

December 2010



JOINT BASE LEWIS MCCHORD **GROWTH COORDINATION PLAN**



Joint Base Lewis McChord Growth Coordination Plan

December 2010

Prepared under a grant from the Department of Defense,
Office of Economic Adjustment,
administered by the City of Lakewood, Washington



Prepared by:



In association with:



Contents

Executive Summary (Bound Separately)

Acknowledgements _____ v

Chapter I OUR MISSION _____ 1

Mission _____	2
Background _____	3
Study Area _____	4
Stakeholder Participation _____	4
Goals _____	6
Intended Use of the Plan _____	6
Reader's Guide _____	7

Chapter II THE CASE FOR REGIONAL COLLABORATION _____ 9

Military-related Growth _____	10
Projected Economic Growth _____	17
Key Findings _____	24
Growth Impacts and Community Services Needs _____	24
Insights on Regional Issues _____	32

Chapter III RECOMMENDATIONS AND STRATEGIES _____ 33

Approach to Integrated Recommendations _____	34
Summary of Recommendations _____	35
Recommendation 1: Formalize New Methods of Regional Collaboration _____	43
Recommendation 2: Improve Access to Information _____	55
Recommendation 3: Improve Access to Existing Services _____	71
Recommendation 4: Promote JBLM as a Center of Regional Economic Significance _____	89
Recommendation 5: Improve Support for Military Families _____	103
Recommendation 6: Improve Regional Mobility _____	117
Summary of Strategies (Sorted by Resource Area, Cost, and Type) _____	127

Chapter IV REGIONAL IMPLEMENTATION _____ 139

A JBLM Regional Partnership _____	140
Organizational Structure _____	141
Mission Statement _____	141
Legal Framework _____	141
Membership _____	141
Partnership Responsibilities _____	142
Sub-committee Formation _____	143
Funding _____	145
Implementation _____	146
Looking Ahead _____	146

Appendices (Provided Separately)

- Economics Appendix
- Housing Appendix
- Education and Child Care Appendix
- Transportation Appendix
- Land Use Appendix
- Public Safety Appendix
- Utilities/Infrastructure Appendix
- Health Care Appendix
- Social Services Appendix
- Quality of Life Appendix
- Assumptions in Developing Strategy Costs



Acronyms

ACS	Army Community Services	JAG	Justice Assistance Grant
ACUB	Army Compatible Use Buffer	JBLM	Joint Base Lewis-McChord
AES	Army Education Services	JBRC	Joint Base Reemployment Center
AICUZ	Air Installation Compatibility Use Zone	JLUS	Joint Land Use Study
AMF	Army to Modular Forces	K-12	Kindergarten through 12
APZ	Accident Potential Zone	MERIT	Managed Education and Registry Information Tool
BJA	Bureau of Justice Assistance	MFLC	Military & Family Life Consultant
BOD	Biological Oxygen Demand	MIPD	Military Influence Planning District
BRAC	Base Realignment and Closure	MOA	Memorandum of Agreement
CBI	Change in Business Inventories	MOU	Memorandum of Understanding
CCR&R	Washington State Child Care Resource & Referral	MPO	Metropolitan Planning Organization
CCTV	Closed Circuit Television	MTBP	Mass Transportation Benefit Program
CPSD	Clover Park School District	MWR	Directorate of Family, Morale, Welfare, and Recreation
CTR	Commute Trip Reduction	NACCRRRA	National Association of Child Care Resource and Referral Agencies
CUD	Compatible Use District	NASPA	Student Affairs Administration in Higher Education
CYS	Child Youth Services	NEG	National Emergency Grant
CYSS	Child Youth School Services	NGO	Non-Governmental Organization
DEL	Department of Early Learning	NPDES	National Pollutant Discharge Elimination System
DoDEA	Department of Defense Education Activity	OSPI	Office of Superintendent of Public Instruction
ECL	Early Childhood Learning	PACRAO	Pacific Association of Collegiate Registrars
EMS	Emergency Medical Services	PSRC	Puget Sound Regional Council
EMT	Emergency Medical Technician	PTAC	Procurement Technical Assistance Center
EPA	U.S. Environmental Protection Agency	PTSD	Post Traumatic Stress Disorder
FHWA	Federal Highway Administration	RAMP	Regional Access and Mobility Partnership
FTA	Federal Transit Administration	RCW	Revised Code of Washington
FTE	Full Time Equivalent	REPI	Readiness and Environmental Protection Initiative
FY	Fiscal Year	RFP	Request for Proposal
GCC	Growth Coordination Committee	RFQ	Request for Qualifications
GMA	Growth Management Act	S.O.S.	Save Our Soldiers
GRP	Gross Regional Product	SDDC	Military Surface Deployment and Distribution Command
GTA	Grow the Army	SEPA	State Environmental Policy Act
HOT	High Occupancy Toll		
HOV	High Occupancy Vehicle		
I-5	Interstate 5		
IGPBS	Integrated Global Presence and Basing Strategy		
IJR	Interchange Justification Report		
ITS	Intelligent Transportation System		

SKIES	Services, Knowledge and Information Exchange System
SLO	School Liaison Officer
SOAR	Student Online Achievement Resources
SOV	Single Occupant Vehicle
STD	Sexually Transmitted Disease
STP	Surface Transportation Program
TDM	Transportation Demand Management
TDR	Transfer Development Rights
TPCHD	Tacoma-Pierce County Health Department
TRPC	Thurston Regional Planning Council
UI	Unemployment Insurance
UULC	Underground Utility Location Center
VA	U.S. Department of Veterans Affairs
VMS	Variable Message Sign
WUTC	Washington Utilities and Transportation Committee
WWTP	Wastewater Treatment Plant
YWCA	Young Woman's Christian Association



Acknowledgements

The Joint Base Lewis-McChord Growth (JBLM) Coordination Plan is the product of partnerships formed to prepare for growth and change in the South Puget Sound region associated with the joint base. This study area does not follow the geographic boundaries of any one entity, jurisdiction, or service agency, and is unique to the needs of those within it. JBLM representatives, Washington State, and community leaders from Pierce and Thurston counties, Lakewood, Tacoma, DuPont, Steilacoom, Lacey, Yelm, Roy, area School Districts, health and social service agencies, and non-profit service providers in Pierce and Thurston counties participated in the development of this Plan. This document represents a collective effort to assess the region's ability to address the impacts of past and future JBLM growth and change. The intent of the Plan is to assist the communities in planning and preparing effectively to maintain and enhance the quality of life of the region as the installation grows in response to Base Realignment and Closure, Army Modular Force, and other Department of Defense initiatives.

This study was prepared under contract with the City of Lakewood, Washington, with financial support from the Department of Defense (DoD) Office of Economic Adjustment (OEA). The content reflects the views of the City of Lakewood and other regional stakeholders and does not necessarily reflect the views of the OEA.

To prepare this Plan, the consultant team relied on the policy and subject matter expertise of a wide range of committed individuals. These individuals generously contributed their time and talents to assist in the preparation of this plan, and the consultants express their sincere appreciation for the many hours of hard work from these individuals. The Regional Steering and Growth Coordination Committees provided overall guidance and direction for the project and are listed below.

Regional Steering Committee:

Rick Allen, President, United Way of Pierce County

Gary Brackett, Business & Trade Development Manager, Tacoma-Pierce County Chamber of Commerce

Dave Bugher, Planning Director, City of Lakewood

Ellie Chambers-Grady, Economic Development Manager, City of Lakewood

Anthony Chen, Director, Tacoma-Pierce County Health Department

Greg Cuoio, City Manager, City of Lacey

Bret Daugherty, The Assistant Adjutant General – Army, Washington State Army National Guard

Kevin Dayton, Olympic Region Administrator, WSDOT

John Donahue, Olympic Region Administrator - Assistant Planning Manager, WSDOT

Antonio Ginatta, Executive Director, Governor's Office

Tom Knight, Chief of Staff, JBLM

Don Krupp, County Administrator, Thurston County

Debbie LeBeau, Superintendent, Clover Park School District

Dawn Masko, City Administrator, City of DuPont

JC Mathews, Public Affairs Officer, JBLM

Bill McDonald, City of DuPont

Andrew Neiditz, City Manager, City of Lakewood

Steve Perrenot, JBLM

Kevin Phelps, Deputy Executive, Pierce County

Lon Wyrick, Executive Director, Thurston Regional Planning Council

Growth Coordination Committee:

Robert Allen, Pierce County Economic Development Division

Steven Bailey, Director, Pierce County Emergency Management

Thera Black, Senior Planner, Thurston Regional Planning Council

Marcy Boulet, Tacoma-Pierce County Health Department

Michael Cade, Executive Director, Thurston County EDC

Dan Cardwell, Senior Planner, Pierce County Planning & Land Services

Anthony Chen, Executive Director, Pierce County Health Dept

COL Keith Essen, Madigan Army Medical Center

Jesse Hamashima, Transportation Planning Supervisor, Pierce County Public Works & Utilities

Kip Julin, Strategic Planning & Assets Manager, Pierce County Public Works & Utilities

Robin Mayhew, Puget Sound Regional Council

Ray Miller, Administrator for Business & Operations, Clover Park School District

Neel Parikh, Director, Pierce County Public Library System

Carrie Prudente-Holden, Director of Operations, Boys & Girls Club of South Puget Sound

Catherine Rudolph, Government Affairs Director, Tacoma-Pierce County Association of Realtors

Steve Spangler, CPTC

Tiffany Speir, Government Affairs Director, Master Builders Association

Stephen Story, Director of Facilities, Bethel School District

Elaine Valentine, Family Advocacy Program Manager, Army Community Service, Fort Lewis

Greg Vigoren, Surface Water Division Manager, City of Lakewood

Rick Walk, Director of Community Development, City of Lacey

Melissa Wallace, Madigan Army Medical Center

Dr. John Walstrum, President, Clover Park Technical College

Brad Watkins, Undersheriff, Thurston County Sheriff's Department

The organizations and individuals who participated in the **Expert Panels** that supported the technical work of this Plan are listed below.

Al Ablong, JBLM MWR

Rick Allen, President, United Way of Pierce County

Cruz Arroyo, Director of Extension Programs, Saint Martin's University

Sue Asher

James Bales, MD

Eva Barbeau, JBLM MWR

Sherri Bauch, Assistant Director, VA Puget Sound

Lois Bernstein, Senior Vice President, MultiCare Community Services

Eileen W. Bisson, Undersheriff, Pierce County Sheriff's Department

Randy Black, General Manager, Lakewood Water District

Dennis Bloom, Planning Manager, InterCity Transit

Tammy Blount, President/CEO, Tacoma Regional Convention & Visitors Bureau

Theresa Boyle, Senior Vice President, MultiCare Health System

Vince Bozick, Planning & Programming, McChord AFB CES

Cindy Branton, Health Promotion Officer, I Corps and JBLM

Kathy Bressler, COO, Franciscan Health System

Jeff Brewster, Communications Director, City of Lakewood

James Broman, Fire Chief, Lacey Fire District 3

Bob Bronoske, Assistant Chief, Lakewood Fire Dist 2

Marlette Buchanan Pierce County

Christie Butler, Executive Assistant to GM, Human Resources Officer/Payroll, Lakewood Water District

Kathryn Butterfield, Strategic Planning Analyst, Franciscan Health System

George Cargill, TriWest

Martha Cerna, South Sound Women's Business Center

Scott Clark, Thurston County Planning Department



John Cohen, Director of Communications, Steilacoom Historical School District

Jim Colburn, Housing Planner, City of Tacoma

Jim Curley, Military Customers Account Executive, Power Management, Tacoma Power

Jeremy Davis, Thurston County Planning Department

Scott Davis, Traffic Engineer, Thurston County Public Works Traffic

Susan DeAugustine, Program Coordinator, Pierce County Community Services

Brian Devereux, Director of Facilities Planning, Puyallup School District

Dean Dixon, Chief, JBLM Fire & Emergency Services

Kim Dodds, Human Services Coordinator, City of Lakewood

Mary Dodsworth, Parks Director, City of Lakewood

Meta Dooley, Senior Vice President, Strategic Planning and Business Development, Franciscan Health System

Denise Dyer, Economic Development Manager, Pierce County Economic Development Division

Jay Ebbeson, Director, Strategic Communication, Madigan Healthcare System

Bret Farrar, Chief, Lakewood Police Department

Lori Flemm, Director, City of Lacey Parks & Recreation

David Flentge, President & CEO, Community Healthcare
Edward B. Galligan, Executive Director, Port of Olympia

Laura Giddings, Member Services Coordinator, Washington State Child Care Resource and Referral Network

Cindy Gorgas, Program Manager, Pierce County Department of Community Services

Tamara Grigsby, CAPT, MC, USN, Madigan Healthcare System

Donna Hanlon, JBLM

Randy Hanna, Deputy Director, JBLM Public Works

Nathan Harber, Community Planner, JBLM Directorate of Public Works (DPD)

Delores Haugen, Director of Enrollment Management, Tacoma Community College

Kelly Hayden, Planning Manager, Pierce Transit

Craig Helmann, WSDOT Urban Planning

Dr. Frank Hewins, Superintendent, Franklin Pierce School District

Kerry Hibdon, Capital Projects Manager, Thurston County Public Works Department

Gwendolyn High, Washington Wildlife and Recreation Coalition

Tom Hilyard, Pierce County Department of Community Services

Moira Hurley, Sales Manager, Tacoma Regional Convention & Visitors Bureau

Lynda Jackson, St. Clare Hospital Director of Acute Care Services, St. Clare Hospital

Deborah Johnson, Senior Planner, City of Lakewood

Ed Judie, Director of Student Services, Clover Park School District

Bill Kingman, Senior Planner, City of DuPont
Kristopher Kitz, Director of Strategy & Business Development, MultiCare

Paul Knox, United Way of Thurston County

Kathy Kravit-Smith, Director, Pierce County Parks & Recreation

Ron Landon, Olympic Regional Program & Planning Manager, WSDOT Olympic Region Planning

Connie Lee, Management Program Analyst, Fort Lewis Plans Analysis and Integration Office

Dave Lewis, Operations & Business Services Manager, Metro Parks

Paul Loveless, Town Administrator, Town of Steilacoom

Brandon McAllister, Public Works, Water Resources Division, City of Lacey

Kathy McCormick, Senior Planner, Thurston Regional Planning Council

Sherri McDonald, Director, Thurston County Public Health and Social Services

Carolyn McDougal, President and CEO, Lindquist Dental Clinic for Children

Helen McGovern, Executive Director, Emergency Food Network

Norma Melo, Director of Youth Education Support Services, Joint Base Lewis-McChord

Larry Mickel, Traffic Engineer, Fort Lewis Public Works
Jamie Midstokke, JBLM MWR

Ray Miller, Administrator for Business & Operations, Clover Park School District

Rob Miller, Supervisory Police Officer, Fort Lewis Police

Dean Moberg, Area Engineer, Federal Highway Administration

Belinda Moses, Manager, Strategic Planning, Franciscan Health System

Martin Mueller, Assistant Superintendent of Student Support, Washington State Office of Superintendent of Public Instruction

Ian Munce, Planning Division, City of Tacoma

Helen Myrick, Vice President, United Way of Tacoma Pierce County

Carol Naito, Planner, Puget Sound Regional Council

Priscilla Nastasia, Family Advocacy Program Specialist, Army Community Service, Fort Lewis

Carl Newhouse, Outreach Program Coordinator Army Community Service, JBLM

Gary Nomensen, Government/Community Relations Manager, Puget Sound Energy

Anita Olszyk, Director of Resource Management

William Painter, Public Information Officer, Franklin Pierce School District

Ginger Peck, Director of Auxiliary Services, Pacific Lutheran University

Kelly Phanco, Executive Director, First5FUNDamentals

Greta Powell, Director, Directorate of Public Works, Fort Lewis

Olivia Robinson, Regional Affairs Coordinator, Puget Sound Regional Council

Jeff Role, Assistant Superintendent for Business & Operations, Yelm Community Schools

Christine Rosenquist, Washington State Child Care Resource and Referral Network

Stefanie Rossi, Puget Sound Regional Council

Noel Rubadue, Assistant Director of Technical Training Operations, South Puget Sound Community College

Dan Schooler, Company Manager, Lemay Inc.

Denis Senftner, Directorate of Family, Morale, Welfare, and Recreation, JBLM

Ken Sharp, Fire Chief, Lakewood Fire District 2

Mark Simonson, Principal Planner, Puget Sound Regional Council

Ed Smith, Pierce County Sheriff

Helen Smith

Linda Smith, President/CEO, Lakewood Chamber of Commerce

Dan Still, Lieutenant, Tacoma PD

Karl Stumo, Vice President of Admission and Enrollment Services

Renee Sunde, Business Development & Marketing Director, Thurston County EDC

Pete Swensson, Senior Planner, Thurston Regional Planning Council

Shon Sylvia, Director of Recreation & Community Services, Metro Parks

Dion Teague, Dean of Students, Bates Technical College

Paul Tinsley, Assistant Chief, Lakewood Fire Dist 2

Tom Tolman, Architect, JBLM Directorate of Public Works (DPD)

Richard Towell, Greater Lakes Mental Health Care

Courtney Turnley, ACCYN Outreach Specialist, Child-care Resource and Referral City of Tacoma

John Tye, Tacoma Goodwill Industries

Dr. Rob Van Slyke, Executive Director of Operations, Bethel School District

Sandra Vest, Outreach Social Worker, JBLM

Robert Watilo, Director Strategic Services, Providence Health and Services Washington/Montana

Karin White-Tautfest, YWCA Pierce County

Jerry Wilkins, Thurston Co. Chamber Board, Thurston County Chamber

Beth Wilson, Maternal Child Health, Adolescent Health and Coordinated School Health Program Director, Tacoma Pierce County Health Department

Jack Wilson, Executive Director, Metro Parks

Desiree Winkler, Transportation Division Manager, City of Lakewood

Andy Wolf, Superintendent, Yelm Community Schools

Denise Yochum, President of Pierce College - Fort Steilacoom

Peter Zahn, Public Works Director, City of DuPont



This Plan was funded by a grant from:

The U.S. Department of Defense, Office of Economic Adjustment

Amanda Fagan, Project Manager

This Plan was administered by:

The City of Lakewood

Andrew Neiditz, City Manager

Ellie Chambers-Grady, Economic Development Director

Dan Penrose, OEA Grants Project Manager

This Plan was prepared by the following consultant team:

AECOM

BCRA

Community Attributes, Inc.

Davis Demographics

Health Planning Source, Inc.

Norton-Arnold & Company

RKG Associates

The Transpo Group





Our Mission

II The Case For Regional Collaboration

III Recommendations and Strategies

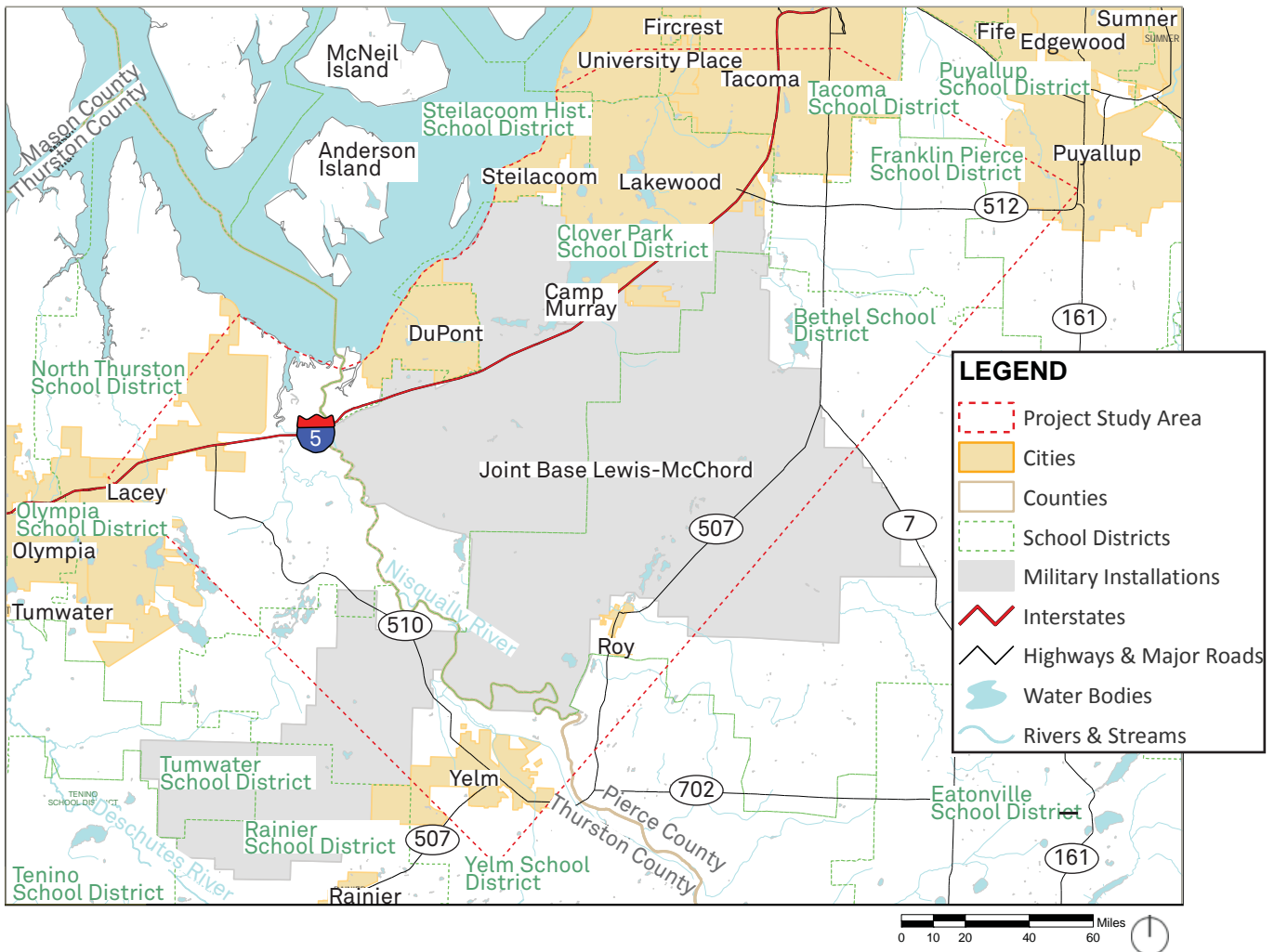
IV Regional Implementation

Our Mission

Mission

Joint Base Lewis McChord (JBLM) and its surrounding communities in the South Puget Sound (South Sound) are intricately bound to one another (Figure 1 – Study Area). Strong, supportive communities surrounding the base enhance the quality of life of military personnel and their families by providing quality neighborhoods, schools, recreation opportunities, and other services. In turn, the strength

of JBLM enhances the economic well-being of the surrounding region, spurring a demand for retail, services, and jobs, among others. **To ensure the mutually beneficial relationship continues, careful planning and coordination are needed to ensure that local facilities and infrastructure are adequate to meet the needs of JBLM, as well as to ensure that the South Sound region is taking full advantage of the military asset in its midst.** This is the challenge and mission before us.



The Mission of the JBLM Growth Coordination Planning Process:

“Foster effective communication, understanding, and mutual support by establishing a primary point of coordination for resolution of those issues which transcend the specific interest of the military and civilian communities of the JBLM region.”

JBLM and local jurisdictions and service providers recognize the importance of a regional climate that supports the national defense mission of the base, servicemember “readiness,” and coordinated planning for both JBLM operations and community services. As the third largest employer in Washington State with more employees than Microsoft, the economic engine of JBLM continues to benefit the region in significant ways. JBLM-related population composes approximately 14% of all population in Pierce and Thurston counties and wields significant influence in emerging industries and local commerce. JBLM’s construction spending on base alone (\$3.9 billion, 2009 through 2016) has helped to shield the South Sound region from larger recessionary impacts felt in other areas of the state and nation. To date, however, the region has yet to fully realize the opportunities or meet the service challenges related to the recent expansion of the base.



A build-up of JBLM-related growth over the past decade (40,000 people since 2003), highlighted by the return of 17,000 deployed soldiers in the second half of 2010, clarified for all the importance of regional coordination. Seemingly overnight, roadways were more congested, retail businesses over crowded, and there was an immediate increase in demand for housing, quality schools, public safety, and social services, among others. In spite of the hard work conducted by military planners, jurisdictions and service providers to address growth by

individual entities, findings of this JBLM Growth Coordination Plan (the Plan) indicate that some of JBLM’s operations may be threatened and the quality of life for South Sound communities is at risk. **It is clear that the South Sound region must work together to preserve and enhance the quality of life for military and civilian communities alike.** Without a framework for partnering, economic opportunities will be lost and the South Sound region will struggle to meet some of the most basic needs for military and civilian residents (access to shelter and jobs, quality education, health care, public safety, to name a few). We cannot wait any longer to address these urgent issues – the time to act is now.

