may eventually include housing information) to provide service members with more and updated information on available housing, housing costs by area and financial resources.	SSMCP working with JBLM and/or DoD on app development
3	1	c, d	Short-term	Collaborate with local realtor agencies, installation public affairs, marketing and communication leaders to share housing options, expand social media presence.	SSMCP staff work plan item

No.	Priority Level	Objectives Met	Time Frame	Recommendation	Initiating Actions
4	1	a, b	Short-term	Monitor the local housing action plans, buildable lands reports, comprehensive plan updates, development regulation amendments, and other planning efforts occurring in the Study Area communities and provide support to these communities as needed.	SSMCP through Housing Task Force and local agency meetings.
5	1	a, b, c, d	Short-term	The data/findings of this Study should be shared with the SSMCP member communities through a "traveling roadshow." It should be shared with elected officials, staff and other decision makers.	SSMCP staff work plan item and local agency meetings
6	1	a, b	Mid to long-term	Adopt legislation that encourages communities to allow duplex and triplex housing types within single-family zoning districts.	SSMCP lobbying at state and federal level
7	1	a, b	Short-term and on-going	Leverage the support of multiple cities and JBLM to lobby the Washington State Legislature to remove housing supply impediments and increase housing supply, such as: <ul style="list-style-type: none"> • Use of multifamily tax exemption for the development of "missing middle" housing; • Enactment of GMA amendments that would encourage communities within a 30-minute drive time of a military base to include military-specific goals and policies, including housing and land use compatibility policies; • Additional funding for the adoption of "missing middle" housing regulations; and • Prohibit Homeowner's Associations; CC&Rs from excluding ADUs on single-family detached lots when the local agency allows them. 	SSMCP lobbying at state level
8	1	d	Short-term and on-going	Provide more than 10 days daily stipend for service members newly arriving in the area.	JBLM / Dept. of Defense
9	1	d	Short-term and on-going	Include ongoing financial literacy training to service members beyond the initial on-boarding process.	SSMCP working with JBLM HSO and the financial sector

No.	Priority Level	Objectives Met	Time Frame	Recommendation	Initiating Actions
10	1	a, d	Short-term and on-going	Offer a transportation subsidy or free ORCA passes for service members that live near transit-oriented development/major public transit stops.	JBLM benefit
11	2	c, d	Short-term	Foster stronger sponsorship opportunities for incoming personnel from other locations specific to housing	SSMCP working with JBLM and/or DoD
12	2	a, b	Mid-term	Develop model comprehensive planning goals and policies that can be adopted in local comprehensive plans that show specific support and acknowledgement of service members' housing needs within their community. Examples are provided currently by Lakewood and Yelm (See Chapter 4). Coordinate with PSRC and TRPC for crafting of the model policies.	SSMCP to develop a task force that could lead this effort in conjunction with local Study Area agencies, PSRC, TRPC, and WA State Dept. of Commerce.

No.	Priority Level	Objectives Met	Time Frame	Recommendation	Initiating Actions
13	2	a, b	Short-term and on-going	<p>The Study Area communities should explore opportunities in incentivizing the creation of additional housing supply and removal of impediments in their local comprehensive plans and development regulations. The action items for incentives include:</p> <p>Explore opportunities for incentives:</p> <ul style="list-style-type: none"> • Provide incentives for both federally defined Affordable Housing as well as “missing middle” housing; • Explore land use incentives that increase the number of residential units. These incentives may include, but are not limited to density, building height, lot coverage, and FAR increases; • Explore expedited permit review and/or pared down design review for “missing middle” housing projects; • Examine the local uses of the multi-family tax incentive and enhance the program where appropriate; and • Explore traffic impact fee reductions for housing developments within walking distance of mass transit service. <p>The action items for removal of impediments include addressing:</p> <ul style="list-style-type: none"> • Zoning use regulations that restrict or prohibit residential uses; • Housing policies and regulations that restrict to a narrow band the types of residential uses that are permitted to occur within a zoning district. These policies and regulations often prohibit duplexes, ADUs and other “missing middle” housing types that can be designed to be compatible with single-family development; • SEPA exemption thresholds for residential uses that are less than the state allowed maximum thresholds. Increasing the SEPA exemption thresholds would eliminate the SEPA environmental review process for many smaller housing projects; • Design review requirements that are commensurate with the size or scale of the project; and • Decreasing entitlement processes/review timelines. 	<p>SSMCP to develop a task force that could lead this effort in conjunction with local agencies in Study Area. SSMCP to attend meetings and hearings to provide support and be an active participant at the development and review level and adoption level.</p>

No.	Priority Level	Objectives Met	Time Frame	Recommendation	Initiating Actions
14	2	a, b, c, d	Short-term and on-going	<p>This Study should be periodically updated. In the near term, consider updating the Housing Study with the following:</p> <ul style="list-style-type: none"> • 2020 Census data; • 2021 Pierce and Thurston counties buildable lands reporting; • 2021 local housing action plans; • Data reflecting the affect the COVID-19 pandemic is having on the production of housing, which will likely exacerbate housing availability issues; • Data being compiled by the Washington Center for Real Estate Research at the University of Washington (starting in October 2020) to better understand local real estate markets and to support the initiatives for the development of additional housing capacity for active duty service members. 	SSMCP staff to obtain funding for additional study.
15	3	a, b	Mid-term	Support cleanup efforts between City of DuPont, landowners and Dept. of Ecology so that a restrictive covenant on City of DuPont vacant land could be removed so that over 1,000 additional work-force-type housing units could be created (i.e., advocate as part of a public/private partnership).	SSMCP, City of DuPont, Dept. of Ecology and landowners. Support could be in the form of seeking and supporting grant applications.
16	4	a, b	Long term	Explore/pursue funding assistance with pre-development dollars (low-interest loans or grants) to help cover the planning and design of a project until the construction loans are released. Being able to get some upfront funding assistance would help initiate many projects.	SSMCP in conjunction with funding experts to evaluate options for funding assistance programs and pursue at state or federal level.