Background

JBLM has a rich and expansive history. Since its inception in 1917 as Camp Lewis, the base has grown and undergone several organizational changes. Most recently Fort Lewis and adjacent McChord Air Force Base have been consolidated. JBLM is now the premier military installation in the Northwest and is the most requested duty station in the Army. It has grown to be one of the foremost economic and cultural engines of the South Sound region and wields significant influence on surrounding communities.

As a result of several Department of Defense (DoD) initiatives—including the transformation of units in the Army to Modular Forces (AMF), 2005 Base Realignment and Closure (BRAC) decisions, stationing changes based on the Integrated Global Presence and Basing Strategy (IGPBS), and national defense priorities related to Operations Iraqi and Enduring Freedom—the first decade of the 21st century was a period of rapid military growth and unanticipated economic opportunity for the South Sound region. Between 2003 and 2010, the military-related population increased by 44% (almost 40,000 people) from 92,000 to 132,000 people including military personnel and their families, DoD contractors, and civilian workforce in the study area. Approximately 4,000 additional military personnel and family members are anticipated in the coming 5 years, as well. This surge has initiated the need for JBLM and surrounding communities to re-think how to best coordinate planning practices for growth and change in the policy climate of Washington State’s Growth Management Act (GMA) and JBLM’s Sustainability Goals.

In April 2009, the City of Lakewood, the city adjacent to the west of the base, took the lead to gather JBLM representatives and regional service providers together and collect support for a DoD Office of Economic Adjustment (OEA) grant to study the impacts and opportunities of military-related growth and to assist in the coordination of regional planning efforts. The successful application resulted in the development of this JBLM Growth Coordination Plan. The Plan, developed in concert with JBLM, regional stakeholders, and an AECOM-led team of consultants including BCRA, The Transpo Group, RKG Associates, Health Planning Source, Community Attributes International, and Norton-Arnold & Company, analyzes regional services related to military growth to document the baseline needs of JBLM families and employees living off base. The Plan highlights opportunities of military-related growth and recommends strategies for regional collaboration, enhancing information and service needs, recognizing JBLM as a significant regional asset, furthering support for military families, and improving regional mobility.



Study Area

JBLM's growth affects a geographically large and diverse area, including two counties, several jurisdictions, and numerous school districts (see the map on page 2). The study area identifies the general region most impacted by military-related growth. JBLM's 2009 estimate of the jurisdictional location of military personnel and family housing off base was a proxy for the Plan's primary growth impact area. Recognizing that growth impacts are felt outside of this area, the consultant team used these boundaries as initial guidance for the analysis, but in many cases reviewed service areas that reached far beyond the South Sound region. For example, the health and economic assessments acknowledge markets that transcend jurisdictional boundaries, and in some instances, identify benefits for King County and the State of Washington.

The study area boundary generally extends from the southern portion of the City of Tacoma in Pierce County south to encompass the cities of Lacey and Yelm in Thurston County, from and including the towns of Steilacoom and Roy, DuPont, and Lakewood, eastward to SR 507, including parts of unincorporated Pierce County. This study area does not follow the geographic boundaries of JBLM or any one entity, jurisdiction, or service agency and is unique to this study and the needs of those within it.

Stakeholder Participation

The JBLM growth coordination planning process collectively involved over 100 public and private service providers and jurisdictions in the region. Stakeholders were tasked with guiding the consultant team as they addressed challenges, issues, and opportunities related to the following 10 resource areas:

1. Economics
2. Housing
3. Education, Childcare, and Schools
4. Transportation
5. Land Use Policy
6. Public Safety
7. Utilities and Infrastructure
8. Health
9. Social Services,
10. Quality of Life (recreation, culture, etc.)



These stakeholders and JBLM contributed their time and expertise to support the development of the Plan and are committed to its future implementation. The active, hands-on involvement of stakeholders from the region, Pierce and Thurston counties, JBLM and OEA, and surrounding communities is core to the success of the JBLM Growth Coordination planning effort. The stakeholder engagement process was designed to work with and engage all of these partners in every step of Plan development. Recommendations identified in the Plan were reached through five levels of stakeholder involvement:

Ten Expert Panels – Participants on Expert Panels included individuals working directly in public, private, or non-profit entities of the 10 resource areas. Responsibilities of the panelists were to share their insights on existing conditions and growth trends, to assist in the development and prioritization of Plan recommendations, and to review the studies, information, and products developed by the consultants. The role of the panel members was to:

- Provide guidance on data collection and existing planning standards and methodologies.
- Provide guidance and feedback on the ranking of needs.
- Collaborate with colleagues on methods to identify or resolve root problems.
- Assist in the development of potential solutions to existing gaps in services.
- Suggest and react to alternative strategies considered in the Plan.

Growth Coordination Committee (GCC) – The “committee of the whole” or the “working committee” of the Plan included two members from each of the 10 Expert Panels. One member was assigned by the technical leads and the other member was nominated from the panel. The role and responsibilities of the GCC included advising on the development of the Growth Coordination Plan. The GCC had an active role in integrating the recommendations of Expert Panels and prioritizing overall recommendations.

Regional Steering Committee (RSC) – Participants included representatives from JBLM, city managers, county executives, regional authorities, and state agencies. The role and responsibilities of the RSC included broad oversight of the planning process and ultimate responsibility for ensuring successful Plan implementation. The RSC also addressed the organizational structure they deemed necessary to implement future recommendations of the Plan.

Elected Officials – During the process and looking forward to 2011, elected officials will continue to be briefed at their council meetings and in-depth briefings for the state’s Congressional delegation.

General Public – Interested citizens have been encouraged to attend public forums on the process, comment to staff, and follow the plan’s progress on the public website: <http://www.jblm-growth.com>. The first public meeting held February 2010 was designed to meet all public scoping requirements of the State Environmental Policy Act (SEPA).

An interactive website supported the first four levels of stakeholder engagement with review of technical materials, meeting logistics, follow-up, and team collaboration. The website was developed to allow it to continue to be used as an implementation tool if implementers so desire.

The public facing website (<http://www.jblm-growth.com>) will continue to provide the general public with information about the Plan, and distribute studies, final technical reports, and the draft and final JBLM Growth Coordination Plan until it is no longer needed.

Goals

Goals of the JBLM Growth Coordination Plan were developed in April 2009 by the initial stakeholder group involved in supporting the OEA grant application funding the Plan process. These goals were verified by stakeholders involved in the Plan study:

- Regional Coordination
- Close Public Service Gaps
- Enhance Economic Development
- Improve Education Opportunities
- Provide Affordable Housing Opportunities
- Enhance Regional Mobility
- Sustain a Healthy and High Quality of Life for All Residents

Intended Use of the Plan

This is not your typical community plan. Its primary purpose is to explore the impacts and opportunities of military-related growth from 2003 to 2016 and provide a series of recommendations on leveraging economic opportunities, closing potential gaps in local services, and improving the support of military families and civilians in the region. Because this non-traditional plan was developed in concert with a unique range of stakeholders that included representation from school districts, health care providers, non-profit social service providers, local jurisdictions with taxing authority, and a federal joint military base, the questions arise – Whose Plan is this? What is its intended use? and Whose responsibility is it to shepherd its implementation? The following provides initial responses to these important questions:

Whose Plan is This?

This is a regional plan—created through a collaborative effort of many stakeholders with vested interests in improved regional planning and coordination. Recommendations identified in this Plan have been developed in concert with these stakeholders

by a consultant team with experience in both military growth planning at bases located throughout the nation and local Washington State planning efforts. However, this Plan must be owned and stewarded, updated, and implemented by the people and organizations involved in its creation.

What is the Plan's Intended Use?

There are several intended uses of this Plan. The first is to provide regional service providers with more information about JBLM population and employment they can use to better support military families in the region. The Plan gathers data on the amount and location of military-related growth and documents baseline community service needs and conditions.

The second is to provide JBLM and community providers with recommendations for leveraging the economic opportunities of base expansion and for providing adequate off-base support services. In doing so, the planning process has brought together stakeholders and gained a reasonable measure of consensus that, with a unified voice, implementation of these recommendations is achievable. Many of these service providers have not worked together before and have learned new ways to exchange information for improved services.

The third is to provide implementers with a consolidated document that provides supporting data for the opportunities and needs identified that can support future grant applications or inform decision-makers of the urgency of implementation and benefits to both JBLM and the larger region.

Who has Responsibility for Implementation?

The Plan recommends establishing a new JBLM Regional Partnership that would be responsible for the oversight of implementation. However, the responsibility for implementation will be shared by many: public agencies, non-profits, service providers, and the broader community. The success of implementation hinges on the passion of those individuals committed to the opportunities that a military base can extend, improving services for military families, and those devoted to sustaining the region's vast and unique social, economic, and environmental attributes.





Chapter IV (Regional Implementation) describes in detail the formation, roles, and responsibilities of the organization tasked with shepherding the implementation of the Growth Coordination Plan – the JBLM Regional Partnership. As described in Chapter IV, the Regional Partnership will be assisted by committees formed to target particular resources and key issues.

Reader's Guide

The Growth Coordination Plan is organized as follows:

An **Executive Summary** of the Plan identifies the role and mission of a new regional entity, the need and urgency of many of the Plan's recommendations, and opportunities for implementation. This summary is under separate cover and can be accessed on the public website (<http://www.jblm-growth.com>).

Chapter I (Our Mission) provides the context for the planning effort, the mission and goals of stakeholders, and the use and organization of the Plan.

Chapter II (The Case for Regional Collaboration) describes in detail the growth of JBLM in personnel, civilian work force, and family members over the past decade. Growth at the base has resulted in significant opportunities for economic growth as well as unintended impacts on the region's infrastructure and service providers. This chapter sets the stage for the need for regional collaboration and new approaches to existing and future challenges.

Chapter III (Recommendations and Strategies) provides a series of recommendations that were developed with area stakeholders to close service gaps, improve regional mobility, capture economic opportunities, and build resilient communities capable of adapting to unanticipated change at JBLM. Each strategy identifies the need, cost, and action steps for implementation.

This JBLM Growth Coordination Plan is available for stakeholder and public use. Interested parties are encouraged to download it and other project-related materials from the public website: <http://www.jblm-growth.com>. For additional information, please contact Dan Penrose, City of Lakewood, Washington, via email at dpenrose@cityoflakewood.us.



I Our Mission



The Case For Regional Collaboration

III Recommendations and Strategies

IV Regional Implementation

|| The Case for Regional Collaboration

Over the past decade, growth and change at JBLM have resulted in both positive impacts and unintended challenges to the region's economy, mobility, infrastructure, and service provision. Conversely, regional issues "outside the fence" affect the ability of JBLM to fulfill its mission as well as to meet the family support needs of its personnel. Therefore, it is vital for JBLM and the region to take advantage of opportunities and address issues associated with the impacts of military-related growth. Addressing these items requires concerted collaboration among JBLM and stakeholders. The need for this collaboration is urgent. Growth in military-related population is anticipated to continue over at least the next 5 years. To plan for future growth and change in a proactive manner and with preventative measures in mind, the nature of challenges and opportunities must first be understood. This chapter describes in detail the type and location of military growth by personnel, civilian work force, and associated family members who have already located in the region, as well as projected growth. It should be noted that the data summarized below provide a "snap-shot" in time and will continue to evolve and change.

For purposes of this study, the consultant team has incorporated official data provided by JBLM through September 2010, and while not reported in the same manner, the analysis considers the results of other large military environmental processes underway. These other efforts, the 2007 "Grow the Army" (GTA) Programmatic Environmental Impact Statement (EIS) at Fort Lewis and Yakima Training Center (YTC) and the Final EIS for Army Growth at Fort Lewis and YTC, have a slightly different baseline and analysis

timeframe than that of this Plan. While a typical EIS analysis will describe a maximum growth scenario to analyze the greatest extent of environmental impacts that could reasonably be expected to result from a given course of action, this study projects military-related growth that appears most likely to occur, given existing data and known trends. The evolving needs and opportunities associated with military-related growth are summarized, as well. In short, this chapter sets the stage for the recommendations identified in Chapter III.

Military-Related Growth in the JBLM Study Area

Fort Lewis Army Post and McChord Air Force Base were officially combined to form JBLM in January of 2010. For decades, the historical growth and expansion of these military installations have driven population and economic growth patterns throughout the South Puget Sound region, including portions of Pierce and Thurston counties. As the largest military installation west of the Mississippi River, JBLM was recently designated as one of 12 joint bases in the country as determined by the federal BRAC Commission and DoD in 2005. The U.S. Army I Corps and the U.S. Air Force 62nd Airlift Wing are the primary units on JBLM. The following discussion summarizes historic and projected population growth and economic impacts associated with JBLM. A detailed analysis of these data and assumptions is included in the Economics Appendix.



Military-Related Population Growth at JBLM (2003–2016)

JBLM Population Change (2003–2010)

As a result of a number of restructuring and re-stationing decisions, JBLM has been adding personnel over much of the past decade, even before the 2005 BRAC round decision to create JBLM. According to the local Joint Base Command, much of the personnel growth at JBLM has occurred since 2003. Figure 2-1 shows JBLM direct personnel and dependent population trends during the 2003-2010 period, and is summarized below.

As of 2010, the combined total of direct military, DoD civilian, and non-DoD civilian contractor employment, plus family members related to JBLM personnel, is estimated to be 131,501 people. JBLM estimates that this population increased by 39,970 persons (43.7%) during the 2003–2010 study period.

Military Personnel

Approximately 10,997 new military personnel were assigned to JBLM between 2003 and 2010, as personnel levels rose from 23,483 in 2003 to 34,480 in 2010. The largest share of this growth occurred during fiscal years 2005–2007, when nearly 7,700 new military personnel were stationed at JBLM.

The total estimated number of military family members in the region increased by 17,045 persons from 36,399 in 2003 to 53,444 in 2010 (a 46.8% increase over 2003 levels). During the 2003–2010 study period, it is estimated that 5,323 new school-aged children (K-12) were added to the region.

As reported in the 2008 Joint Housing Requirements Update – Fort Lewis-McChord AFB, Washington (January 2009), approximately 48.5% of Army personnel at Fort Lewis are classified as “un-accompanied” Soldiers and do not live with related dependents.

Civilian Personnel

Figure 2-1 also accounts for changes in civilian personnel at JBLM, including civilian government employees and non-DoD contractor personnel. The civilian workforce at JBLM in 2010 equaled 16,107 personnel, an increase of 4,257 personnel (35.9%) between 2003 and 2010.

The number of civilian and contractor family members is estimated to have increased from 19,801 in 2003 to 27,470 in 2010, for an increase of 7,669 people (38.7%).

Deployment Impacts

By October 2010, the region felt the full impact of JBLM’s recent personnel growth. According to Joint Base Command, the more than 17,000 Soldiers abroad returned to JBLM from deployments in Iraq and Afghanistan during much of 2010. Figure 2-2 shows the deployment and returning (“re-deployed”) Soldiers at JBLM between 2004 and 2010. (The data reflect only the movements of Fort Lewis Army personnel, and do not include McChord AFB personnel, nor Soldiers from other installations being deployed/returning through Fort Lewis.)

With the termination of combat operations in Iraq, additional JBLM brigades have also returned. This is the first time in recent memory that the JBLM population is substantially in one place at one time. Returning Soldiers will have a variety of impacts on social services, health and medical services, transportation, housing, public safety, education, and other regional resources. (JBLM personnel could not estimate or confirm the size and timing of future deployments.)

While the service impacts of this returning population was significant for the region, it is largely believed that as many 75% of returning Soldiers living in family households were reunited with their families, who are already living in the region, both on and off base. Unaccompanied Soldiers may have reestablished their residence in the region. This is different than past deployments, where the Army’s



Source: J. M. Simpson

Joint Base Lewis-McChord

Cumulative Direct Personnel and Dependent Population Trends

FY2003-FY2010

Category	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY03-FY10 CHANGE
Full-Time Military - Fort Lewis	19,476	19,497	24,754	21,725	27,494	29,316	30,426	31,437	11,961
McChord AAF Personnel	4,007	4,007	4,007	4,007	3,750	3,483	3,637	3,043	-964
DoD Civilians	6,249	6,100	6,419	6,210	6,327	6,464	6,233	6,773	524
Non-DoD Civilian Contractors	5,599	6,049	6,893	7,676	7,170	7,255	10,056	9,334	3,735
Subtotal - Direct Employment	35,331	35,653	42,073	39,618	44,741	46,518	50,352	50,587	15,256
School Aged Children of Military	11,366	11,376	13,920	12,454	15,122	15,875	16,486	16,688	5,323
School Aged Children of DoD Civilians	3,025	2,952	3,107	3,006	3,062	3,129	3,017	3,278	254
School Aged Children of Non-DoD Civilians	2,710	2,928	3,336	3,715	3,470	3,511	4,867	4,518	1,808
Military Family Members	36,399	36,431	44,580	39,885	48,428	50,838	52,798	53,444	17,045
Civilian & Contractor Family Members	19,801	20,402	22,440	23,563	22,810	23,174	27,977	27,470	7,669
TOTAL	91,530	92,486	109,093	103,066	115,979	120,531	131,127	131,501	39,970
NET ANNUAL CHANGE									
Full-Time Military (Army & Navy)	--	21	5257	(3029)	5512	1555	1264	417	10997
DoD Civilians	--	(149)	319	(209)	117	137	(231)	540	524
Non-DoD Civilian Contractors	--	450	844	783	(506)	85	2801	(722)	3735
Subtotal - Direct Employment		322	6420	(2455)	5123	1777	3834	235	15256
School Aged Children of Military	--	10	2544	(1466)	2668	753	612	202	5323
School Aged Children of DoD Civilians	--	(72)	154	(101)	57	66	(112)	261	254
School Aged Children of Non-DoD Civilians	--	218	408	379	(245)	41	1356	(349)	1808
Military Family Members	--	33	8148	(4695)	8544	2410	1959	646	17045
Civilian & Contractor Family Members	--	602	2038	1123	(753)	365	4803	(508)	7669
TOTAL	--	956	16606	(6027)	12913	4552	10596	374	39970
NET ANNUAL PERCENTAGE CHANGE									
Full-Time Military (Army & Navy)	--	0.1%	22.4%	-10.5%	21.4%	5.0%	3.9%	1.2%	46.8%
DoD Civilians	--	-2.4%	5.2%	-3.3%	1.9%	2.2%	-3.6%	8.7%	8.4%
Non-DoD Civilian Contractors	--	8.0%	14.0%	11.4%	-6.6%	1.2%	38.6%	-7.2%	66.7%
Subtotal - Direct Employment	--	0.9%	18.0%	-5.8%	12.9%	4.0%	8.2%	0.5%	43.2%
School Aged Children of Military	--	0.1%	22.4%	-10.5%	21.4%	5.0%	3.9%	1.2%	46.8%
School Aged Children of DoD Civilians	--	-2.4%	5.2%	-3.3%	1.9%	2.2%	-3.6%	8.7%	8.4%
School Aged Children of Non-DoD Civilians	--	8.0%	14.0%	11.4%	-6.6%	1.2%	38.6%	-7.2%	66.7%
Military Family Members	--	0.1%	22.4%	-10.5%	21.4%	5.0%	3.9%	1.2%	46.8%
Civilian & Contractor Family Members	--	3.0%	10.0%	5.0%	-3.2%	1.6%	20.7%	-1.8%	38.7%
TOTAL	--	1.0%	18.0%	-5.5%	12.5%	3.9%	8.8%	0.3%	43.7%

Source: Plans, Analysis and Integrations Office at Joint Base Lewis-McChord, 2010 & RKG Associates, Inc., 2010

Note: FY2010 figures represent current population

- Full-Time Authorizations including PCS Student and FTE Other Services (EXCLUDES TDY, Transient and Rotational)
- Full-Time USD, Local National, PCS Students, NAF, AAFES, and Other Civilians (EXCLUDES Transient and Rotational)
- Other Civilians (Compo Z) not designated as NAF or USD Civilians (EXCLUDES Transient and Rotational Loads)
- Full-Time Military multiplied by 0.484 (0.48 Married Military)
- DOD Civilians multiplied by 0.484 School Aged Dependents per Civilian
- Non-DOD Civilians multiplied by 0.484 School Aged Dependents per Civilian
- Full-Time Military multiplied by 1.55 Family Members per Military
- Civilian Government personnel multiplied by 1.52 dependents based on RKG previous research
- Federal Contractor personnel multiplied by 1.84 dependents based on RKG previous research

Figure 2-1. JBLM Cumulative Direct Personnel and Dependent Population Trends, 2003-2010.



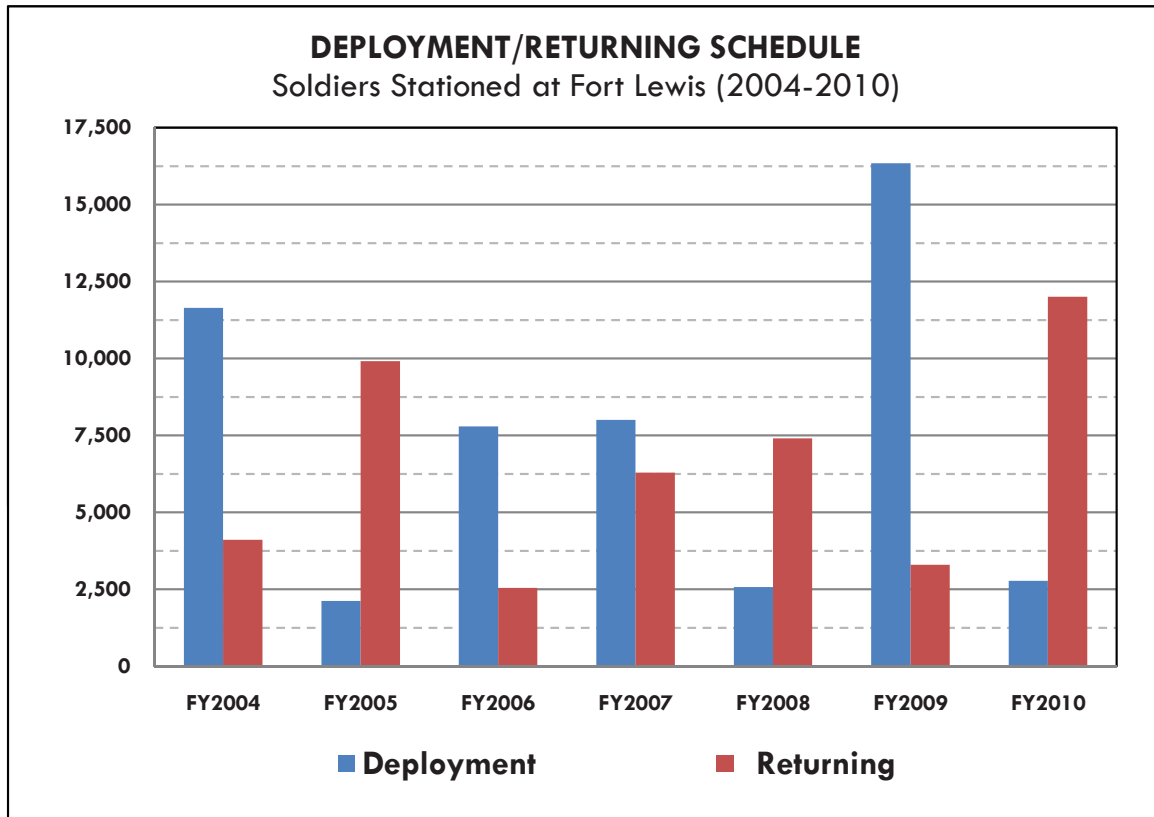


Figure 2-2. Deployment / Returning Schedule 2004-2010

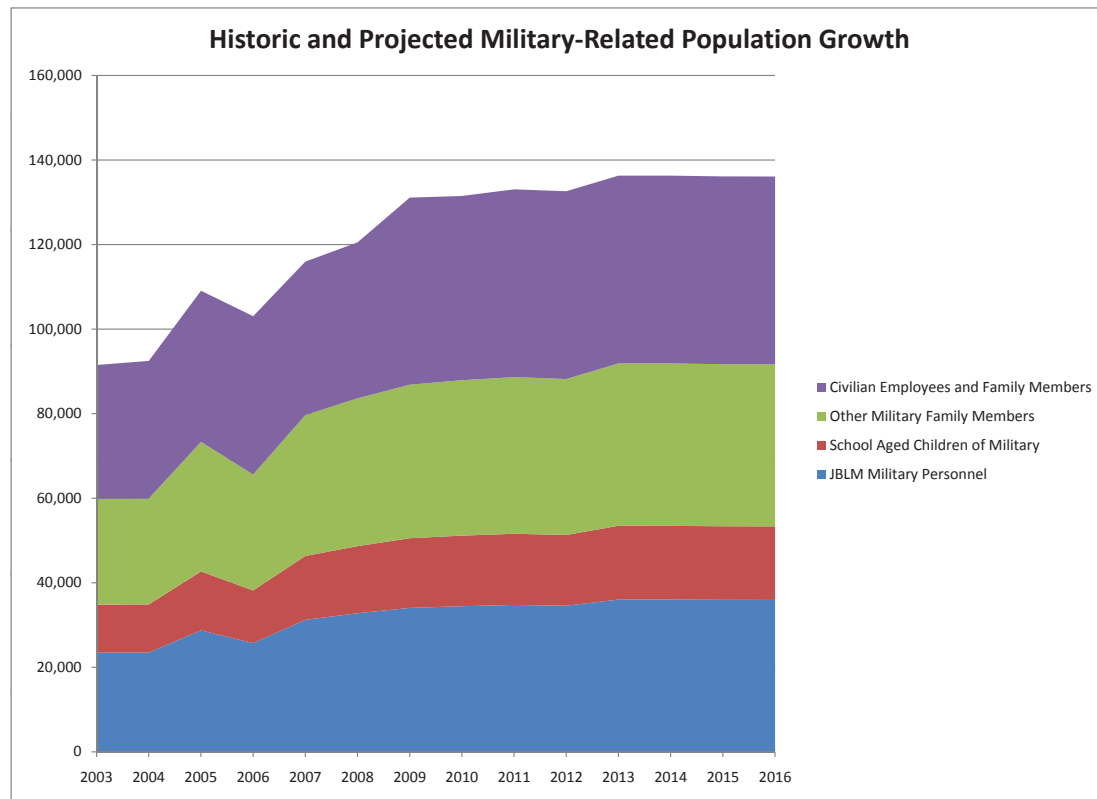


Figure 2-3. Historic and Projected Military-related Population Growth, 2003-2016.

social support network for family members was not as comprehensive, and many spouses would move to outside of the region during deployments to live with relatives and friends.

Roughly 51.5% of JBLM personnel are estimated to live in family households. Based on this assumption, 8,155 Soldiers returned to households with dependents, 75% of whom (6,566) returned to households already established within the region. The remaining 1,589 Soldiers with family households would look to establish new residence within the South Puget Sound region.

Approximately 7% of unaccompanied personnel and approximately 74% of military family households live off base, with the remaining living in on-base housing. Therefore, as many as 1,175 returning Soldiers with family households and 570 unaccompanied Soldiers could be looking to establish new residency off base within the region during the last quarter of 2010.

Total JBLM Population Projections (2010–2016)

In the year 2016, JBLM projects that the combined total of **direct** military, DoD civilian, and non-DoD civilian contractor employment, plus family members related to JBLM personnel, are estimated to be 136,124, an increase of 4,997 persons (3.8%) during the 2010–2016 study period (Figures 2-3 & 2-4).

Figure 2-5 shows the relative cumulative **indirect** population impacts associated with the growth at JBLM. The cumulative change in population by 2016 is projected at 33,440 people, with approximately 62.2% being captured in Pierce County. The next largest population change (9,083) is projected to occur outside the region in the rest of Washington. This reflects the fact that JBLM's impacts will extend beyond the immediate region, and will more than likely be captured by King County to the north as the state's largest urban county. During the 2010 to 2016 period, direct and indirect population growth related to JBLM in Pierce and Thurston counties (24,357 pop.) could account for as much as 22% of the projected population growth during the period (111,621 pop.).

Military Personnel

Growth over the next 6 years is projected to be relatively modest. Approximately 1,899 new military personnel will be stationed at JBLM by 2016. The number of family members associated with this increase in direct military personnel is projected at 2,943 dependents by 2016.

Civilian Personnel

The civilian personnel changes projected for JBLM are largely due to an increase in civilian government employees, resulting in a net gain 153 civilian employees over 2009 levels. The net change in family members for civilian employee households is projected to be stable.

Housing Demand and Affordability

- **Housing Demand** – Between 2010 and 2016, a projected 785 new Soldiers will demand off-base housing near JBLM. This Soldier increase totals an estimated 2,126 net new persons after Soldier dependents are included. Of this total, the majority of Soldier households are projected to locate in Lacey (13.8%, 292 Soldiers and dependents), Tacoma (13.1%, 277 Soldiers and dependents), and Lakewood (12.3%, 261 Soldiers and dependents). While the capture rates of these areas is high, it should be noted that each also occupies large areas of land, allowing for a greater capture rate. According to anecdotal information obtained from local real estate professionals, each of these areas is attractive to the military population for unique reasons. Easy accessibility to JBLM is often stated as a primary reason for Soldiers to reside in Lakewood. Tacoma is a highly urbanized city that provides the greatest array of entertainment and other social activities for residents, while Lacey is a rapidly growing area that is considered highly affordable.



Joint Base Lewis-McChord

Cumulative Direct Personnel and Dependent Projections

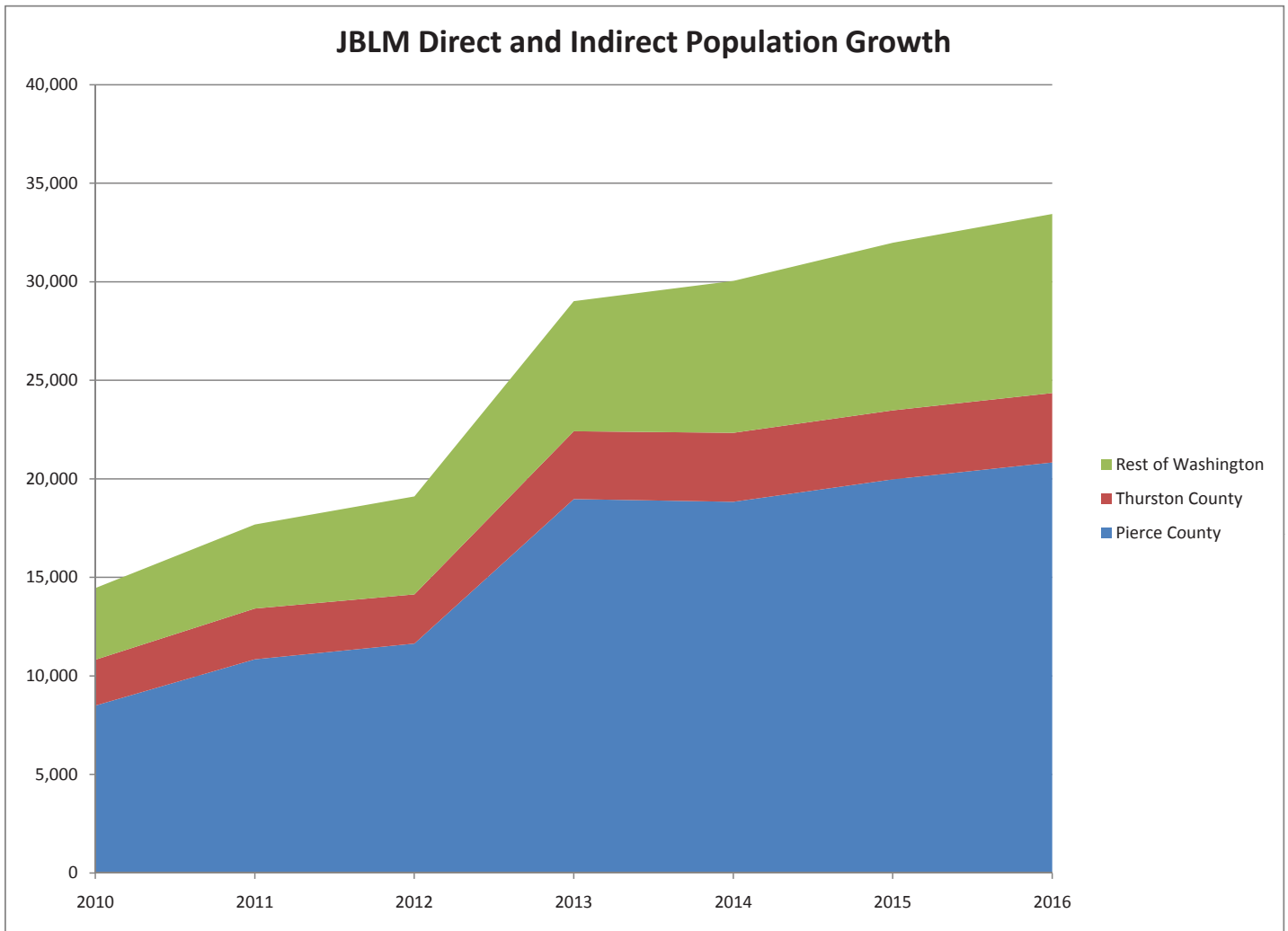
FY2009-FY2016

Category	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY09-FY16 CHANGE
Full-Time Military - Fort Lewis	30,426	31,437	31,724	31,546	32,999	32,996	32,925	32,919	2,493
McChord AAF Personnel	3,637	3,043	3,043	3,043	3,043	3,043	3,043	3,043	-594
DoD Civilians	6,233	6,773	7,110	7,108	7,108	7,108	7,108	7,108	875
Non-DoD Civilian Contractors	10,056	9,334	9,334	9,334	9,334	9,334	9,334	9,334	-722
Subtotal - Direct Employment	50,352	50,587	51,211	51,031	52,484	52,481	52,410	52,404	2,052
School Aged Children of Military	16,486	16,688	16,827	16,741	17,444	17,443	17,409	17,406	919
School Aged Children of DoD Civilians	3,017	3,278	3,441	3,440	3,440	3,440	3,440	3,440	424
School Aged Children of Non-DoD Civilians	4,867	4,518	4,518	4,518	4,518	4,518	4,518	4,518	-349
Military Family Members	52,798	53,444	53,889	53,613	55,865	55,860	55,750	55,741	2,943
Civilian/Contractor Family Members	27,977	27,470	27,982	27,979	27,979	27,979	27,979	27,979	2
TOTAL	131,127	131,501	133,082	132,623	136,328	136,320	136,139	136,124	4,997
NET ANNUAL CHANGE									
Full-Time Military (Army & Air Force)	---	417	287	(178)	1,453	(3)	(71)	(6)	1,899
DoD Civilians	---	540	337	(2)	0	0	0	0	875
Non-DoD Civilian Contractors	---	(722)	0	0	0	0	0	0	(722)
Subtotal - Direct Employment	---	235	624	(180)	1,453	(3)	(71)	(6)	2,052
School Aged Children of Military	---	202	139	(86)	703	(1)	(34)	(3)	919
School Aged Children of DoD Civilians	---	261	163	(1)	0	0	0	0	424
School Aged Children of Non-DoD Civilians	---	(349)	0	0	0	0	0	0	(349)
Military Family Members	---	646	445	(276)	2,252	(5)	(110)	(9)	2,943
Civilian/Contractor Family Members	---	(508)	512	(3)	0	0	0	0	2
TOTAL	---	374	1,581	(459)	3,705	(8)	(181)	(15)	4,997
NET ANNUAL PERCENTAGE CHANGE									
Full-Time Military (Army & Air Force)	---	1.2%	0.9%	-0.6%	4.6%	0.0%	-0.2%	0.0%	5.6%
DoD Civilians	---	8.7%	5.0%	0.0%	0.0%	0.0%	0.0%	0.0%	14.0%
Non-DoD Civilian Contractors	---	-7.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-7.2%
Subtotal - Direct Employment	---	0.5%	1.2%	-0.4%	2.8%	0.0%	-0.1%	0.0%	4.1%
School Aged Children of Military	---	1.2%	0.8%	-0.5%	4.2%	0.0%	-0.2%	0.0%	5.6%
School Aged Children of DoD Civilians	---	8.7%	5.0%	0.0%	0.0%	0.0%	0.0%	0.0%	14.0%
School Aged Children of Non-DoD Civilians	---	-7.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-7.2%
Military Family Members	---	1.2%	0.8%	-0.5%	4.2%	0.0%	-0.2%	0.0%	5.6%
Civilian/Contractor Family Members	---	-1.8%	1.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
TOTAL	---	0.3%	1.2%	-0.3%	2.8%	0.0%	-0.1%	0.0%	3.8%

Source: Plans, Analysis and Integrations Office at Joint Base Lewis-McChord, 2010

Note: FY2010 figures represent current population

Figure 2-4. JBLM Cumulative Direct Personnel and Dependent Projections, 2009-2016.



JBLM Direct & Indirect Population Growth
Projected Population Changes from REMI Baseline Simulation
Pierce & Thurston Counties and Rest of State (2010-2016)

Jurisdictions	2010	2011	2012	2013	2014	2015	2016
Rest of WA	3,632	4,260	4,969	6,599	7,703	8,507	9,083
Pierce Co.	8,492	10,846	11,647	18,971	18,842	19,978	20,828
Thurston Co.	2,332	2,577	2,493	3,450	3,499	3,500	3,529
Total	14,456	17,683	19,109	29,020	30,044	31,985	33,440

Source: REMI, Inc. and RKG Associates, Inc., 2010

Figure 2-5. JBLM Direct and Indirect Population Growth, 2010-2016.

- **Ownership Affordability** - Overall, the majority of incoming Soldiers who will likely seek to purchase housing can afford units ranging between \$150,000 and \$350,000 if they are to maximize their incomes for housing. The highest demand will be Soldiers able to afford housing units at around \$350,000 (111 Soldiers). The results of the affordability analysis show a comparatively modest number of Soldiers able to afford units priced higher than \$350,000. Currently, the resale supply in the region for single-family housing at this price point (788) far exceeds the projected military demand.
- **Rental Affordability** - The results of the rental affordability analysis show a deficit in available higher-priced apartment units. The limited supply of apartments priced above \$1,200 (83 units) shows that Soldiers in the region are either not maximizing their Basic Allowance for Housing (BAH) or these units are scarce due to competition among the non-Soldier population. Consequently, the Soldier population growth that seeks rental housing outside of JBLM will likely not maximize their BAH on area rental housing. Additionally, many of these Soldiers looking for rental property with more space and adequate amenities will continue to look in the traditional ownership market. Without new apartment units that target Soldier needs and affordability levels, many renters are likely to continue looking to rent in attached and detached single-family housing.

Regional Distribution of New Military Population (Direct Employment)

To plan for changes in local service levels (such as transportation, education, housing, health, and social services), it is critical to understand where the incoming military population is likely to locate.

The military population growth at JBLM between 2003 and 2016 has located throughout the region, in housing both on and off base. Of the 12,479 new military personnel stationed at JBLM between 2003 and 2016, it is believed that 1,907 new Soldiers (15%) will be accommodated on base in either new family housing units or barracks. This leaves 10,572 Soldiers, and as many as 18,061 family members, that found housing off base in the greater private market.

Currently, there is no accurate database that provides information on military personnel living off base, aggregated by zip code. Therefore, the distribution of military-related households in the region has to this date been based on anecdotal information from many stakeholders, including the military. (Recommendations of this Plan intend to address this data gap). The study area is the best reflection of where JBLM and stakeholders believe most military personnel and their families live, although the specific number and location are not well understood. Military population growth from 2010 – 2016, however, is estimated to locate primarily in communities northwest and southwest of the base (Figure 2-6).

The combined total of new military personnel and family members will equal 28,633 between 2003 and 2016. Roughly 64% of JBLM's direct employment growth is projected for Pierce County and 36% in Thurston.

Figures 2-6 and 2-7 detail the projected percentage distribution of military population growth (including dependents) by local jurisdiction between 2010 and 2016. Anecdotal information and interviews indicate that JBLM personnel prefer living close to I-5, which provides access to JBLM's main gate. Popular places, such as Tacoma (13.1%), Lakewood (12.3%), and Lacey (13.8%), all of which provide immediate access to I-5, are projected to receive additional military households as JBLM growth continues through 2016. While Tacoma and Lakewood are established urban areas, the commercial and residential profile of Lacey continues to grow and provides new, affordably priced housing units. Other areas experiencing high rates of population growth in the region are also expected to attract members of the incoming military population. These include DuPont (4.3%) and South Hill (3.9%) in Pierce County. DuPont is especially attractive to military personnel due to its proximity to JBLM and new, affordably priced ownership housing.

Projected Economic Growth

The expanded mission of JBLM will generate additional economic benefits to the region in several forms. To measure these impacts, RKG Associates utilized the REMI Model, a sophisticated economic model developed by Regional Economic Models, Inc. (REMI) of Amherst, MA. The REMI model is described in detail in the Economics Appendix.

Construction Spending

It is anticipated that more than \$3.9 billion will be spent on new construction at JBLM between 2006 and 2016, for an average of \$356 million per year (Figure 2-8). This money is being used to construct new facilities to support JBLM's expanded mission and the addition of new Soldiers, Officers, and Airmen who are being assigned to JBLM by 2016. During the 2010 to 2016 period, it is projected that approximately \$2.4 billion of construction spending will occur at JBLM. This will have significant impacts on the region's economy, far beyond just the construction sector. Projects planned for JBLM include new barracks to house enlisted Soldiers, 563 new family housing units, a new town center development (Freedom's Crossing), and expanded medical and behavioral health facilities.

Changes in Direct JBLM Personnel (2009–2016)

During the 2009 to 2016 projection period, the total net new personnel at the installation is projected to be 2,052 military, DoD civilian, and non-DoD civilian contract employees. For this analysis, changes in personnel levels are a proxy for changes in direct military and civilian employment levels. The cumulative total military personnel is expected to increase by roughly 1,899 by 2016 (Figure 2-9). In addition, the net new civilian jobs are projected to equal 153.

Regional (Indirect) Employment Impacts (2010–2016)

The majority of indirect employment growth is projected to be captured by Pierce County during the 2010 to 2016 projection period. Employment is projected to peak in 2013 as 1,453 incoming military personnel and construction spending (\$541 million) peak during the same year. During 2013, the employment spin-off related to JBLM growth is projected to peak at 14,265 jobs, with construction accounting for 4,151 jobs or 29% of the total (Figure 2-10).

Similar employment patterns occur in Thurston County during the projection period, but at much lower levels. This is primarily because 100% of military construction and operating expenditures are being realized in Pierce County. Despite this fact, significant employment growth and purchases are made across boundaries and are being captured

in Thurston County. By the end of the projection period, employment levels are projected to drop roughly 40% in Pierce County and 62% in Thurston County off the 2013 peak levels. This is largely due to the loss of thousands of construction jobs as the final construction projects are completed in 2015. The large increase in federal military jobs should be interpreted as the difference between the new military personnel levels at JBLM as compared to the REMI baseline forecast, which projects a gradual decline in military personnel in the future.

Gross Regional Product

Gross Regional Product (GRP) is a value-added concept that is analogous to the national concept of Gross Domestic Product. GRP is essentially the market value of all final goods and services produced within a given region. The components that make up GRP are spending by governments, investment within the region by firms and individuals, consumption by individuals, the combined effects of trade (net exports equals exports minus imports), and the change in business inventories (CBI). GRP is usually a smaller dollar amount than total economic output because output includes the production of final goods and intermediate inputs (business to business transactions), whereas GRP reports only final goods production.

The REMI model projects that total GRP for the region will increase over the REMI baseline forecast from \$708 million in 2010 to over \$1.3 billion in 2016 (in fixed [2000] dollars).

Personal Income

Personal income is represented in the REMI Policy Insight model as the income that is received by, or on behalf of, the individuals who live in the area. Personal income estimates are adjusted to represent income earned by the place of residence and not by place of work. Personal income is the sum of wage and salary disbursements, proprietors' income, rental income, personal dividend income, personal interest income, and current transfer payments not including contributions to government social insurance.

Personal income within the primary impact area is projected to increase from \$706 million in 2010 to \$1.6 billion in 2016 in current dollars over the REMI baseline simulation (Figure 2-4). Pierce County is

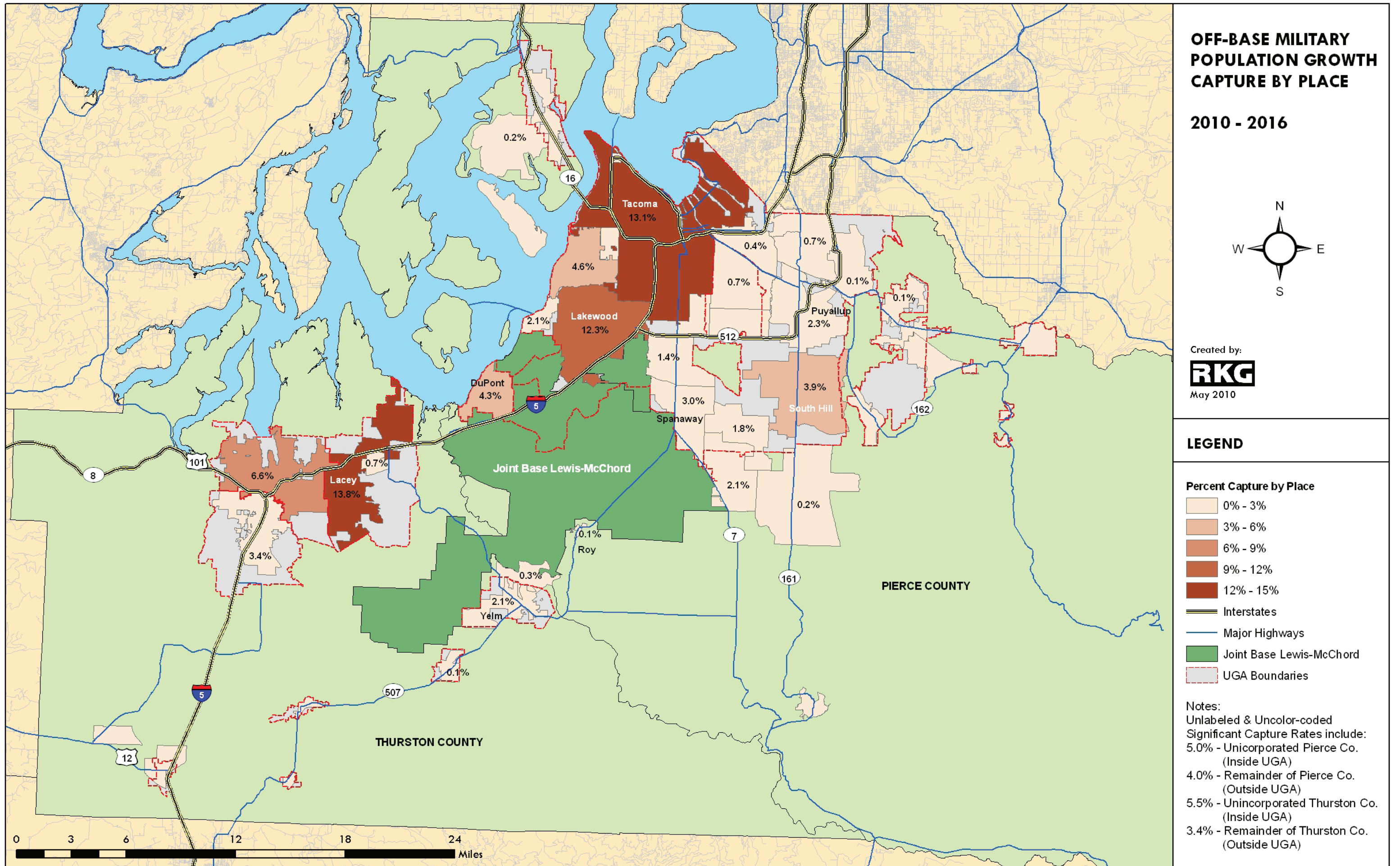


Figure 2-6. Off-JBLM Military Population Demand Capture by Place.

Off-JBLM Military Population Demand Capture by Place
Pierce & Thurston County, Washington
2010-2016

PIERCE COUNTY			THURSTON COUNTY		
Place	Total Capture	% Regional Capture	Place	Total Capture	% Regional Capture
INCORPORATED CITIES & TOWNS					
Bonney Lake	1	0.1%	Bucoda	0	0.0%
Buckley	0	0.0%	Lacey	292	13.8%
Carbonado	0	0.0%	Olympia	141	6.6%
DuPont	91	4.3%	Rainier	1	0.1%
Eatonville	0	0.0%	Tenino	1	0.0%
Edgewood	14	0.7%	Tumwater	73	3.4%
Fife	9	0.4%	Yelm	45	2.1%
Fircrest	4	0.2%			
Gig Harbor	4	0.2%			
Lakewood	261	12.3%			
Milton	6	0.3%			
Orting	1	0.0%			
Puyallup	49	2.3%			
Roy	3	0.1%			
Ruston	2	0.1%			
South Prairie	0	0.0%			
Steilacoom	44	2.1%			
Sumner	2	0.1%			
Tacoma	277	13.1%			
University Place	97	4.6%			
Wilkeson	0	0.0%			
UNINCORPORATED PLACES					
Artondale	4	0.2%	Grand Mound	1	0.1%
Elk Plain	44	2.1%	North Yelm	5	0.3%
Fox Island	0	0.0%	Rochester	0	0.0%
Frederickson	39	1.8%	Tanglewilde-Thompson Place	16	0.7%
Graham	4	0.2%			
Midland	7	0.4%			
Parkland	29	1.4%			
Prairie Ridge	1	0.1%			
South Hill	82	3.9%			
Spanaway	64	3.0%			
Summit	13	0.6%			
Waller	15	0.7%			
REST OF COUNTY					
Inside UGA	107	5.0%	Inside UGA	117	5.5%
Outside UGA	84	4.0%	Outside UGA	71	3.4%
TOTAL	1361	64.0%		765	36.0%

Source: RKG Associates, Inc., 2010

Figure 2-7. Off-JBLM Military Population Demand Capture by Place, 2010-2016.

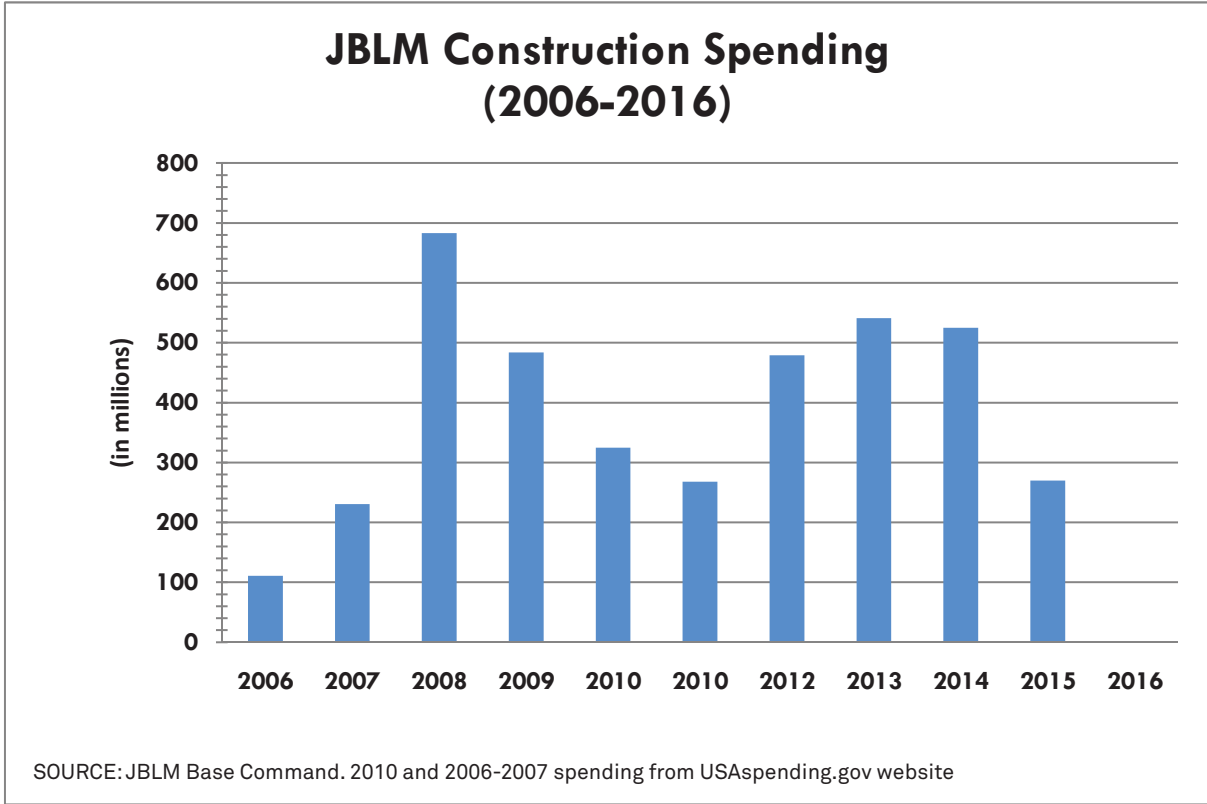


Figure 2-8. JBLM Construction Spending, 2006-2016.

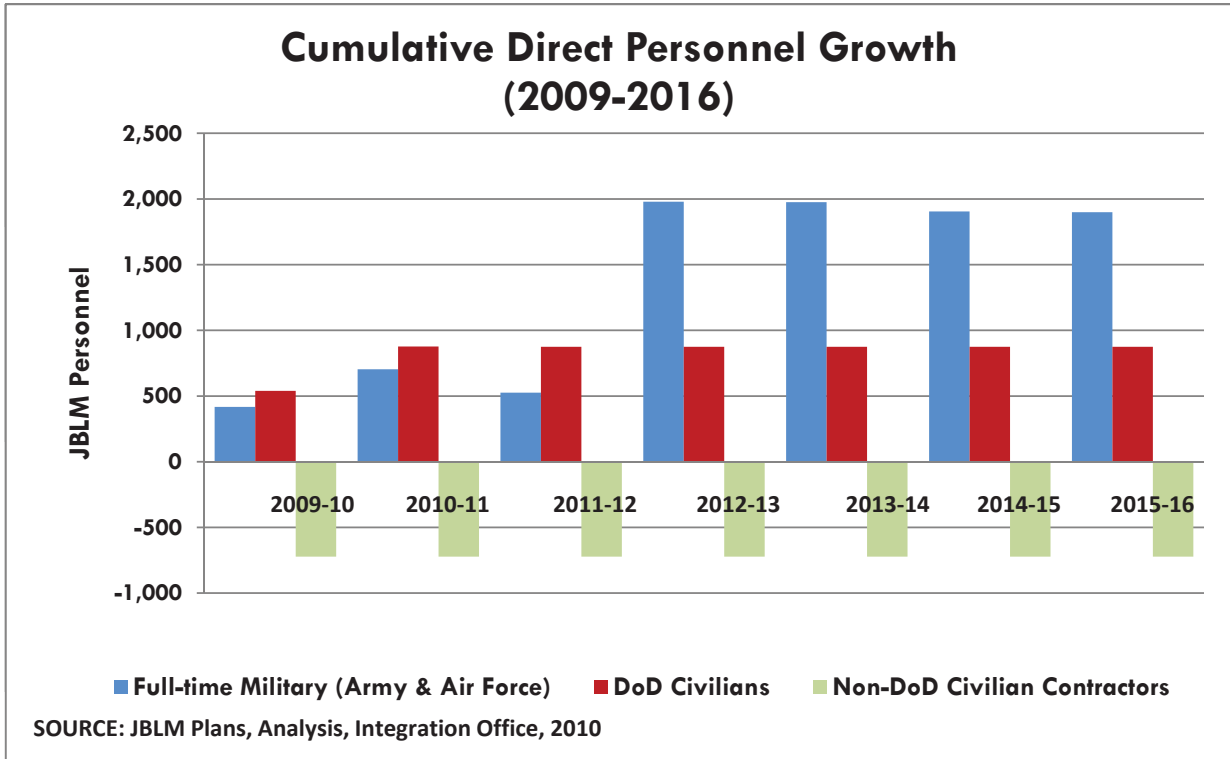


Figure 2-9. Cumulative Direct Personnel Growth, 2009-2016.



Pierce County Employment Change (2010-2016) from REMI Baseline Forecast

Category	2010	2011	2012	2013	2014	2015	2016
Sector (in thousands)	5,384	6,639	8,231	14,265	12,523	10,679	9,075
Forestry, Fishing, Related Activities, and Other	1	1	1	3	2	1	-
Mining	-	-	-	-	-	-	-
Utilities	7	8	8	16	13	13	12
Construction	2,561	2,153	3,495	4,151	3,973	2,276	508
Manufacturing	58	65	75	138	107	83	63
Wholesale Trade	88	103	113	230	174	147	126
Retail Trade	399	456	541	953	804	678	564
Transportation and Warehousing	51	67	75	161	133	125	123
Information	14	19	20	44	36	33	33
Finance and Insurance	54	60	71	151	103	60	26
Real Estate and Rental and Leasing	133	163	174	333	276	243	214
Professional and Technical Services	(247)	320	354	830	698	711	757
Management of Companies and Enterprises	6	8	9	20	16	14	13
Administrative and Waste Services	204	316	350	765	642	628	638
Educational Services	49	59	61	114	104	103	103
Health Care and Social Assistance	268	341	409	759	661	593	540
Arts, Entertainment, and Recreation	57	79	91	177	160	157	158
Accommodation and Food Services	208	266	281	557	466	448	438
Other Services, except Public Administration	188	241	285	527	454	406	367
State and Local	632	775	898	1,591	1,407	1,276	1,174
Federal Civilian	346	216	(1)	-	-	-	-
Federal Military	307	923	921	2,745	2,294	2,684	3,218

Thurston County Employment Change (2010-2016) for REMI Baseline Forecast

Sector (in thousands)	1,083	1,308	505	2,289	983	867	899
Forestry, Fishing, Related Activities, and Other	-	-	(1)	-	-	(1)	(1)
Mining	-	-	-	-	-	-	-
Utilities	2	2	1	4	2	2	2
Construction	105	97	59	117	76	59	49
Manufacturing	6	6	4	12	7	5	4
Wholesale Trade	15	16	9	28	15	13	12
Retail Trade	90	97	55	147	89	80	78
Transportation and Warehousing	7	8	5	16	9	8	8
Information	5	5	2	10	4	3	4
Finance and Insurance	14	14	1	25	6	3	1
Real Estate and Rental and Leasing	36	39	26	57	40	36	35
Professional and Technical Services	(187)	78	27	186	70	64	71
Management of Companies and Enterprises	3	3	1	6	3	2	2
Administrative and Waste Services	49	60	23	120	48	42	44
Educational Services	20	20	14	28	23	22	22
Health Care and Social Assistance	73	82	43	137	79	73	74
Arts, Entertainment, and Recreation	18	21	14	36	24	23	24
Accommodation and Food Services	59	66	47	100	73	69	68
Other Services, except Public Administration	50	56	30	94	52	47	47
State and Local	373	396	184	598	307	276	277
Federal Civilian	194	121	(1)	-	-	-	-
Federal Military	151	121	(38)	568	56	41	78

Source: REMI Model and RKG Associates, Inc., 2010

Figure 2-10. Pierce and Thurston County Employment Change by Sector, 2010-2016.

projected to experience the strongest growth during the projection period. In real terms, personal income in Pierce and Thurston counties is projected to increase from \$42.7 billion in 2006 to \$59.5 billion in 2016 (expressed in current dollars).

Key Findings

There are several key findings related to the projected growth at JBLM between 2010 and 2016. The size of Pierce and Thurston counties is such that JBLM growth should have modest impacts on the region. However, the impacts of returning Soldiers through 2010 are stressing many public services.

- General Impacts – The bulk of the installation's growth occurred during the years 2003 to 2010 when nearly 11,000 new personnel were assigned to the base. The impacts associated with JBLM's projected growth are expected to be modest during the 2010–2016 projection period as compared to the size of the region's economy.
- Deployment Impacts – Given the installation's heavy deployment schedule, a large share of the personnel were stationed abroad in Iraq and Afghanistan. With the conclusion of the combat mission in Iraq, it is expected that as many as 17,000 personnel have returned to the region at the end of 2010. These returning Soldiers further stimulate the economy and increase service demand on local jurisdictions.
- Housing Demand – It is projected that 785 new Soldiers will need off-base housing near JBLM between 2010 and 2016. This Soldier increase totals an estimated 2,126 net new persons after Soldier dependents are included. Of this total, the majority of Soldier households are projected to locate in Lacey (13.8%, 292 Soldiers and dependents), Tacoma (13.1%, 277 Soldiers and dependents), and Lakewood (12.3%, 261 Soldiers and dependents).
- Construction Spending – During the 2010 to 2016 period, it is projected that approximately \$2.4 billion of construction spending will occur at JBLM. This will provide significant opportunities for the region's economy, far beyond just the construction sector.

- Employment Growth – The majority of employment growth from JBLM growth is projected to be captured by Pierce County during the 2010 to 2016 projection period. Employment is projected to peak in 2013 as 1,453 incoming military personnel and construction spending (\$541 million) peak during the same year. During 2013, the employment spin-off related to JBLM growth is projected to peak at 14,265 jobs, with construction accounting for 4,151 jobs or 29% of the total.

Growth Impacts and Community Services Needs

The consultant team worked closely with regional stakeholders to understand the impacts of military-related growth and change on resource areas that affect the economic, social, natural, and built environments of the South Puget Sound region. A brief overview of key findings is summarized below by resource area. (These global insights are well informed by the work of the ten Expert Panels.)

Summary of Regional Issues

Regional Planning, Coordination, and Information

JBLM, Jurisdictions, and Service Providers in the Region – Regional planning and coordination on critical measures (such as transportation, community planning, and health services) are ongoing challenges. The various governing and service entities that affect JBLM and the study area have different decision-making models, which has made collaboration difficult. Historically, there has been a deficit of coordinated planning and cooperative decision-making between the base and surrounding jurisdictions. Many current regional issues have been exacerbated by this lack of coordination or call for solutions that require such coordination. The recent military growth described in the previous section has brought the need for coordination into greater focus and is the primary impetus of this Plan.

JBLM Decision-Making and Planning – Policy decisions associated with the national defense mission, military personnel deployments, and operations at JBLM are established and guided by multiple federal entities, including the DoD and the Pentagon, the U.S. Congress, and the President of the United States. The core mission of the DoD is to provide the

military forces needed to deter war and to protect the security of the country. The core mission takes precedence over all other decisions that affect the planning of the installation.

The JBLM Garrison Commander, whose role is similar to that of a local city manager, receives orders and guidance from the aforementioned federal entities in various forms. When making planning decisions that could affect the larger region, the Commander considers the local context to the extent possible, but in the end must follow policy and directives driven at the federal level that support the core mission. This presents a challenge to local jurisdictions seeking to collaborate with JBLM on local service and infrastructure planning. The challenge is exacerbated by changes in national military directives that can occur at a moment's notice. Likewise, the Commander is challenged to make decisions that affect, and are affected by, the local context, given the overwhelming complexity that characterizes the regional planning environment.

Information Needs for State, Regional, and Local Planning and Service Provision – From the perspective of state, regional, and local planning authorities and service providers, receiving consistent data and information about military personnel growth, deployments, and operations is critical to serving the needs of military families and the local citizenry. These entities need JBLM population, employment, and operations data to ensure adequate housing, jobs, schools, health, and public safety services; child care; parks; and transportation and utilities infrastructure. Serving vibrant and healthy communities can be undermined without a process for local communities to: (1) obtain consistent data regarding changes at JBLM that impact the region, and (2) coordinate a unified local adjustment to JBLM changes. Currently, no single entity is responsible for resolving holes in service gaps or managing sustainable military growth in the region.

Opportunities for Collaboration – Opportunities for collaboration are on the horizon. The development of this Plan has provided a forum for discussions to find a “voice” for the region. Continuing policy changes at the national level have led to a shift in priorities toward local service provision. In August 2010, after 9 years of constant combat, the U.S. military is shifting focus from executing the war in Iraq to helping the Soldiers who have fought them adjust to life outside the war zone. Admiral Mike

Mullen, Chairman of the Joint Chiefs of Staff, told several hundred Soldiers at JBLM that he is dedicated to making sure that service members get the assistance they need to make a successful transition back to the region. This is especially important as major units return to spend time at JBLM.

Economics

Need for Enhanced Economic Development Linkages with JBLM – Little information is available to the community regarding JBLM and business contracting relationships within the region. Local economic developers generally believe that JBLM is one of the region's greatest economic development assets. However, the economic linkages between the base and private businesses are not clear, and economic development professionals lack sufficient information to develop strategies or incentives to attract new businesses to support the military mission or serve the military population. Enhanced communication is needed between JBLM's Base Command and regional economic developers to create strong economic spin-offs from JBLM's core mission.

Access to Federal Contracting Opportunities – During the 2010 to 2016 period, over \$2.4 billion in construction spending will occur at JBLM to support the expanded mission. Many smaller contractors within the region may not be familiar with federal procurement guidelines or may not have access to prime contractors. Helping regional companies overcome these obstacles will allow local companies to capture federal contracts.

Better Integration of Former Military Personnel in the Workforce – More must be known about the major skill sets, education levels, and interests of separated and retired military personnel to integrate this population into the private workforce. Once more is known, customized training and education programs can be created to assist these people in their transition.

Housing

Develop Local and Regional Partnerships to Improve Communication of JBLM Housing Needs – Better communication is needed to inform local real estate professionals and planners about the changing housing needs of JBLM personnel and families. As shifts in personnel occur in the future, the JBLM command must have some mechanism to

communicate this information to the larger community. The same is true when changes are made to on-base housing that could impact private housing demand. Private housing providers can respond to these changes but need better information to do so. Regional cooperation is needed between JBLM and local developers, property managers, and planners to track the supply, pricing, and changing demand for housing. Overbuilding can occur when development in one area exceeds potential demand for housing. In terms of military demand, the mobilization and remobilization of stationed military personnel is largely unquantifiable by people “outside the fence.” Mobilization schedules vary on a weekly, if not daily, basis, making it difficult to communicate to regional leaders.

Increased Affordable Rental Housing Choices for Military Personnel – An important element of many economic development strategies involves the provision of housing choices for all levels of workers so that they can live in proximity to their place of employment. Creating higher density rental housing near the installation in communities such as Lakewood and Tacoma, and affordable within the typical BAH range, will help alleviate the need for Soldiers to seek housing farther from JBLM. In addition, the demand for housing in the region is predominantly for rental of single-family units. The lack of apartment rentals in some communities is causing established single-family neighborhoods to convert to rental properties.

Education and Child Care

Unique Military-Related Education and Child Care Impacts – The growth of the Soldier and military-related population affects education and child care providers in diverse and complex ways. Classrooms have become increasingly populated with military-connected children. Teachers and school counselors must deal with behavioral challenges unique to military children and families. More students with



military backgrounds are enrolling in regional higher education programs. Significant growth of on-base child care programs affects off-base providers. Regional child care providers, school districts, colleges, and universities must address these and other impacts to best serve the military-connected population.

Need for Coordination Between Off-Base Providers and JBLM – The lack of proactive and scheduled coordination between off-base providers and representatives of JBLM is a common theme of child care, K-12 education, and higher education. Members of the Education and Child Care Expert Panel indicated a critical shortfall of reliable information exchanges between the organizations they represent and the installation. Information exchanges are needed for planning for service adjustments.

Child Care - Issues specific to child care include a lack of data on providers’ service to military children, little understanding of training opportunities for providers specific to serving military family needs, and lack of collaboration between on- and off-base providers regarding level of service standards. These issues have created a clear sense of division between child care provided on the installation and that provided off base.

K-12 Education – Public school districts identified several issues they face as the population of military-connected school age children grows. Few resources are available to districts for effective planning. Although all districts do a superb job of forecasting enrollment growth, unpredictable military variables like deployment, duty station changes, and force structure changes can often leave classrooms overburdened or drastically under-utilized in nearly a moment’s notice – affecting budgets and staffing quite dramatically. Further, many districts have noted a lack of centralized communication surrounding staff training opportunities specific to serving military students. Military and federal relations efforts are inconsistent, and awareness of behavioral and mental health resources available in the community for military-related referral is low. Finally, most districts indicated a need to increase funding resources, and many require additional classroom space to support military student needs. This includes renovation/replacement needs for federally owned schools on JBLM.

Higher Education – According to higher education institutions in the region, a dramatic increase in the need for highly specialized support for unique military-related conditions has occurred as more military students enroll in their programs. Many students wish to leverage past military training for higher education transfer credit. Higher military student enrollment has led to a need for effective working knowledge of federal funding mechanisms for Soldiers and their families, including G.I. Bill benefits and the Yellow Ribbon Program. In particular, a lack of knowledge about which academic programs are in high demand and are best suited to support the regional economy has led to conversations surrounding additional workforce development studies.

Transportation

Growth of JBLM Traffic Impacts – Traffic between southern Pierce and northern Thurston County continues to grow, in part because of the growth of JBLM-related traffic. There are few options for alternative travel routes due to the barriers created by the base and the limited availability of transit services due to funding and policy constraints. Variations of these impacts can sometimes be felt on a day-to-day basis as military operations are fluid in terms of troop deployments, varying security levels, holidays, and leave.



Longer-Term Growth Impacts – In addition to these short-term influences, longer term growth impacts will occur. Currently, JBLM generates, on average, an order of magnitude of 150,000 off-site vehicle trips per day, with most of them by single occupancy vehicle. This is likely to increase with the return of Soldiers at the end of 2010. More than 30% of the daily trips occur in Thurston County, and the remaining stay mostly within Pierce County.

Entry Gate Operations and Impacts on Surrounding Roadways – Historically, gate capacity and operations at JBLM have been a major influence on the function of interchanges along the I-5 corridor, with gate queues extending onto the surrounding roadway system. Recent changes to gate operations have improved queuing such that queues infrequently extend back through adjacent ramp intersections or impact ramp and mainline traffic along I-5. However, due to the high variability of day-to-day base operations (i.e., troop deployments, security level changes) and anticipated increases in future troop levels, gate operations will continue to impact mainline and ramp operations on the I-5 corridor. Accentuating this issue is the lack of alternative routes between Pierce and Thurston counties. The two main routes are I-5 and SR 507, which are congested throughout the day and also provide direct access to the installation, making traveling to and from JBLM very difficult during heavy congestion.

Limited Travel Choices – Further complicating congestion are limited travel choices to and on the installation. JBLM is underserved by fixed route transit services that would typically operate in a city that mirrored JBLM in terms of population and employment. Providing transit service within the installation is difficult due to the gate security check points and the fact that only authorized personnel can use the transit service when it passes through the installation. Another factor limiting travel choices is the difficulty of implementing effective Transportation Demand Management (TDM) measures on the base, such as parking pricing, compressed work weeks, or carpools and vanpools. Such measures may require policy changes that are not within JBLM's power to control. Policy changes may include stricter state requirements for Commute Trip Reduction (CTR) compliance, or changes at the federal level.

Need for Regional Collaboration – Given factors described above, there is need for regional collaboration beyond the identified list of transportation projects and program, policy, and operation strategies identified in this Plan. To fully achieve mobility within the transportation system on post and in surrounding communities, the region must work together to not only fund critical capital improvements, but also break down barriers to coordinating and funding regional initiatives, transit operations, and demand management strategies that

can provide options for base personnel and their families. The two regional Metropolitan Planning Organizations (MPOs) - Thurston Regional Planning Council (TRPC) and Puget Sound Regional Planning Council (PSRC) - offer opportunities for regional collaboration to address these transportation issues.

Key efforts that will ensure efficiency in the transportation system and provide continued opportunities for economic growth in the region include regional dialogue on transportation issues, major investments along the I-5 corridor, institution of a fixed route bus system on post, investment in coordinated marketing and transportation demand management strategies, and other surface street investments that integrate the needs of a variety of transportation modes and users.

Land Use

Complex Planning Framework – JBLM growth and change affect a region that is comprised of multiple governmental and planning jurisdictions, including seven incorporated cities (Lakewood, DuPont, Steilacoom, Lacey, Yelm, Roy, and Tacoma); two counties (Pierce and Thurston); two regional planning agencies (TRPC and PSRC); numerous special districts, such as fire or utility districts; and JBLM.

Land Use Compatibility – A significant land use issue for all military installations is that of land use compatibility, both in terms of mitigating impacts of base operations on surrounding uses and in ensuring that development near the base does not interfere with military operations. It has been nearly two decades since the base and surrounding jurisdictions collectively studied land uses on and off base for encroachment (the 1992 McChord Air Force Base and Fort Lewis Joint Land Use Study [JLUS]), and the region and JBLM have changed significantly since then. Without new policy guidance to help JBLM and surrounding jurisdictions grow in a compatible and sustainable manner, piecemeal planning will continue to yield varied results.

Need for Regional Planning Coordination and Information Sharing - JBLM has not been fully and effectively integrated into the regional planning framework. A structure or process is needed to

allow for the collaboration of JBLM and community planners to achieve common goals related to accommodating military growth, such as adequate housing, travel demands, proper utility servicing, amenities related to quality of life, and others. Likewise, coordination is needed to ensure that accurate military population and employment data are available for use in local planning. Planning is also needed at the subarea or site level to provide compact, attractive, and walkable neighborhoods that offer quality housing and lifestyle choices for military families.

Recognition of JBLM as Economic Driver – The region has not consistently recognized JBLM for the enormous economic impact it has to the region and state. Consistent policy direction should encourage improved planning to support JBLM as a major employment generator and help facilitate complementary land use planning around it.

Prairie Land Preservation – Native prairie lands are quickly disappearing in Thurston County and in proximity to the installation. JBLM operations could be constrained by the listing of the threatened Golden Paintbrush or the potential listings of any of three other candidate species that inhabit these lands under the Endangered Species Act. An opportunity exists to preserve prairie land that will act as a buffer for military operations, thereby meeting the double goal of endangered species habitat protection, and land use encroachment minimization.

Public Safety

Local Service Provision Context – Military police and fire divisions provide public safety services almost exclusively within the JBLM jurisdiction, and are not affected by the growth of the surrounding communities. Conversely, public safety services in local communities are affected by growth in the military population. On-base personnel frequently patronize local communities, which results in higher populations and correlates to increased demand for public safety services in local jurisdictions.

Level of Service Standards and Data Needs – Local and JBLM jurisdictions independently plan for public safety services using different tools and data. Without common regional tools and



data, public safety jurisdictions lack a regional framework to measure, and proactively plan for and respond to changes in military service demand.

The lack of military population and employment data limits local planning for military-related growth. For example, level of service indicators and crime statistics are based on local population counts, which inform the provision of staff and financial resources in local jurisdictions. However, in the communities surrounding JBLM, population-based indicators do not account for the on-base military population, nor do they account for higher daytime populations in the region's job centers.

Public safety jurisdictions use different level of service standards to evaluate service, staff, and budgetary needs. Regional level of service indicators may better represent the demand for public safety services, but are more complex to calculate due to the different indicators and reporting systems used in various jurisdictions.

Public Safety Response Capacity – Public safety stakeholders indicate that local capacity to respond to public safety needs remains constant regardless of large changes in population, including the deployment and arrivals of the military population as well as daily shifts in daytime and residential populations. Local public safety budgets currently suffer from declining revenue sources, which include primarily property tax levies and sales tax proceeds. Most stakeholders indicate that staff resources will remain constant or may decline over the near term despite increasing demand driven by population growth.

Need for Regional Coordination – Stakeholders identified the need for inter-local and local-military coordination, as a critical next step to sus-



taining and improving public safety services in the region and locally. Initiatives such as the City of Lakewood Military Police Liaison Program, recent inter-local service agreements, and joint teams like the SWAT program, provide examples of successful regional coordination efforts to build on. These programs demonstrate that service consolidation and coordination can create funding efficiencies and diversification, better service, and less duplication.

Utilities and Infrastructure

Generally, adequate supplies and distribution networks are in place, or can be made available to meet the needs of the region for the 5- year planning horizon of this study. The key issues identified in regard to Utilities and Infrastructure include coordination of local utilities and the aging Tatsolo Point Wastewater Treatment Plant (WWTP).

Wastewater Treatment at JBLM – The WWTP is operated by JBLM and treats wastewater generated on the joint base. Although the WWTP is reaching the end of its service life, it is challenged to maintain a good compliance record and meet the permit conditions stipulated in the National Pollutant Discharge Elimination System (NPDES) permit. Based on a Feasibility Study that evaluated the physical and operational status of the treatment facility, it was recommended that a series of short-term improvements be implemented and that the existing WWTP be replaced in the near future. The WWTP is the highest cost utility-related infrastructure need identified in the study area for the next 5 years. JBLM is currently pursuing funding to implement these recommendations.

Health

The health care assessment in the Growth Coordination Plan is an evaluation of the health care system in Pierce and Thurston counties, including services rendered at JBLM. The regional health care system is essential to deployment readiness. Not only must service members be healthy to begin their service overseas, but family members must also be mentally and physically healthy to support the needs of their Soldiers. Thus, the availability of medical, dental, and behavioral health services for all beneficiaries in the region is critically important.

Issues identified in other resource areas (such as access, transportation, economic, educational, so-

cial, and environmental) also impact health care needs in the region. For example, economic factors may drive families to buy or rent homes in affordable areas that are less desirable or more remote. Less desirable urban areas may subject families to pollution, crime, and schools with poorer resources and achievement. More remote areas, such as the towns of Roy and Rainier, have no medical, dental, or behavioral health services or public transportation to access those services. At the same time, low income families often experience more acute health care needs. Health care needs cannot be met in isolation, but rather must be met through multidisciplinary, regional collaboration dedicated to improving the lives of families throughout the area.

Behavioral Health Priorities – The behavioral health system¹ was consistently identified as the top priority for the JBLM region by medical and social services providers. There are significant needs for additional resources and collaboration between existing providers of behavioral health care. As noted in the Health Care Appendix, the health care expert panel identified several major issues including:

- The supply of behavioral health providers (psychiatrists and mid-level providers) is insufficient.
- The supply of adult inpatient mental health beds for voluntary admissions is limited.
- There are no beds available within a five-county radius for children and adolescents requiring inpatient care.
- Funding for behavioral health services in Washington State is inadequate.
- Coordination between providers, particularly between Madigan Army Medical Center and civilian providers, is lacking.

Physical Health Needs – Physical health care needs encompass ongoing preventive and primary care, chronic disease, acute care, and work-related disorders. Certain characteristics of Soldiers make them more likely to have certain health care needs: they are often young, displaced from their usual so-

cial support system, limited in financial resources, and exposed to significant physical and emotional stress in their work. Young adults with families have reproductive health (including sexually transmitted diseases), pregnancy care, and pediatric care needs. Pierce and Thurston County residents have significant chronic disease risk factors of obesity, overweight, and smoking; Soldiers often have higher rates of smoking. Location of providers, military or civilian, and participation in TRICARE are also important factors when seeking to access health services.



Social Services

Use of Social Services by Military-Connected People – The population of the JBLM region has substantial social service needs. With continued regional population growth, the demographic characteristics of the region are not projected to materially change. In particular, military families will face the continued stressors of deployment and reintegration, which drive their need to access social services. Further, as Soldiers are deployed multiple times, the stress on families increases exponentially. Military family needs, in combination with a struggling economy, have resulted in an increased need for support from established social services agencies in the JBLM region, both on and off base. Further, JBLM provides Exceptional Family Member Services, which results in a greater number of disabled family members locating at JBLM and in the surrounding communities. Again, these families utilize social services at a higher rate than other families.

1 Behavioral health encompasses mental health and substance abuse prevention and treatment.

Off-base Utilization of Social Services – Outside of the base, Pierce County is home to Western State Hospital and numerous Department of Corrections facilities. Often, persons discharged from one of these facilities choose to stay in the Pierce County area and use social services at higher rates than average citizens. In addition, although it is expected that the nation’s economic conditions will improve over the next several years, many members of the civilian community and military spouses continue to be without work. As such, there is expected to be a continued reliance on organizations to meet basic needs, as well as behavioral health providers.

Budgets Constraining Availability of Services – The region’s reliance on social services is increasing at a time when many providers are being forced to cut or reduce services due to budget cuts at the federal, state, local and organizational levels². As the region’s population continues to grow, additional resources must be filtered to these organizations to provide critical community services.

Social Service Needs Exacerbated by JBLM Growth – The increased military population is expected to exacerbate resource needs already present, both on JBLM and in the community. Of the many needs identified, the following are the most critical:

- Service coordination, collaboration, and outreach.
- Enhanced domestic violence services in the region.
- Access to on- and off-base services and information for military families living off base.
- Enhance basic needs services in the JBLM region.
- Adequate and appropriate on-base service space.
- Expand after school program capacity and increase the availability of qualified child care providers.

Quality of Life

Quality of Life encompasses a broad range of services: leisure and recreation, arts, culture, ethnic diversity, entertainment, libraries, and lifelong and

early learning opportunities. The breadth of Quality of Life services touches on other subject as well, such as education, public services, transportation choices, health, welfare, and social services.

Diverse Population Seeking Quality of Life Services – All military personnel and their families use Quality of Life services of one kind or another. This represents a diverse population, from active duty or reserve military service men and women, retirees and veterans, to spouses and children. Nearly 50% of people registered as living on the installation are non-Caucasian. Within the surrounding communities, 25% to 50% are non-Caucasian. Many people are bilingual. Many of these people are adapting to life-changing situations including deployment and associated family impacts, relocation, recovery from injuries, new disabilities, and/or adapting to civilian or military life. The diversity of the population results in a range of interests, needs, and services spread over a large geographic area.

Quality of Life Needs – Several significant needs relating to Quality of Life services have been identified including:

- Increased communication and collaboration with JBLM, and between local government agencies, and service providers.
- Increased access to information for those seeking services.
- Improving providers’ understanding of changing needs.
- More information about existing and future needs of those needing services.
- Improved outreach to culturally diverse populations.
- Improved access to free and affordable services and programs.
- Increased recognition of Quality of Life issues in future planning efforts.
- Securing funding for capital facilities, operations, and maintenance.
- Improved partnerships and sharing of facilities between quality of life services providers.

² Funding cuts have impacted services on and off JBLM. JBLM is currently in a hiring freeze and, as such, no new providers can be added to meet increasing demand.

Insights on Regional Issues

After careful study, three primary insights rise to the top to effectively summarize the daunting challenges before us. They are as follows:

1. Inadequate Access to Information – Numerous jurisdictional and non-profit service providers work in the region. However, services and programs are varied and unevenly distributed, with unmet and increasing facilities needs. Both military personnel and area residents lack a full understanding of the available local services, programs, and facilities. The abilities of existing entities to serve the region are mostly sufficient, with some exceptions; however, local entities will fail to cover some basic needs until military families, Soldiers, and community members needing services have adequate access to information about services.

2. Inadequate Access to Services – Access in this context refers to the physical abilities of those in the region to use the services that are currently available. Congested highways and lack of advanced public transit facilities to and from the joint base are failing the need to access critical services, including child care, health care, schools, social services, and local businesses. Lack of physical access and regional mobility has also resulted in a serious public safety issue for the region. Currently, police, fire, and emergency medical technicians (EMT) responders cannot reach various locations in the region within accepted response times.

3. Lack of Coordination – With the lack of a uniform voice or decision-making process, the multiple local jurisdictions, service providers, two counties, two MPOs, the state, and JBLM have not been able to effectively coordinate data or information in a consistent manner or reliable way. Inconsistent and dated information jeopardizes the planning process of local jurisdictions at almost every departmental level.

Chapter III builds off of these insights and provides a series of recommendations, strategies, and action steps developed in tandem with regional stakeholders to resolve service and infrastructure gaps in the region, support preventative measures to reduce demand for some services and facilities, and identify institutional methods for adapting to changes that will continually occur at JBLM and within the region as a whole.



I Our Mission

II The Case For Regional Collaboration

III **Recommendations
and Strategies**

IV Regional Implementation

Recommendations and Strategies



Approach to Integrated Recommendations

The recommendations and related strategies identified in this chapter were prepared in collaboration with the ten Expert Panels and the Growth Coordination Committee supporting this process. These are intended to support Soldier readiness and improve JBLM operations while enabling communities to more effectively respond to likely changes in military-related population. The consultant leads for each Expert Panel conducted research according to established methodologies to understand the baseline (2010) conditions of the ten resource areas; project future demand, challenges, and opportunities that could arise over the 5-year horizon of this Plan; and establish approaches to resolving service gaps. Early in the planning process, two fatal-flaw criteria were developed. To be considered for inclusion in the Plan, each strategy had to at minimum:

- (1) Support the JBLM National Defense Mission through Soldier and Airmen readiness, retention, or operational efficiency **and**
- (2) Address social, environmental, and economic opportunities/challenges related to military-related growth since 2003 in the study area.

Those strategies that met these criteria were advanced for further consideration if they:

- Create service efficiencies
- Benefit organizations and people most affected by military-related growth
- Demonstrate benefits in multiple resource areas
- Provide a reasonable return on the proposed investment
- Assist communities to rapidly respond to JBLM change (resiliency)
- Are preventative in nature (reduce future demand for services and infrastructure)
- Are implementable

Each Expert Panel developed its own metrics and methods for determining whether recommended strategies met these criteria. The background work of these panels can be reviewed in the appendices of the Plan.

Of the hundreds of strategies initially conceived by the Expert Panels, this Plan identifies recommendations with only the highest priorities and needs across multiple resource areas.



Summary of Recommendations

Through our research, modeling, and analyses, it was evident to the Growth Coordination Committee overseeing the work that the challenges and opportunities related to growth in the JBLM region were exceedingly integrated. To consider any one in isolation would not contribute to recommendations that meet the complex nature of an adequate response to military-related growth. The following recommendations, therefore, are not split out in “silos” of specific resource areas. Instead, six broad, integrated recommendations represent numerous strategies for addressing the region’s challenges and opportunities associated with base expansion.

These six recommendations include multiple strategies for capacity building, coordination, programs, policy changes, studies and surveys, and capital projects. Within each strategy, a range of information is provided to help decision-makers move forward with implementation, including:

- (1) Need
- (2) Benefit
- (3) Level of Effort
- (4) Estimated Costs
- (5) Lead Partners

Foundational Recommendations

Recommendations 1 and 2 are the “foundational” recommendations of this Growth Coordination Plan. Without the implementation of the strategies within these recommendations, it will be more challenging to implement the others. The first recommendation builds the bridge and strengthens JBLM and stakeholder relationships, while the second helps exchange the information and data needed to support future planning. In this light, the first two recommendations are the first steps toward optimizing economic opportunities, addressing growth challenges, and closing gaps in urgent services.

Targeted Recommendations

Recommendations 3 through 6 target opportunities for JBLM and the surrounding communities to respond to urgent military growth challenges, improve Soldier readiness, and advance the quality of life for all in the South Sound region. The strategies identified have all been vetted by the Expert Panels and their mere presence in the Plan indicates they are priority issues and opportunities. Because it is difficult to stipulate that regional mobility is more important than economic development or regional health, it is similarly challenging to “prioritize” one strategy over another. They are all important to the collective quality of life of stakeholders in the region. Instead of creating a priority project list, it will be important for implementers of this Plan to sustain a strong relationship with JBLM and all community stakeholders, be aware of possible funding opportunities, and work to shape political circumstances to support the implementation of strategies that prove to be “ripe on the vine” at any a given time.

If these recommendations and strategies are fully implemented, the JBLM region could be a showcase for sustainable community growth and resiliency.

The following is a summary table of all draft recommendations and strategies. The summary of recommendations is sorted according to strategy type, primary resource area, and cost at the end of this chapter.

Most of these strategies target collaboration, programs, and services. Only six strategies include capital projects (identified on the map following the summary table) - although they are significant, multi-faceted regional investments that will require considerable financial federal and state support.

The Six Recommendations

- **Recommendation 1** - Formalize New Methods of Collaboration.
- **Recommendation 2** - Improve Access to Information.
- **Recommendation 3** - Improve Access to Existing Services.
- **Recommendation 4** - Promote JBLM as a Center of Regional Economic Significance.
- **Recommendation 5** - Improve Support for Military Families.
- **Recommendation 6** - Improve Regional Mobility.

Strategy Sheets

Each strategy described in the following pages is led with a “Dashboard” of basic elements (need, benefit, level of effort, cost, lead partners, etc.), designed to show the reader the full scope of the strategy at a quick glance. The strategy sheets are in no way intended to reveal all of the hard work and documented research that have gone into their development. Rather, each is intended to synthesize the countless hours of discussion and a reasonable measure of consensus by most involved stakeholders that the strategy will capitalize on an opportunity or close an existing service gap. All strategies are directly linked to JBLM-related opportunities and impacts. The following is a key to the Dashboard.

Primary Leads: Implementors will need to know which entities to turn to first when initiating each strategy. The Primary Leads identify these stakeholders – it should be noted that this is not intended to be an all inclusive list of participants. In fact, different or new partners may emerge to take part in the process at any given time. The Primary Leads were those identified during the Expert Panel work sessions and are a starting place for coordinating the strategy effort.

Need, Benefit, and Level of Effort Ratings: Expert Panelists contributed to the high, medium, or low rating of each strategy; additional information is documented in the appendices.

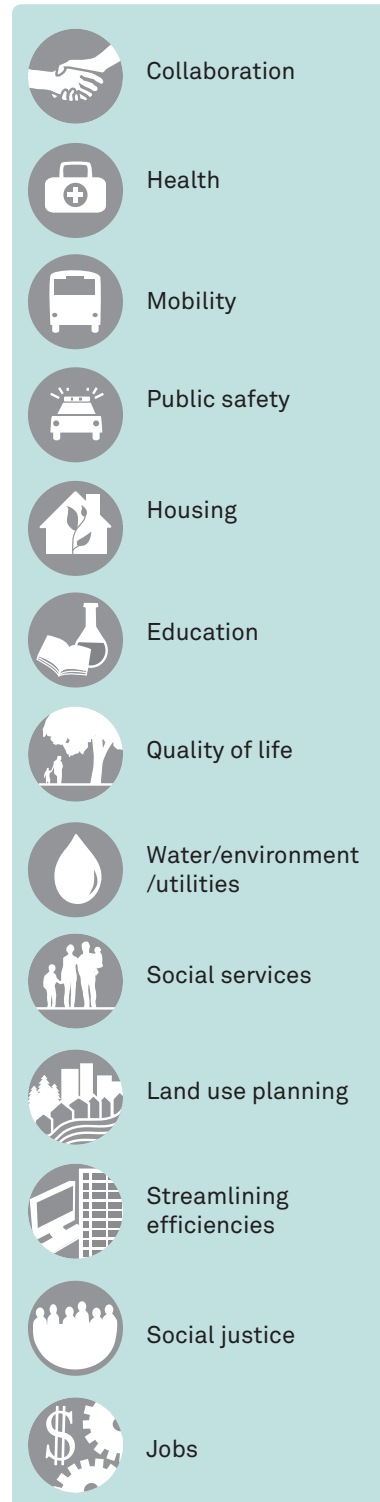
Cost: Cost ranges were estimated by the Expert Panel leads. Refer to the Assumptions in Developing Strategy Costs Appendix for details.

Regional Need and Benefit: This section summarizes the existing challenge or opportunity and the proposed strategy to address it.

Local Action Steps: Where do we start? These steps should direct the Regional Partnership to the very first steps to implement the strategy. It is not intended to provide a full scope of work, but to help implementers initiate the strategy.

Regional Impact: To convey the integrated nature of the strategy, the following icons represent the resource area benefited by its design. The summary of recommendations will also capture the primary

resource benefited by the strategy (although deciding which resource would benefit primary most is somewhat subjective in some cases).



Potential Funding Source(s): Each strategy identifies a potential non-binding funding source. Some strategies have been vetted by the listed agency for eligibility for a particular grant program. Other strategies will require follow-up with the source listed to determine the opportunity and timing for potential future support. While it is likely that not all the agencies cited will be able to fulfill the strategy in the short-term, the intent of the Plan is to identify a broad range of options for considering how to fund a strategy's implementation over the long run.



SUMMARY OF RECOMMENDATIONS AND STRATEGIES

Organized by Recommendation #

RESOURCE AREA COST

FOUNDATIONAL RECOMMENDATIONS:

Recommendation 1 - Formalize New Methods of Regional Collaboration

1.01	Establish a Regional Partnership to Coordinate Community & Military Planning Services	All	\$130,000 - \$170,000/year
1.02	Establish a Military Education Advisory Council	Education	\$100,000/year
1.03	Hold Annual Forum on Military Behavioral Health	Education	\$15,500 - \$21,000/year
1.04	Hold Regular Forum to Identify Local Contracting Opportunities	Economics	\$25,000
1.05	Enhance Collaboration Among JBLM Regional Health Providers	Health Care	Existing Resources
1.06	Establish Military Child Care Stakeholder Meetings	Child Care	\$250/meeting
1.07	Promote the Creation of a Washington State Military Affairs Commission	All	\$12,000 - \$18,000/year

Recommendation 2 - Improve Access to Information

2.01	Monitor JBLM Population and Housing Changes	All	Existing Resources
2.02	Adapt Existing Child Care Online Database to Track Military-Specific Data	Child Care	\$70,000 - \$140,000
2.03	Establish Centralized Military Resources Library for Educators	Education	\$25,000 - \$37,500
2.04	Establish and Maintain a Single Online Source of Regional Service and Program Information	All	\$100,000
2.05	Conduct a Military Use, Preferences, and Needs Survey	All	\$230,000 - \$300,000
2.06	Complete a Comprehensive Behavioral Health Study	Health Care	\$200,000 - \$500,000
2.07	Conduct a Study of Dental/Oral Health Service Gaps	Health Care	\$150,000 - \$310,000
2.08	Study Retail Spending Changes Resulting from New Commercial Development on JBLM	Economics	\$30,000



SUMMARY OF RECOMMENDATIONS AND STRATEGIES

RESOURCE AREA COST

TARGETED RECOMMENDATIONS:

Recommendation 3 - Improve Access to Existing Services

3.01	Establish a Regional Social Services Coordination, Collaboration, and Outreach Office	Social Services	\$415,000 - \$450,000/year
3.02	Improve Outreach to Underserved Population(s)	All	Existing Resources
3.03	Enhance Basic Needs Services in the JBLM Region	Social Services	Existing Resources
3.04	Establish Levels of Service for Safety and Emergency Services Consistent with Federal Government Standards	Public Safety	\$22,500 - \$25,000
3.05	Establish Consistent Safety and Emergency Protocols to Improve Responses to Military-Related Incidences Off Base	Public Safety	\$10,000 - \$20,000
3.06	Close Existing Regional Safety and Emergency Service Gaps	Public Safety	\$30,000 - \$35,000
3.07	Leverage Military Experience as Higher Education Credit	Education	\$1,000 - \$5,000
3.08	Enhance Marketing of Online Higher Education Programs	Education	\$20,000 - \$50,000
3.09	Expand Access to TRICARE Providers	Health Care	\$250,000 - \$300,000
3.10	Increase Military Access to Free or Low-Cost Community Recreation and Leisure Programs	Quality of Life	\$5,000

Recommendation 4 - Promote JBLM as a Center of Regional Economic Significance

4.01	Conduct a Joint Land Use Study	Land Use	\$250,000 - \$300,000
4.02	Provide More Housing Choices for Military Families in Transit-Oriented Neighborhoods	Land Use	\$200,000 - \$750,000
4.03	Upgrade JBLM Wastewater Treatment Facility	Utilities	\$91,220,000
4.04	Develop Regional Policy Considerations Guide	Land Use	\$35,000 - \$60,000
4.05	Train Local Firms on Federal Procurement Procedures	Economics	\$40,000/year + \$30,000



SUMMARY OF RECOMMENDATIONS AND STRATEGIES

		RESOURCE AREA	COST
4.06	Recruit Local Subcontractors on JBLM Construction Projects	Economics	\$200,000 - \$300,000
4.07	Support Workforce Development of Retired Military and Spouses and Analyze Emerging Industries	Education	\$4.5 - \$5 million (training); \$40,000 (impact study)
4.08	Improve Policy Coordination in the Region	Land Use	\$25,000 - \$35,000

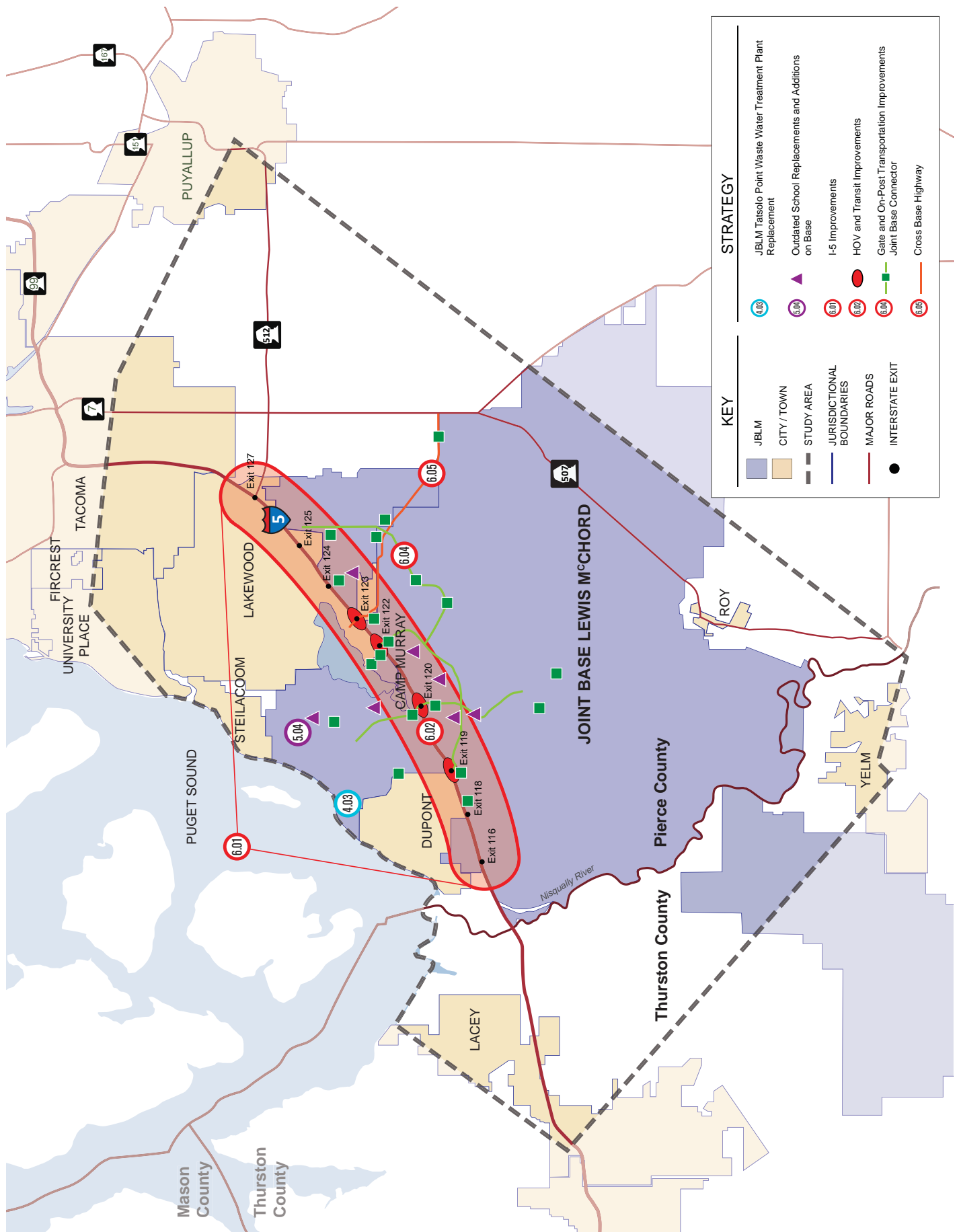
Recommendation 5 - Improve Support for Military Families

5.01	Enhance Domestic Violence Services in the Region	Social Services	\$260,000 - \$500,000
5.02	Increase the Availability of Qualified Child Care Providers and Expand After-school Program Capacity	Child Care	\$100,000 - \$200,000
5.03	Increase Department of Education Impact Aid Funding to Districts	Education	\$30,000 - \$90,000
5.04	Consolidate and Replace Elementary Schools on JBLM and Relocate Middle School	Education	\$207 Million
5.05	Identify Improvements for On-Base Behavioral Health and Social Services Facilities	Social Services	Borne by JBLM
5.06	Identify a Child Care Community Liaison Representative for JBLM	Child Care	\$30,000 - \$87,700/year
5.07	Create a Military Family Life Awareness Course	Education	\$1,000 - \$5,000/course
5.08	Establish a Live-Well Health Intervention	Health Care	\$75,000 - \$125,000/year

Recommendation 6 - Improve Regional Mobility

6.01	Improve Regional Mobility through Interstate 5 Improvements	Transportation	\$1.1 Billion
6.02	Improve Regional Mobility through HOV and Transit Improvements	Transportation	\$64 Million
6.03	Reduce Traffic Congestion through Transportation Demand Management Policies and Strategies	Transportation	\$250,000
6.04	Reduce Military-Related Impacts on I-5 Flow through JBLM Gate and On-Post Improvements	Transportation	\$110 Million
6.05	Increase Access to and on JBLM; Complete the Cross-Base Highway	Transportation	\$453 Million





Strategies Associated with Capital Projects.

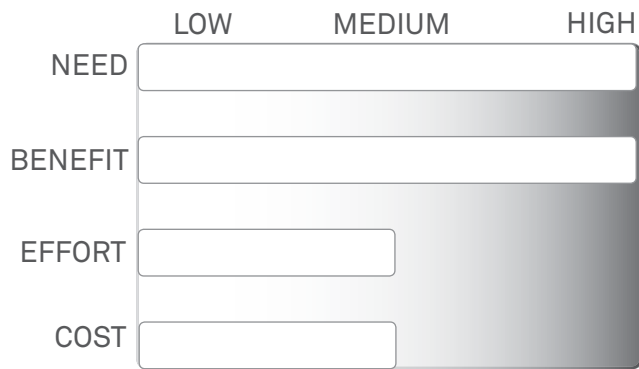


1 FORMALIZE NEW METHODS OF REGIONAL COLLABORATION

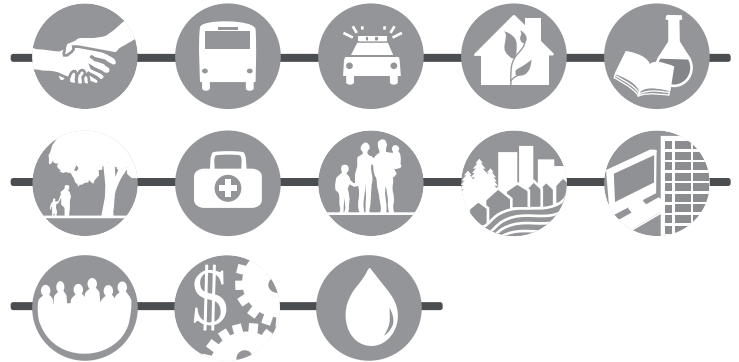
Local service providers have identified a significant disconnect in local, regional, and military planning and coordination efforts. Nearly all agree that formalizing collaboration, communication, and coordination processes will deliver improved services to military personnel and their families. Specific strategies in Recommendation 1 identify methods for building stronger communication networks and institutionalizing collaboration.

Strategy 1.01

Establish a Regional Partnership to Coordinate Community & Military Planning Services



Regional Impact:



Lead Partners: Regional Partnership, JBLM

Cost: \$130,000 to \$170,000/year

Regional Need and Benefits

Stakeholders have identified a significant disconnect in local, regional, and military planning efforts (refer to the existing conditions technical memos in the appendices). JBLM and community providers currently plan for growth at different scales, with different resources and data, and with different mandates. A lack of coordinated communication among these entities, a lack of information in some plans and policies, and constantly changing military population and employment data have contributed to significant service gaps in the region. Similarly, the numerous jurisdictions and agencies that JBLM must coordinate with and respond to places a significant burden on base planners. An improved communication process will result in significant opportunities to seize community and economic development prospects, reduce unintended impacts of growth, and provide a framework for mission readiness and regional resiliency.

JBLM, as well as community service providers, will significantly benefit from a **single entity** – a new **JBLM Regional Partnership** – with which to coordinate all community-related matters within a streamlined planning framework.

The success of this strategy will hinge on institutionalizing cooperative planning among JBLM and jurisdictions and service providers, establishing specific responsibilities, and identifying appropriate staff to administer those responsibilities.

The following actions would help close the communications gap related to community planning efforts in the region:

- Starting with the Regional Steering Committee, work with a facilitator to create a vision, organizational structure, brand, and a 5-Year Work Plan for a new Regional Partnership. The Work Plan should identify short-term actions, as well as a strategy for achieving all of the proposed recommendations. It should be recognized that each recommendation in this Plan was deemed a significant need with high benefit for JBLM and the region as a whole. (Refer to Chapter IV for additional information.)
- Form technical sub-committees that support the Regional Partnership and the implementation of the recommendations in the Growth Coordination Plan. Consider

stakeholders involved in the ten Expert Panels for these sub-committees.

- Formalize a method for data sharing between JBLM and the surrounding communities, which would include the most recent military-related population changes including incoming Soldiers, deployments, DoD civilian operations, and construction projects.
- Create a Memorandum of Understanding (MOU) among JBLM, Pierce and Thurston counties, local jurisdictions, and service providers in the study area to formalize joint planning roles and responsibilities, including information sharing.
- Develop and commit to a schedule of predictable weekly, monthly, quarterly, and annual meetings for the Regional Partnership and its technical sub-committees.
- Hold an annual forum of all JBLM and regional stakeholders to share news, report major changes at JBLM and local jurisdictions, discuss progress on recommendations and other plans, network, recognize outstanding service, and celebrate new partnerships and programs.
- Establish periodic (quarterly or semi-annually) memoranda or press releases to share with the public, business, and real estate community regarding expansion/contraction of JBLM personnel, mobilization, and deployment.
- Work with JBLM and the real estate community to consistently relay mobilization information as soon as it is announced to help extrapolate and anticipate housing needs (owners vs. renters).
- Support information-sharing with state and federal legislative bodies. The Partnership will assume an active role to ensure that growth-related recommendations are funded and sustained over the foreseeable future.
- Create a regional timeline or schedule of critical JBLM and local planning events / dates that all partners could review to inform one-another of pressing items of each entity. The graphically illustrative schedule(s) could include known items such as:

- o Incoming and outgoing JBLM personnel movements and major construction plans.
- o JBLM planning and budgeting cycles.
- o Local plan and policy updates and budgeting cycles.
- o JBLM and regional standing committee events and dates.

Chapter IV includes much more information about the formation, organization, funding, and other aspects of the Partnership, as well as the suggested sub-committees.

Local Action Steps

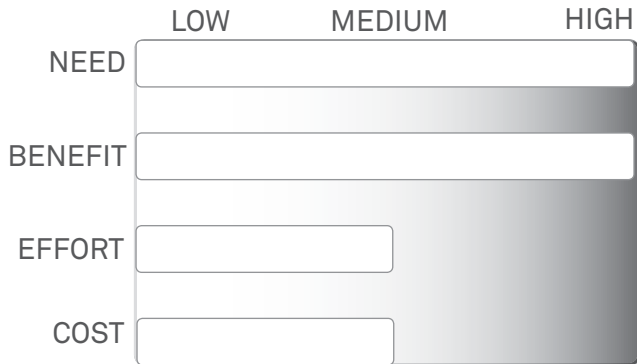
- **Step 1:** The Regional Steering Committee to apply for an OEA grant that will fund the start-up costs and establishment of the Regional Partnership.
- **Step 2:** Establish 5-year Work Plan and strategy for implementation of the recommendations.
- **Step 3:** The Regional Partnership to develop sub-committees to carry out priority initiatives and technical recommendations.
- **Step 4:** Staff supporting the Regional Partnership to instigate and draft the MOU, schedule, and graphic timeline.

Potential Funding Source(s)

OEA (short term); membership and grant opportunities such as the United Way (long term).

Strategy 1.02

Establish a Military Education Advisory Council



Regional Impact:



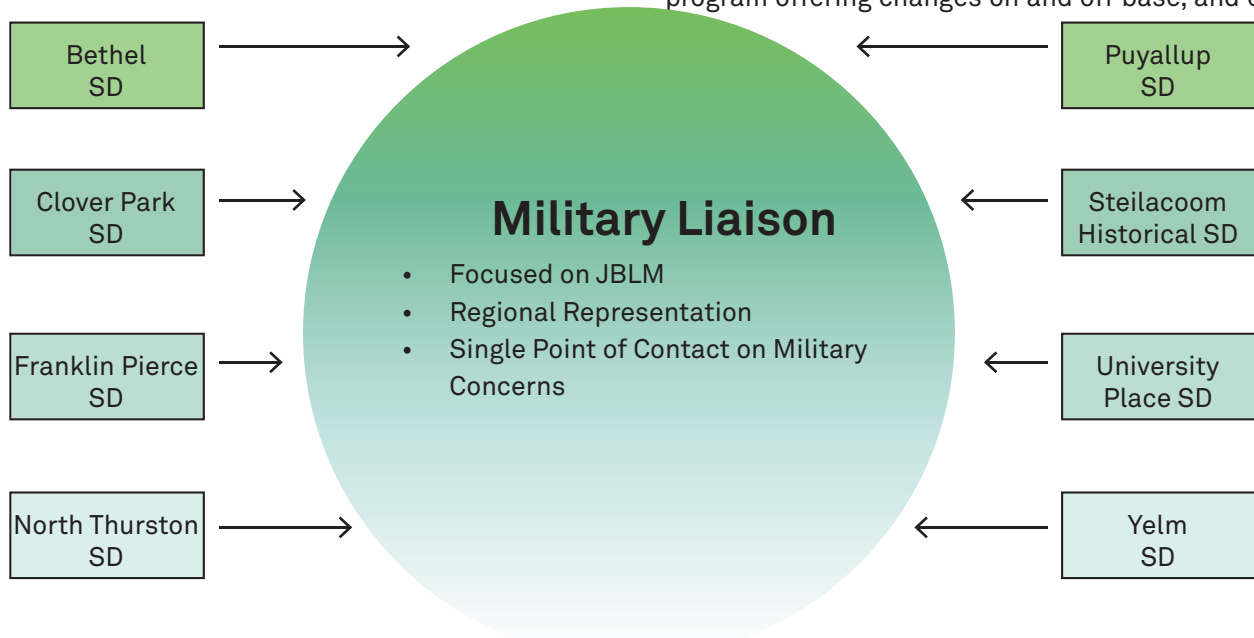
Lead Partners: Regional Partnership, JBLM-impacted School District Administrators

Cost: \$100,000/year (staffing and administrative expenses)

Regional Need and Benefits

A Military Education Advisory Council should be formed to ensure consistent collaboration and uniform messaging related to regional military child education issues. This strategy addresses the need for increased partnership among higher- and lesser-impacted school districts when it comes to the unique needs of serving military families and students. This council would create a full-time staff position focused on bridging the gap that currently

exists between districts and the military. Individual districts, especially those with smaller impactation rates and/or total enrollment levels, desire the information that can be obtained from a full-time military liaison; however, most are not able to fund that position solely within the district. By implementing this council and hiring a full-time staff member liaison, the districts and JBLM will have a resource who can directly tackle regional educational issues related to serving military families, including deployment and force structure changes, program offering changes on and off base, and en-



hanced tracking military-connected students for Impact Aid funding. It is important that this position be clarified to serve a different role than existing Army School Liaison Officers (SLOs), which currently serve as a vital point of contact for military families transitioning to or from JBLM with school-age children. The purpose of this advisory council military liaison is to represent and work through K-12 educational issues that are more effectively addressed as a region. This will alleviate the higher expense that could occur if school districts individually attempt to tackle issues that do affect more than one district.

Local Action Steps

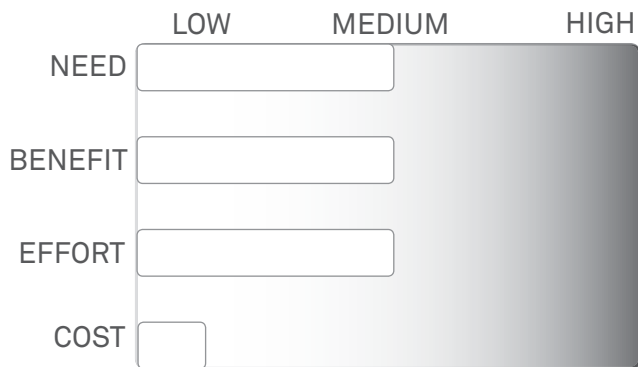
- **Step 1:** Create an MOU to establish joint planning roles and responsibilities, including information sharing and identification of a lead agency to pursue grant funding.
- **Step 2:** Hold a planning session with partnering districts to determine the council mission, initial goals, and meeting schedule.
- **Step 3:** Secure funding for the staff position.
- **Step 4:** Determine formal organization that will employ the staff position. This could potentially reside within the proposed Regional Partnership. Establish charter and formal organization if required. Hire Military Liaison position.
- **Step 5:** Determine the council priorities and begin operations.
- **Step 6:** Organize and host quarterly briefings to promote partnership and encourage the exchange of important planning information.

Potential Funding Source(s)

Start Up: DoD/OEA. Long Term: School District Membership Fees, Washington State Office of Superintendent of Public Instruction (OSPI) or Military Department.

Strategy 1.03

Hold Annual Forum on Military Behavioral Health



Regional Impact:



Lead Partners: Regional Partnership, Madigan Army Medical Center

Cost: \$15,500 to 21,000

Regional Need and Benefits

This one-day annual forum offers specific and up-to-date insight on military-specific mental and behavioral health matters; and provides increased access to professional development and training for education service providers to military families. Providers (i.e., teachers, child care providers, counselors, professors) have indicated there is little awareness for current resources available off base to families who could be referred to seek treatment. For educators and child care providers in particular, this forum will deepen their understanding of the unique needs of military-connected children, as well as identify ways to best support these children.

School teachers, child care providers, college professors, counselors, and social workers could all benefit from a centralized forum where all learn about the latest ways to manage these unique situations in their professions and ensure they can do their part to support the whole military family.

Example topic areas may include:

- Understanding military life (this should be replicated each year – see Strategy 2.05).
- Supporting children with deployed family members.
- Helping children adjust to new homes and communities.

To ease in implementation of this forum, it is suggested that the lead partners consider recruiting Madigan Army Medical Center to learn about its past courses on Post Traumatic Stress Disorder (PTSD) to understand effective formats for presentation and discussion.

Local Action Steps

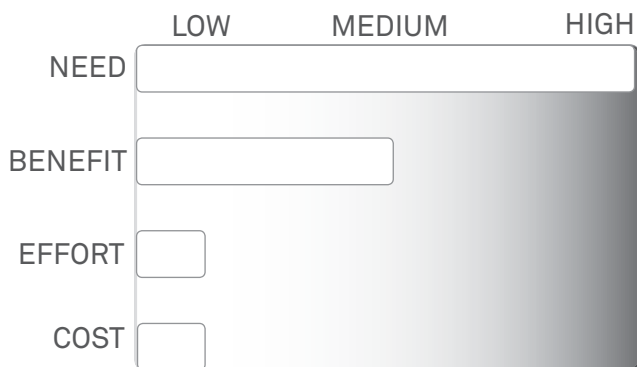
- **Step 1:** Identify a point person to serve as an event manager.
- **Step 2:** Hold a focus group with key military family service providers to determine key forum topic areas.
- **Step 3:** Determine funding target for event (grant, sponsor, fee based).
- **Step 4:** Recruit keynote and breakout workshop presenters.
- **Step 5:** Determine continuing education units offered.
- **Step 6:** Establish event date and location and promote event to service providers.

Potential Funding Source(s)

Registration Fees.

Strategy 1.04

Hold Regular Forum to Identify Local Contracting Opportunities



Regional Impact:



Lead Partners: Regional Partnership, local economic developers, JBLM Public Affairs Office

Other Key Partners: PSRC, Chambers of Commerce

Cost: \$25,000

Regional Need and Benefits

The region's economic developers believe that the economic development potential of JBLM is much greater than what is currently realized. Very little is known about the economic linkages between the installation and its contracting relationships. Every installation generates an economic multiplier, which is an indirect response to the direct spending at the base. If more were known about how the installation makes purchases and enters into supply contracts, local businesses could possibly expand their sales to the base, and other companies could be recruited to the region to meet the installation's needs.

Local Action Steps

- **Step 1:** The Regional Partnership arranges an introductory meeting between JBLM directorates responsible for contracting, local economic developers, and other key partners.
- **Step 2:** Local economic developers identify major JBLM unclassified contracts for supplies, operations & maintenance, technology, equipment, etc.

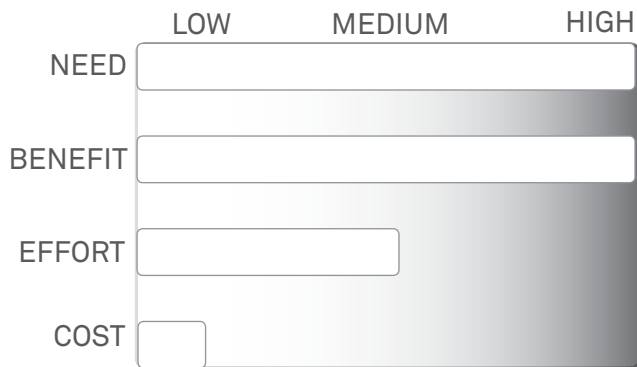
- **Step 3:** The Regional Partnership retains an economic consultant to research economic and supply chain linkages between major JBLM contractors and local industries.
- **Step 4:** Consultant researches DoD procurement process to identify contracts eligible to local companies.
- **Step 5:** Chambers of Commerce sponsor a series of procurement workshops to prepare local companies to compete for JBLM contracts.
- **Step 6:** Consultant prepares a strategy to recruit businesses that could serve JBLM or capitalize federal contracting opportunities.

Potential Funding Source(s)

U.S. Department of Commerce, Economic Development Administration project grant (20% local match required).

Strategy 1.05

Enhance Collaboration Among JBLM Regional Health Providers



Regional Impact:



Lead Partners: Regional health service providers, Madigan Army Medical Center

Cost: Existing Resources

Regional Need and Benefits

Health care services for military families are offered by a variety of providers, including military, civilian, veterans, and educational organizations. As such, effective health care prevention and treatment of military families require collaboration among a large network of military and civilian providers. The health care providers in the region would benefit from more formal collaboration activities. There is a significant need for regular, sustainable communication between all key health care providers in the region to ensure that the needs of military families are consistently met.

Local Action Steps

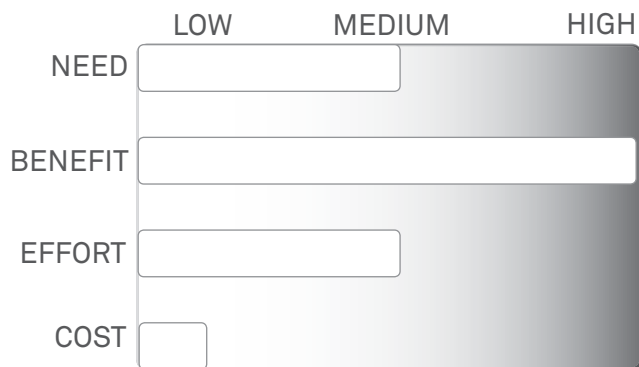
- **Step 1:** Form a coalition of JBLM, Madigan Army Medical Center, Department of Veterans Affairs (VA), and community providers—including physicians—that will meet regularly.
- **Step 2:** Implement communication strategies to address the frequent changes in leadership and roles at JBLM and Madigan Army Medical Center and ensure participation while sustaining key relationships with the community.
- **Step 3:** Continue the collaboration between the DoD and the VA.

Potential Funding Source(s)

Established Madigan Army Medical Center, U.S. Department of Veterans Affairs (VA), and provider planning budgets.

Strategy 1.06

Establish Military Child Care Stakeholder Meetings



Regional Impact:



Lead Partners: Regional Partnership, First 5 FUNdamentals

Cost: \$250/meeting

Regional Need and Benefits

There is a need for collaboration between regional child care agencies such as the Washington State Child Care Resource & Referral (CCR&R), JBLM, and K-12 school districts. The ability to share military-specific training information, upcoming deployment, early learning programs, and overall supply and demand in a quarterly, face-to-face forum will be a valuable resource for regional child care planning. No one individual is assigned as an off-base community liaison specific to child care needs; however, there is an opportunity for JBLM to offer a more transparent view into on-base child care (most of which is sporadically reported to off-base agencies) and become an involved consultant to the off-base child care community as a complement to programs offered on base.

First 5 FUNdamentals is an organization in Pierce County made up of community organizations whose purpose is to develop a plan and strategy to reach children ages birth through 5 years of age. Currently, First 5 FUNdamentals hosts monthly Partnership Meetings with key organizations, individuals, and early learning providers to network and share resources to increase the depth and breadth of current services. First 5 FUNdamentals is a potential organization to lead the implementation of a quarterly forum that focuses exclusively on the regional military impact on child care. The quarterly

forum could replace one of their scheduled monthly Partnership Meetings, and the guest list will be substantially increased based on community partners whose child care services or resources are affected by JBLM. As an alternative, a separate meeting could be held with all partners to focus solely on the needs of JBLM.

Local Action Steps

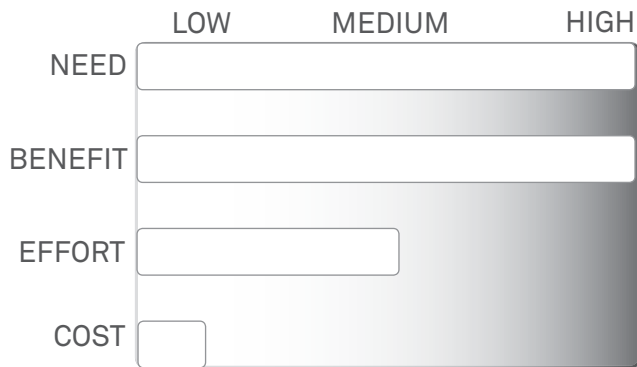
- **Step 1:** CCR&R and First 5 FUNdamentals will compile a guest list for quarterly forum.
- **Step 2:** Identify a JBLM staff member to attend all regional planning meetings.
- **Step 3:** Collaborative effort between JBLM, First 5 FUNdamentals, and CCR&R to establish an agenda relevant to all meeting participants.
- **Step 4:** Hold the quarterly forum at a centrally accessible location, for example Bates Technical College, South Campus.

Potential Funding Source(s)

United Way.

Strategy 1.07

Promote the Creation of a Washington State Military Affairs Commission



Regional Impact:



Lead Partners: Washington State Governor’s Office, JBLM, Regional Partnership, PSRC’s Prosperity Partnership - Washington Defense Partnership

Cost: \$12,000 to \$18,000/year

Regional Need and Benefits

JBLM, one of the nation’s premier “Centers of Excellence,” is one of many military installations hosted by Washington State that would benefit from a state-supported commission. As demonstrated in other strategies of this Plan, JBLM and the South Sound region are in urgent need of coordinated planning and legislative funding to support the many opportunities and needs that affect the quality of life of Soldiers, Airmen, and community members.

Many states with significant military presence have formed special offices or commissions to support the mission of the installations and encourage collaboration with communities proximate to them within the state. Often housed in the Governor’s offices, these organizations are most often established in response to the formation of the federal Base Realignment and Closure Commission (BRAC). Their initial purpose was to help communities strengthen community support for military installations to prevent their closure, or “BRAC-proofing.” Policymakers and military communities quickly learned that the many issues facing military families and communities benefit from attention and coordination at the state level, and these commissions have survived long after BRAC recommendations were made.

A Washington State Military Affairs Commission should be established by the State of Washington to advance goals such as the following:

- Assist in the development, coordination, and execution of strategies required by any future change in missions proposed by DoD.
- Actively foster close, effective cooperation among the installations and private and public sectors throughout the state.
- Help apply resources to improve inadequate infrastructure to support military operations and the installations as regional economic drivers.
- Improve education opportunities for dependents and active duty service members.
- Improve TRICARE (military health care) shortfalls.
- Assist in the transfer of technology between the military and the private sector to enhance the competitive posture of both in the national and global market.
- Work to improve off-base housing opportunities.

- Plan for economic redevelopment in the event the military base operations change (expand or close).
- Partner to expand the defense industries in Washington State.
- Coordinate land use planning to avoid encroachments and maximize compatibility.

There are many strong examples of successful state-supported military affairs offices, such as: Kansas Governor's Military Council, Georgia Military Affairs Coordinating Committee, Texas Military Preparedness Commission, and the Florida Defense Alliance, to name just a few. These entities continue to leverage the resources and opportunities of many stakeholders proximate to military installations for economic development and quality of life improvements. Washington State has much to learn from these examples and should adopt a similar platform for advancing military-related prospects and the quality of life for servicemen.

Local Action Steps

Step 1: Regional Partnership to contact other military branches, installations, and communities to establish support for the strategy.

Step 2: Engage the Washington State Governor's Office, Executive Policy Division to determine procedures for development.

Potential Funding Source(s)

State of Washington

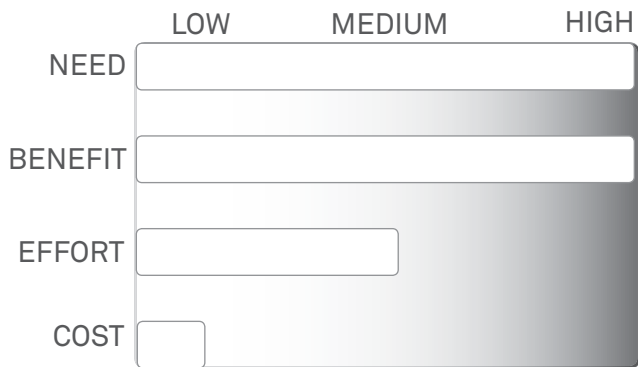


Recommendation 2 IMPROVE ACCESS TO INFORMATION

Improving access to data and information regarding the military-related population is essential to meeting service demands. Strategies addressing data and information access, management, and sharing are proposed. They address information on people in need of services, monitoring changes, coordinating and/or expanding existing web-based data, establishing centralized resources, and using statistically valid surveys to quantify needs and improve cooperation and collaboration.

Strategy 2.01

Monitor JBLM Population and Housing Changes



Regional Impact:



Lead Partners: Regional Partnership and JBLM Public Affairs Office, Chambers of Commerce, Planning Departments

Cost: Existing Resources

Regional Need and Benefits

With the realization that growth projections will change over time, the progress of JBLM’s expansion should be monitored annually to identify changes in service delivery needs or other community facilities.

As changes occur at JBLM that affect the need for military housing, either on- or off-base, this information should be shared with members of the real estate and building communities. Most real estate and building industry professionals in the region lack a full understanding of JBLM’s housing needs and are not aware of the new residential development occurring on the base. To make informed decisions to meeting military housing needs off base, real estate and building industry professionals need to understand the Army’s plans to construct over 700 new housing units on base by 2016. Local Realtor and Master Builders associations, for example, offer good opportunities for the dissemination of this information.

Local Action Steps

Step 1: The Regional Partnership would meet with the JBLM Base Command at least semi-annually to monitor changes in military, civilian, and contractor personnel; project construction activities; housing

needs; and other factors that could require a community response to support the changes.

Step 2: The Regional Partnership and JBLM Public Affairs Office make periodic presentations to the community to brief them on the changes.

Step 3: Make developers aware of housing demand price points and BAH payments.

Step 4: The Regional Partnership takes steps to respond to the changes to ensure that proper community services are either reduced or increased to support the actions.

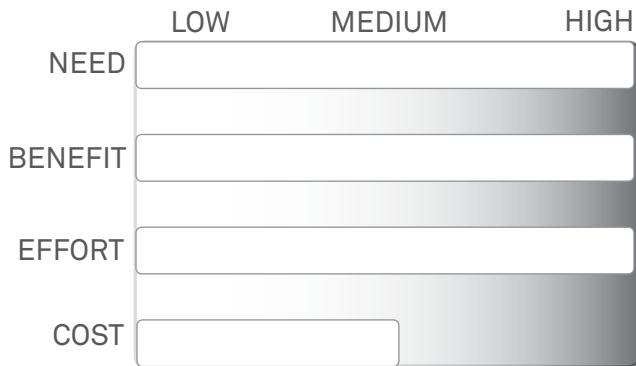
Potential Funding Sources

Accomplished through operating budgets of JBLM and the Regional Partnership.



Strategy 2.02

Adapt Existing Child Care Online Database to Include Military-Specific Data



Regional Impact:



Lead Partners: Washington State Child Care Resource & Referral, National Association of Child Care Resource and Referral Agencies (NACCRRA), JBLM

Cost: \$70,000 to \$140,000

Regional Need and Benefits

The CCR&R currently has a database of off-base child care provider information that is voluntarily submitted by providers to report child care fees, hours of operation, and any age restrictions:

<https://www.naccrraware.net/naccrrajsp/servlet/naccrra.servlets.MaskSearchServlet?pid=qtk6ycjpjodfypv>

Providers are also asked to complete fields such as “do you have experience or training with special needs children?” However, the data are not reliable as most providers do not always understand the questions, and some mark every field to be considered more “desirable”; in addition, none of the information is specific to military families, fees, or special accommodations. This online database is not fully available to the public in the current form and is virtually impossible to find online; NACCRRA is preparing to launch a new version of the database in January 2011, but its structure and user access are unknown at this time. Additionally, as this database is not meant for provider use, no training information is available. Training information for child care providers is available by searching the city’s website at <http://www.cityoftacoma.org/Page.aspx?hid=1731>, but this information has not been consolidated into one site. Sites like Washington State’s Department of Early Learning (DEL) MERIT

(Managed Education and Registry Information Tool) is intended to act as this resource for the state; however, it does not appear to contain listings specific to military-related child care training opportunities or resources.

The proposed revisions and additions include the following:

- Augment the CCR&R database to make all the information available to the public and include information specific to military families and providers—more of a regional, ‘all-inclusive’ website of child care information. JBLM should be an active participant in this effort as much of the missing information pertains to on-base child care providers. CCR&R will coordinate efforts with the national organization of NACCRRA, who manages the site as a whole. An outside consultant would then be hired to suggest ways of integrating this information into a user-friendly, easily accessible format that encourages interaction as a regional and national resource. The end product could be linked to the regional website, also recommended as part of the entire Growth Coordination Plan.
- Ensure that DEL’s MERIT system has correctly coded training opportunities that relate to serving military children and families so they

can be searched on the public site. Add records to this database for military-related training opportunities and resources that would benefit providers in the region.

This website will support military families regionally, nationally, and overseas as they prepare to move to the JBLM area. It will also support providers in the JBLM region.

Local Action Steps

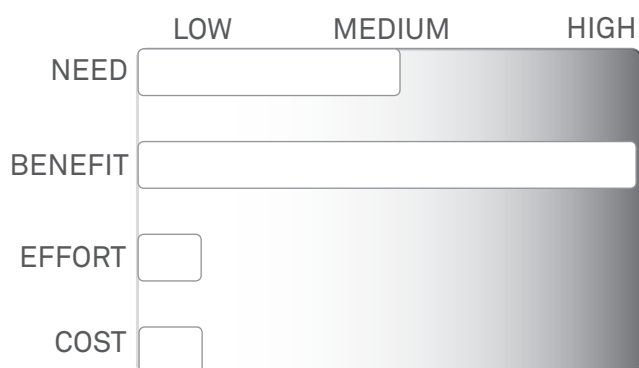
- **Step 1:** Identify JBLM, CCR&R, and NACCRRRA staff who will be the points-of-contact on this project.
- **Step 2:** Hire a web strategy firm to consult on how this information should be organized and detail the responsibilities of the other organizations.
- **Step 3:** Secure a funding source either through grants, the DoD, or NACCRRRA.
- **Step 4:** Establish a project timeline based on information that needs to be collected.
- **Step 5:** Collect data from all on- and off-base providers, consistently formatted for transfer to the web.
- **Step 6:** Collect information regarding military-specific training opportunities for child care providers.
- **Step 7:** Augment the existing CCR&R database to accept additional provider data needs.
- **Step 8:** Input additional military-related provider data into the web database.
- **Step 9:** Work with CCR&R to submit training-related resources and listings to WA State DEL.
- **Step 10:** Establish a community awareness campaign for the new, regional child care website.

Potential Funding Source(s)

Grant through Pilot Project Support our Soldiers (S.O.S.) and possibly NACCRRRA.

Strategy 2.03

Establish Centralized Military Resources Library for Educators



Regional Impact:



Lead Partners: Regional Partnership, JBLM-impacted School District Administrators

Cost: \$25,000 to \$37,500

Regional Need and Benefits

Resources available to educators, parents, students, and legislators related to serving military children are spread out among a vast assortment of organizations, government agencies, school districts, and research institutions. Centralizing these resources will encourage more regular use and referral of them, which increases the level of service quality among military education providers. Example resources include:

- Military Child Education Coalition (www.militarychild.org <http://www.militarychild.org>).
- Military Homefront (www.militaryhomefront.dod.mil <http://www.militaryhomefront.dod.mil>).
- Military Impacted Schools Association (www.militaryimpactedschoolsassociation.org <http://www.militaryimpactedschoolsassociation.org>).
- Military K-12 Partners (<http://militaryk12partners.dodea.edu>).
- Military OneSource (www.militaryonesource.com <http://www.militaryonesource.com>).
- Operation Military Kids (www.k12.wa.us/OperationMilitaryKids/default.aspx <http://www.k12.wa.us/OperationMilitaryKids/default.aspx>).

- Tutor.com Military Program (www.tutor.com/military-programs <http://www.tutor.com/military-programs>).
- Student Online Achievement Resources – SOAR (www.soarathome.com).
- Military Family Life Consultants Program – MFLC ([http://www.jblmmwr.com/acs/FAP/MFLC%20Brochure%20\(1\)\[1\].pdf](http://www.jblmmwr.com/acs/FAP/MFLC%20Brochure%20(1)[1].pdf)).

Regional school districts who are part of the Military Education Advisory Council would receive materials to establish a military resource library in digital and hard copy formats, once assembled. The advisory council would be responsible for providing updates to district libraries. In addition, the resources uncovered here that offer support to military parents can be hosted on the regional service provider database also proposed in this Plan (see Strategy 2.01).

Local Action Steps

- **Step 1:** Identify single owner (e.g., Military Education Advisory Council military liaison) to hold copies of all resources identified or obtained by districts in the region.

- **Step 2:** Task Military Education Advisory Council members with sharing updated resources with region at quarterly briefings.
- **Step 3:** Resource owner will provide annual resource library updates to individual school districts.
- **Step 4:** Publish resources onto single website.
- **Step 5:** Promote the website location to regional school districts serving military students.

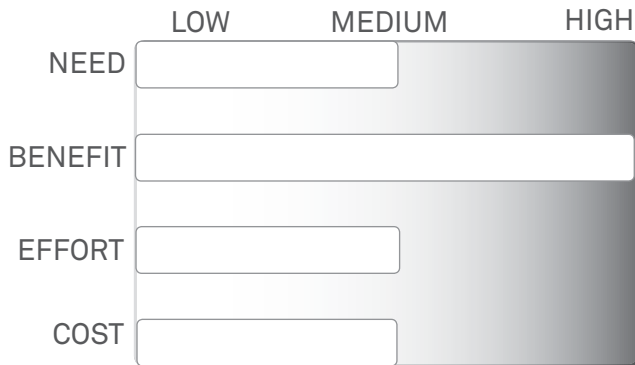
Potential Funding Source(s)

Department of Defence Education Activity (DoDEA)
Grant via Military K-12 Partners, DoD/OEA.



Strategy 2.04

Establish and Maintain a Single Online Source of Regional Service and Program Information



Regional Impact:



Lead Partners: Regional Partnership

Cost: \$100,000 - including \$30,000 annually for part time administrator, \$30,000 to \$60,000 to adapt an existing database or construct and populate the site, \$10,000 overhead expense.

Regional Need and Benefits

A region-wide web-based database of service providers, services, and programs should be established and maintained to provide a complete, up-to-date, and easily accessed source of information. The database or website is not intended to replace websites of the existing providers or JBLM websites; rather, it will be a comprehensive inventory and index of service providers, services, and programs; serve as a directory; and provide a brief description of provider services, contact information, and links to other websites. Being web-based, it will be accessible to geographically dispersed case managers and service providers, and it will be accessible 24/7 to military families relocating and living on or off base. The action will involve adapting an existing or creating a new database and working with all service providers to keep the information up to date. The website could include links to individual providers' websites and to the MWR site, which focuses on on-base services. United Way of Pierce County has developed and maintains 2-1-1- Community Resources Online that addresses health and human services resource providers. This site is supported by a 24-hour call center. Key searches currently include Food, Financial Assistance, Shelter, Homeless Housing, Housing, Medical, and Mental Health. Although

not comprehensive, it is a very good resource that potentially could be expanded to address other resource areas identified in JBLM Growth Coordination Study including Transportation, Education, Employment Assistance, Child Care, Leisure and Recreation, Culture and Arts, Transportation. The search function reveals that some of the information exists, but it is not indexed as a key search.

Expert Panel members from each of the ten resource areas addressed in the JBLM Growth Coordination Plan were asked to identify data to include in the database. Specific recommendations include:

- **Transportation**—Rideshare opportunities, transit schedules, employee and trip reduction incentives, and other travel alternatives should be available in one location for installation personnel to easily access. The availability of this information needs to be promoted and actively marketed to military families and personnel on the installation to increase participation in carpooling, rideshare, transit, and employee incentive programs, like the Mass Transportation Benefit Program administered by the Department of the Army.
- **Leisure and Recreation Service Providers**—Include an up-to-date inventory of parks,

recreation programs, and providers. Include programs addressing arts, culture, and library services.

- **Health Care Providers**—Include information on providers who accept TRICARE insurance.
- **Child Care**—Providers, including those who accommodate nonconventional schedules.
- **Education**—Include training resources for educators and care providers of military families.
- Employment and job training assistance.
- Emergency Services.
- Legal Services, including immigration.

At the time of publication of the Plan, the consultants have asked United Way to confirm their interest in expanding the content of their 2-1-1 website to include additional key searches and information. Initially a single source of information was recommended. It may be more appropriate to have a site like the United Way 2-1-1 Community Resources On Line to focus on health and human services and to have another(s) focused on leisure, culture and recreation. The Tacoma Regional Convention and Visitors Bureau website (<http://www.traveltacoma.com/>) and the Olympia Lacey Tumwater Visitor and Convention Center site (<http://www.visitolympia.com/>) serve as a nice complement to the 2-1-1 site. Although designed for visitors rather than residents, they are good sources of information on parks, outdoor recreation, arts, heritage and culture, visitor accommodations, and commercial services.

Improving access to existing information is one of the overarching needs identified during the planning process. The many and disparate services and providers of recreation, education, child and health care, social services, and other quality of life services make finding relevant and reliable information a challenge. Proactive engagement of military families in healthy activities will reduce the need for intervention (refer to the Quality of Life Appendix). Although this database will focus on off-base resources, links to on-base information and MWR sites – whose focus is on base services – will also be included.

The success of this effort will require collaboration with providers and cooperation of JBLM to ensure that military personnel and families are aware of the resource. A central database could also improve coordination of services by identifying gaps and

overlaps in services and partnering opportunities. Military-connected individuals and families, who are relocating or are located on or off base, will be able to quickly become oriented to communities and services. The database and website(s) will need to be designed, developed, and maintained by a part-time administrator. The cost of maintaining and entering data can be minimized by designing a site that allows providers to register, enter, and update information; the United Way 2-1-1 site includes this function. To ensure the accuracy of information, a part time administrator will monitor the database for accuracy and encourage agencies to provide updates. Providers and services will be grouped into several broad categories, with options for custom searches, map searches, and the ability to browse.

The Regional Partnership should take the lead in obtaining a grant to expand the United Way Site.

Local Action Steps

Step 1: Identify existing websites and databases that address some or all of the information needs and convene a meeting with MWR, United Way, Chambers of Commerce, the Thurston and Pierce County Visitor and Convention Bureaus, and Tacoma Library, all of whom have relevant websites and databases.

Step 2: Refine the approach, budget, priorities, and partners and obtain a grant; ideally work in partnership with organizations who are currently maintaining database or sites to expand usefulness for military families.

Step 3: Work with United Way to expand and promote the existing 2-1-1 community resources to include additional health and human services information.

Step 4: Promote the site(s).

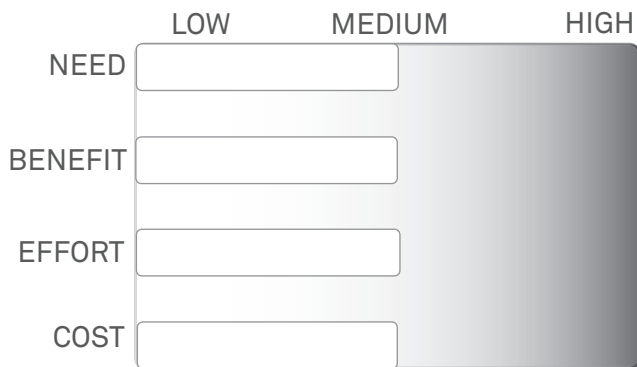
Step 5: Work with JBLM MWR and other regional stakeholders to make military personnel and families aware of the resource.

Potential Funding Source(s)

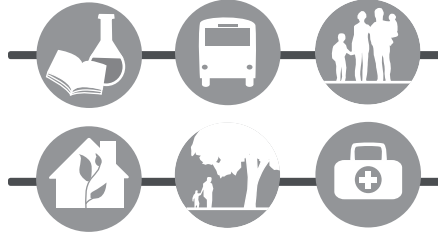
Funding from private foundations who support health and human services or perhaps technology to build stronger communities; United Way; creative partnerships with Convention and Visitor Bureaus, Libraries, Chambers of Commerce. Evaluate the feasibility of subscription fees from providers as a means of generating revenue to sustain.

Strategy 2.05

Conduct a Military Use, Preferences, and Needs Survey



Regional Impact:



Lead Partners: Regional Partnership, JBLM, PSRC, and TRPC

Cost: \$230,000 to \$300,000

Regional Need and Benefits

The housing, child care, education, health care, transportation, social services, and quality of life needs of military-connected (including civilian government and contractors) individuals and families can be difficult to gauge (especially for off-base providers) given their unique characteristics. Further clarification of housing preferences and existing and future housing and service needs would help municipal planners, developers, realtors, apartment managers, recreation, and transportation planners (to name just a few) identify preferences and gaps in need. JBLM MWR and many off-base organizations, jurisdictions, and service providers collect a variety of data through surveys and other efforts. A comprehensive survey, however, has not been conducted. Data collection methods have been inconsistent, the accuracy of population projections has been questionable, and knowledge gained from such efforts has largely remained with the individual agencies collecting the data.

Stakeholders of various backgrounds recommended that a statistically valid survey be conducted to assess four key categories of data:

1. Housing Preferences Gauged by Residential Location (Zip Code) – The housing preferences and needs of military-connected individuals and families would be gauged by identifying the residential location (by zip code), cost, and amenity factors that are most important to military individuals and households.

2. Recreation and Community Programs Needs and Preferences – Current levels of participation in a variety of service programs as well as use of specific facilities, such as parks and community programs.

3. Data for Municipal and Other Service Provisions – Zip code / city, household demographics, and the following factors would support municipal, retail, education, health care, and social services planning for military families and military-related population and employment:

Demographic Factors

- Rank or Civilian Pay Grade
- Marital Status
- Number of Dependents
- Age of Children
- Schools Attended by Students

Locational Factors

- Reasons for Moving to Current Residence
- Proximity to JBLM Gates
- Proximity to Local Schools
- Proximity to Shopping Centers
- Proximity to Major Highways
- Proximity to Parks and Playgrounds

Health Factors

- Diagnosed Medical Conditions
- Diagnosed Behavioral Health Conditions
- Disability Status (e.g., physical, development, etc.)
- Social Service Needs

Housing Factors

- No. of Bedrooms Desired
- No. of Bathrooms Desired
- Presence of Parks and Playgrounds
- Presence of Garage
- Open Floor Plan Design

4. Transportation Needs and Solutions – A dedicated household travel survey that is specifically stratified by military personnel. The travel survey will randomly collect travel information for personnel entering and existing the installation, but also specifically target carpool, vanpool, and transit riders. It should include a transit passenger intercept survey to gain a better understanding of the existing riders to the installation. A regional travel survey would help understand the daily travel characteristics of soldiers, DoD employees, dependents, and contractors. It should collect data and information on the following items:

- Zip code origins and zip code destinations of personnel traveling to the installation.
- Purposes of trips off base.
- Why current carpool, vanpool, and transit riders utilize that specific travel option.
- What factors lead them to find alternative travel options.
- What are their ideas for improved travel options.
- If they do not carpool, vanpool, or ride transit, why not, and what would entice them to do so.

It is recommended that an initial survey segment be administered electronically through a web-based survey site (e.g., Survey Monkey or other web-based

survey tool). This technique has been used at Fort Lee, VA to survey the base population twice in the past 4 years. Working through the Army command structure, JBLM has access to the Army's Global Address List containing all e-mail addresses for JBLM military, civilian government, and contractor personnel. This can be coordinated through JBLM's Quality Assurance Office, and the Network Enterprise Center can coordinate the logistics of the survey web administrator. This survey would have to be administered by the JBLM Base Command and not an outside consultant or university. JBLM must keep the physical location of its personnel confidential for security purposes. Therefore, the first survey may have to be administered to all personnel until residences of off-base personnel can be determined. This will likely add a step to the survey, depending on the response rate.

With an on-line survey, off-base personnel can be directed to the survey through various advertising methods, but typically the most effective method would include a cover letter from the commanding general requesting that the survey be completed. Similar to any survey, the design in terms of questions asked, targeting the appropriate population, and getting a sufficient response rate to ensure accurate and usable data will require careful attention. However, it is possible. Under the directives of the commanding general, Fort Lee has been able to generate a very high response rate of close to 60%. Once a method for outreach to off-base personnel is achieved, other survey segments and outreach can be designed.

The Regional Partnership would be the ideal entity to take the lead on acquiring funding for this purpose, coordinating with the base command to conduct the survey, compiling the information, and making the information available to stakeholders in its raw data form. Until a comprehensive survey can be conducted, local service providers should institute client zip code tracking systems to track military clients by asking registrants whether they are military members, veterans, or military families. Data derived from this information could be made available to other providers, so long as all privacy requirements are met.



Local Action Steps

Step 1: Arrange a coordination meeting with key partners to discuss the need for a comprehensive JBLM survey.

Step 2: Discuss survey objectives, best methods, and questions to ask.

Step 3: Seek funding to conduct the survey segments.

Step 4: Establish a process for identifying existing sources of data, including JBLM MWR tri-annual survey, and for sharing data among stakeholders.

Step 5: Work closely with JBLM to administer the survey segments.

Step 6: Contract survey experts to work with stakeholders to design the survey instrument, focused on both the preferences of military personnel as well as off-base needs.

Step 7: Undertake marketing and advertising of the survey to increase response rate.

Step 8: Encourage providers to track military participation in services and share information as appropriate.

Step 9: Share the survey findings with JBLM and congressional delegation.

Step 10: Consider updating the survey every 3 to 5 years to document changing preferences.

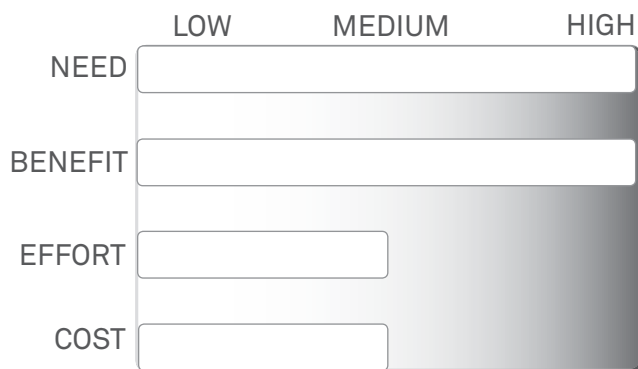
Step 11: Market the collected data of off-base needs and preferences for service provider use.

Potential Funding Source(s)

OEA, Federal Transit Administration (FTA), PSRC, and/or TRPC.

Strategy 2.06

Complete a Comprehensive Behavioral Health Study



Regional Impact:



Lead Partners: Regional Partnership, Regional Behavioral Health Providers, Madigan Army Medical Center, VA Puget Sound Health System

Cost: Cost of behavioral health study \$200,000 to \$500,000, cost of collaboration \$0

Regional Need and Benefits

Demand for quality behavioral health services—in both the military and civilian populations—continues to outstrip existing capacity. Although military growth alone will not result in shortages in the behavioral health system, as active duty troops return from abroad and military forces relocate to the area as part of the BRAC and Grow the Army (GTA) initiatives, the current shortage of mental health and substance abuse services will be exacerbated, especially since behavioral health problems are even more acute with deployed and returning Soldiers and their families. The region is already in desperate need of inpatient and crisis capacity, in addition to more psychiatric providers as detailed in the Health Care Appendix.

The mental health system cannot meet existing demand (let alone expectations for growth in demand) for services in its current state. As such, there is a need to complete an extensive analysis of the behavioral health needs in the region as related to resources and their coordination. Although the DoD continues to meet as many of the behavioral health needs of military families as possible, left unaddressed, there will continue to be a need for community-based support for many reasons. First, the Madigan Army Medical Center does not anticipate having capacity to serve active duty personnel, active duty families, and retirees for

the foreseeable future. In addition, many military families will choose to access behavioral health services in the community for greater privacy. As such, it is imperative that a continuum of behavioral health services be available through both the DoD and surrounding community providers. This continuum is not currently functioning for military families.

Improvement of mental health services offers great benefits for the community. When a community's overall mental health improves, it often results in greater workforce productivity and a reduction of the burden on the social services and acute care systems. As service members return from abroad, providing the appropriate mental health services will allow them to return to work faster and at a higher level of productivity. Creating a system with multiple, patient-friendly access points allows clients to seek psychiatric and substance abuse treatment without a large disruption in their work and personal lives. Alternatively, the costs of caring for mentally ill patients in the acute care and legal systems are far greater than the cost of preventative community care. Perpetuating a system of last resort drives costs of services up and is the least optimal patient care model.



Local Action Steps

- **Step 1:** Complete a comprehensive behavioral health study in the region, including projections of behavioral health services use rates and the need for outpatient and inpatient services.
- **Step 2:** Increase collaborative efforts between community and military providers of behavioral health care.
- **Step 3:** Increase coordination between the VA and community providers to ensure that optimal behavioral health services are available for veterans.

Potential Funding Source(s)

DoD/OEA, Washington State Department of Health.

Strategy 2.07

Conduct a Study of Dental/Oral Health Service Gaps

	LOW	MEDIUM	HIGH
NEED	<input type="text"/>	<input type="text"/>	<input type="text"/>
BENEFIT	<input type="text"/>	<input type="text"/>	<input type="text"/>
EFFORT	<input type="text"/>	<input type="text"/>	<input type="text"/>
COST	<input type="text"/>	<input type="text"/>	<input type="text"/>

Regional Impact:



Lead Partners: Regional Partnership, Tacoma-Pierce County Health Department (TPCHD), Thurston County Public Health and Social Services, Lindquist Dental Clinic for Children

Cost: \$150,000 to \$310,000

Regional Needs and Benefits

The health care expert panel has noted the shortage of dental providers in the JBLM region; however, the total exact need for dentists in the JBLM region is currently unknown based on limited data available at the time of this report. As such, a more detailed study must be conducted to determine the total size of the gap in dental providers in the region, particularly as it relates to the military, beneficiaries, and military growth. Without a more detailed assessment of the total shortage of providers, a recruitment plan for the region cannot be established.

In addition, payment for dental services is a major concern among military families. TRICARE Dental is a separate insurance than the insurance military families use for other health services; families must purchase this insurance separately, which can be costly for junior enlisted families. As such, military families must be made aware of the free treatment and prevention options available in the region, particularly for children. In addition, the TRICARE reimbursement for dental providers is low (see Strategy 3.09), which disincentivizes dentists from accepting TRICARE patients. Dental providers in the region must be encouraged to increase

the number of TRICARE patients they treat. Both of these actions will increase military family access to dental services without recruiting additional dentists to the region.

Local Action Steps

- **Step 1:** Complete a detailed study of the need for dentists by location in the JBLM region.
- **Step 2:** Undertake initiatives between community providers (who treat military families at reduced rates) and JBLM and the Clover Park School District to market the availability of services.
- **Step 3:** Increase the number of providers who will provide access/service to TRICARE beneficiaries in their practices at reduced cost.
- **Step 4:** See Strategy 3.09 for a discussion regarding the need for increased TRICARE reimbursement.

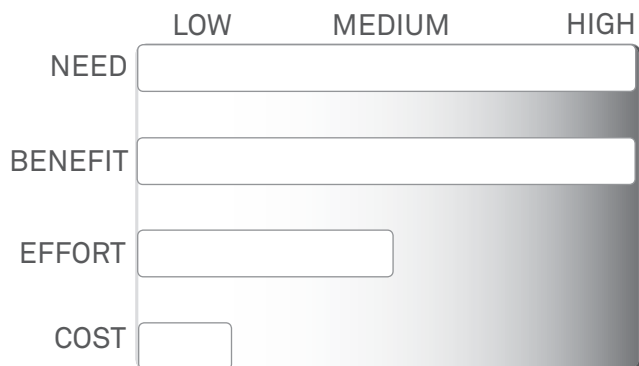
Potential Funding Source(s)

DoD/OEA, local dental providers.

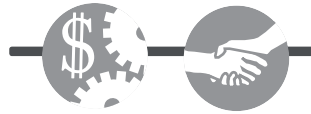


Strategy 2.08

Study Retail Spending Changes Resulting from New Commercial Development on JBLM



Regional Impact:



Lead Partners: Regional Partnership

Other Key Partners: Chambers of Commerce, Business Community, Impacted Communities

Cost: <\$30,000

Regional Need and Benefits

With additional mixed-use commercial development on JBLM, the potential exists for consumer spending patterns to shift from private establishments outside the gate to government-sponsored establishments on-base. This change, if significant, could alter local private retail sales as well as municipal sales tax revenues. As such, it is necessary to analyze the impact of this development and the range of potential impacts. The analysis should measure the likely spending shifts and examine those establishments and jurisdictions most likely to experience the greatest impacts.

The Regional Partnership should share the results of the retail market analysis with those jurisdictions, business districts, and real estate professional most likely to be affected by the Freedom's Crossing development. More importantly, the impacted communities and businesses should begin making strategic adjustments to counteract potential impacts, and optimize any benefits.

Local Action Steps

- **Step 1:** The Regional Partnership would retain a market consultant to study economic and spending impacts associated with the development of Freedom's Crossing.

- **Step 2:** The consultant conducts a survey or focus groups of military households to assess how spending patterns are likely to change once the Freedom's Crossing development is completed.
- **Step 3:** The consultant meets with community and business leaders to discuss potential spending shifts inside and outside the JBLM gate.
- **Step 4:** The consultant prepares a transition strategy to prepare local businesses outside the gate to adapt to the changing retail and service environment and spending patterns.
- **Step 5:** The Chambers of Commerce host a series of presentations sharing the results of the market analysis and the local business repositioning strategy.
- **Step 6:** The Regional Partnership meets with impacted local governments about effects on sales tax revenues.

Potential Funding Source(s)

Financial contributions from local jurisdictions and chambers of commerce.

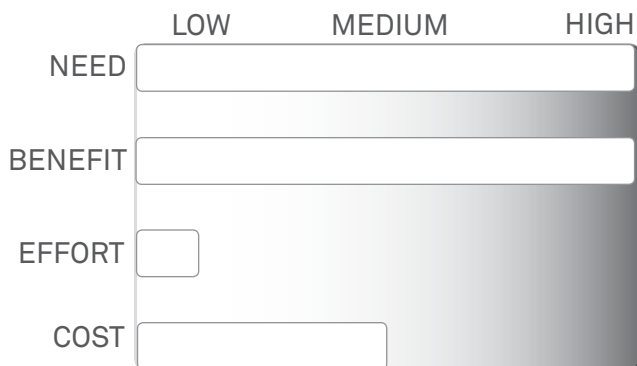


Recommendation **3** IMPROVE ACCESS TO EXISTING SERVICES

Many services currently available to the military-related population are not readily accessible to those needing services. There is a need to improve access to these existing services. Strategies that improve outreach, coordinate level of service standards and response protocols, close service gaps, expand the availability of services, or change provider compensation policies are addressed under this recommendation.

Strategy 3.01

Establish a Regional Social Services Coordination, Collaboration, and Outreach Office



Regional Impact:



Lead Partners: Regional Partnership, United Ways of Pierce and Thurston Counties, City of Lakewood

Cost: \$415,000 – \$450,000 annually

Regional Need and Benefits

The population in the JBLM region has significant social service needs as detailed in the Social Services Appendix. Specifically, military service members and their families have increasing needs for services as a result of multiple deployments and financial insecurity, both of which place substantial stress on military families. In addition, the regional civilian population uses social services at a high rate as a result of the recent recession and the general demographics of the region.¹ Military growth in the region will exacerbate these significant, existing needs.

Service providers in the region agree that social services are most beneficial to their recipients if they are provided in a coordinated fashion, allowing individuals and families to access the full continuum of services that they need (refer to the Social Services Appendix). Individuals and families most in need of social services are often unaware of how and where to seek help and access services. This is particularly the case in Pierce and Thurston counties where services are provided by a variety of organizations that offer one or more services, but are not connected by one governing body. As such, there is a significant need for a central agency that serves not only as a connector between service providers, but

also among individuals and families to the services that will most appropriately meet their needs. Military growth will further increase the need for coordinated services.

The proposed Regional Social Services Coordination, Collaboration, and Outreach Office will not only ensure that organizations are able to direct individuals and families to the most appropriate services, but also to ensure that the individuals and families most in need of services are aware of and accessing services. The proposed office will initially consist of four staff persons: three regional service coordinators and one outreach coordinator. The three regional service coordinators will serve as service experts, each representing one of the three major jurisdictions in the region: Pierce County, Thurston County, and JBLM. The regional service coordinators will serve as “supreme case managers,” knowing which organizations and which individuals within those organizations can best meet the needs of any individual or family in need of social services. For military families, the regional service coordinators will be able to appropriately determine if the family needs to be referred back to ACS, CYSS, or Madigan Army Medical Center, and/or if they can most appropriately be served in the community. The outreach coordinator will be responsible for ensuring that the individuals and families most in need of

¹ See the Social Services Appendix for more information.

services are aware of the services available to them and access services in a timely manner.

The integration of the regional service coordinators and social services outreach coordinator into a sustainable central office is essential, as it will ensure that appropriate referrals are not entirely dependent on personal relationships and memory, but rather institutional memory. This will allow lasting connections to be developed in the community and will ultimately result in a substantial enhancement to the services provided in the region.

Local Action Steps

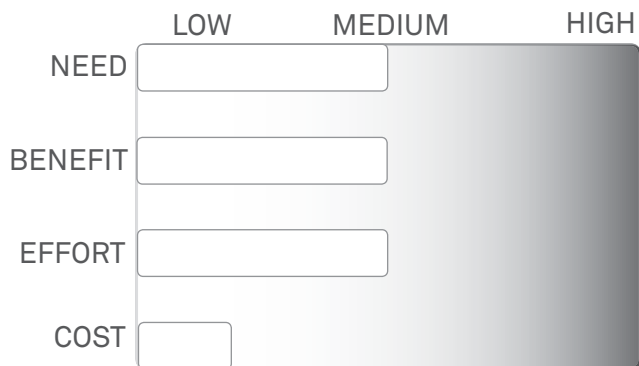
- **Step 1:** Establish sustainable funding source for regional office development.
- **Step 2:** Hire three social service provider experts to begin establishing relationships with regional providers. Some important collaborative efforts may include:
 - Work with JBLM and community providers to increase the knowledge and use of confidential reporting mechanisms at JBLM.
 - Ensure that JBLM services are included in the United Way's 211 referral listing.
 - Consider training outreach coordinators to provide initial crisis interventions as necessary.
- **Step 3:** Hire one outreach coordinator to begin connecting persons in need with the appropriate services. Some important activities that may increase access to services include:
 - Work with volunteers to offer child care during social service provision, particularly at JBLM.
 - Encourage higher ranking military officers to access services, thus setting an example for lower ranking service members.

Potential Funding Source(s)

Federal or state funding, collaborative funding from existing social services organizations, United Way funding (through lobbying efforts or grant support).

Strategy 3.02

Improve Outreach to Underserved Population(s)



Regional Impact:



Lead Partners: All stakeholders

Cost: Existing Resources

Regional Need and Benefits

Regional stakeholders, including JBLM, represented in the new Regional Partnership need to take steps to target information and services toward specific groups that are known or thought to be underserved. The diversity of the regional and on-base population creates special challenges to ensuring that the child care, education, health care, transportation, social services, and quality of life needs of military-connected individuals and families are met. This diversity is represented by a large non-white population, bilingual or non-English speakers, people with developmental or physical disabilities, and people living in rural areas or smaller communities. Additionally, a number of military families and personnel are in life transitions—adjusting to deployment, re-entering civilian life, or restructuring their life as a result of injuries and disabilities.

No single strategy will work for every provider or for any specific group of people. Closer coordination with MWR and among service providers, as well as the implementation of a needs survey recommended in this Plan (Strategy 2.05) will help to identify special needs and guide the development of outreach efforts and new or adapted support services and programs. Such efforts may include developing materials in multiple languages; expanding recreation, education, and employment support programs; increasing outreach to underserved groups; and/or partnering with others who are advocates or providers.

Strengthening the community connector program in all communities is also suggested. Working more closely with the civilian “connectors” will aid in understanding the needs of military personnel and families.

Local Action Steps

- **Step 1:** Establish a liaison with MWR to determine needs and share information.
- **Step 2:** Strengthen the community connector program.
- **Step 3:** Increase collaboration among service providers, advocates for special populations, ethnic organization, and with MWR.
- **Step 4:** Redesign, develop new, or market existing programs to underserved groups.
- **Step 5:** With MWR, explore opportunities to increase the awareness of library on-line resources such as homework helpline.
- **Step 6:** Explore expanding library early learning training programs on base.

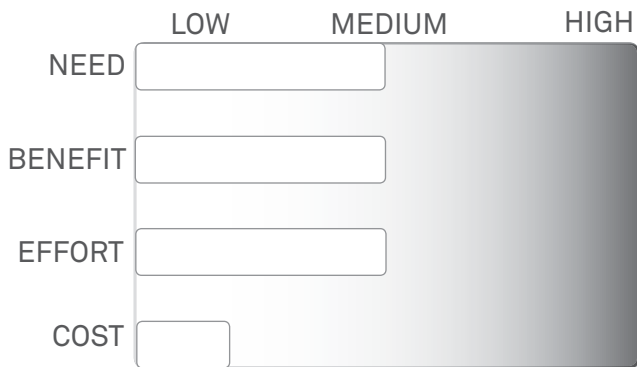
Potential Funding Source(s)

Community health grants, United Way, advocacy groups, and potentially private foundations.



Strategy 3.03

Enhance Basic Needs Services in the JBLM Region



Regional Impact:



Lead Partners: Regional Partnership, United Way

Cost: Existing Resources

Regional Need and Benefits

For the purposes of the JBLM Growth Coordination Plan, basic needs are defined as food, clothing, and shelter. Basic need assistance is also tied to financial assistance for these items. Many people in the JBLM region are in need of financial and basic needs assistance, including military families (refer to the Social Services Appendix).

Military and civilian families alike are facing financial struggles in the JBLM region. Assuming that use rates remain unchanged, the military population growth at JBLM will result in over 450 additional people accessing Temporary Assistance for Needy Families funds from Washington State. Many of the service members stationed at JBLM are lower ranking and therefore receive a lower income. For many military families with multiple children, this income is not sufficient to meet their needs. In addition, as a result of the transient military lifestyle, many spouses have difficulty obtaining work upon relocation. As such, these families are required to survive on one income. Furthermore, a portion of families have not learned to manage their money and do not prioritize basic needs before other needs or wants. These families also struggle financially. As a result, there is a significant need to expand the provision of financial counseling services in the JBLM region.

Food needs in the region are also significant. Assuming that use rates remain unchanged, the military population growth at JBLM will result in over 1,320 additional people accessing the Basic Food program in Pierce and Thurston counties in 2015. As such, the state must be prepared to provide funding for these additional people. Regional food banks are also in need of additional support. The current economic conditions will continue to result in many individuals and families in the region needing food assistance. Without additional funding, these organizations will have to reduce the amount of food they give to families when they visit. In addition to funding, these organizations continue to need the support of local volunteers. It is anticipated that children will continue to access the free and reduced lunch program provided at public schools in the region.

In addition to food organizations, there is a significant need to continue providing families with free and affordable clothing, as well as affordable housing. Many families in the JBLM region, both military and non-military, are struggling to meet these needs and cannot do so without assistance from social services organizations.

Local Action Steps

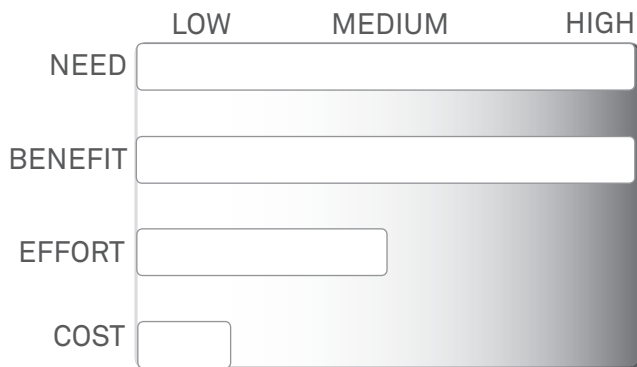
- **Step 1:** Leverage the power of the JBLM Regional Partnership to lobby for increased funding to basic needs organizations.
- **Step 2:** Increase the visibility of existing financial counseling services available in the community and on JBLM.
- **Step 3:** Expand financial counseling services, leveraging the Regional Social Services Coordination, Collaboration, and Outreach Office.
- **Step 4:** Support increased volunteerism in the region.

Potential Funding Source(s)

Potential funding sources will be explored by the Regional Partnership and the Social Services Expert Panel.

Strategy 3.04

Establish Levels of Service for Safety and Emergency Services Consistent with Federal Government Standards



Regional Impact:



Lead Partners: Regional Partnership, with assistance from: Pierce and Thurston County Sheriff, JBLM Directorate of Emergency Services, Police and Fire Divisions, Lacy and Lakewood Fire Districts

Cost: \$22,500 to \$25,000 (consultant fee), Jurisdiction and JBLM staff time

Regional Need and Benefits

Public safety stakeholders emphasize that common and measurable level of service standards are needed to more effectively plan for regional services and JBLM growth impacts.

Common level of service standards are required to compare service performance between jurisdictions and identify service gaps. The Existing Conditions Technical Memorandum (in the Public Safety Appendix) found that local and JBLM service providers apply different level of service standards. For example, fire and EMS service providers evaluate service performance based on different response times and personnel requirements. Although national and federal standards do offer common standards, adoption of these standards is not required.

Stakeholders identified the opportunity to develop common regional level of service standards based on federal service standards for on-base military public safety services. Benefits of this strategy are twofold. First, a common “baseline” measure allows jurisdictions to compare local performance relative to the region, and identify service gaps geographically. Second, adoption of military standards allows for jurisdictions to compare local and military service provision, and identify service gaps on and off

base. Regional service standards would be used primarily for data collection and would not replace existing level of service standards. The success of this strategy depends on the ability of local jurisdictions to measure performance based on the new standards and measure performance consistently.

The following actions could help achieve implementation of common level of service indicators:

- Document and analyze existing level of service standards in all local and military jurisdictions. This action item should entail the following elements:
 - o Document level of service standards and compare similarities and differences between jurisdictions. The Existing Conditions Technical Memorandum (in the Public Safety Appendix) serves as a foundation for this work.
 - o Evaluate data collection and measurement protocols, including reporting technology needs and barriers for each jurisdiction.
 - o Analyze military level of service standards for applicability to local jurisdictions. Adapt standards as needed.

- o Present findings and preliminary recommendations at a regional forum.
- Create an MOU between all jurisdictions to formalize adoption and documentation of level of service standards. The MOU should contain the following elements:
 - o Recommend level of service standards for each public safety service type, including but not limited to police, fire, EMS, jail, courts, and 911 call and dispatch. Standards should be adopted by each jurisdiction in the region.
 - o Establish a timeline for level of service measurement and evaluation.
 - o Identify responsible parties to manage, collect, and distribute level of service performance data.

Potential Funding Source(s)

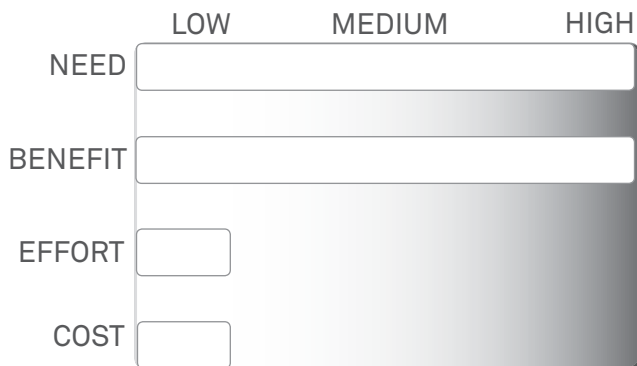
DoD/OEA Research and Technical Assistance Grants, Department of Justice Special Data Collections and Statistical Studies, and Edward Byrne Memorial Justice Assistance Grant Program. For more detailed information on these programs, grants, and opportunities, see the Public Safety Appendix.

Local Action Steps

- **Step 1:** The Regional Partnership will hire a consultant to lead technical facilitation services associated with Strategies 3.04 – 3.06.
- **Step 2:** Identify local staff representatives from each surrounding jurisdiction and JBLM to serve as the technical lead on data collection and level of service evaluation and adoption.
- **Step 3:** Provide data used to plan for military-related service provision.
- **Step 4:** Provide level of service standards, performance data, and data collection protocols.
- **Step 5:** Participate in the regional development of common service standards.
- **Step 6:** Sign the MOU and adopt level of service standards.
- **Step 7:** Track and provide level of service data.

Strategy 3.05

Establish Consistent Safety and Emergency Protocols to Improve Responses to Military-Related Incidences Off Base



Regional Impact:



Lead Partners: Regional Partnership; JBLM Directorate of Emergency Services, Police and Fire Divisions; and City of Lakewood Police Department

Cost: \$10,000 to \$20,000 (consultant fee), Jurisdiction and JBLM staff time.

Regional Need and Benefits

Stakeholders require military population data to measure the military population's public safety needs and impacts on local jurisdictions. These data are needed to quantify and more effectively plan for staff and budgetary gaps as JBLM population changes.

The military population (the on-base population only) is not fully represented in local per capita crime rate statistics, a primary indicator of police performance. Accurate military population data are required for accurate level of service measurement, as well as accurate staff and budgetary planning.

Stakeholders identified opportunities to use existing information and data collection protocols to develop more useful data. Information on off-base military related incidences is tracked in some local communities and JBLM, and can be used to understand JBLM impacts and needs. Information collected by local schools and medical services offer two potential sources of supplemental JBLM population data. The JBLM Growth Coordination Plan also creates an opportunity to document detailed data, trends, and short-term forecasts regarding military population and residency trends within local jurisdictions, previously unutilized by local jurisdictions.

Success of this strategy depends on data access and standardized collection. Local jurisdictions must be able to track military-related incidence data to quantify JBLM's impact on local resources, if JBLM is unable to provide off-base incidence and residency data with geographic precision. Standardized and accurate data application is essential, especially as it relates to measuring funding and staff impacts. Military personnel living off base in local communities are accounted for in level of service standards and contribute financially to service provision through property tax payments (either directly, or indirectly through rental rates). Successful data application will isolate the impact and need of off- and on-base military personnel in local communities to support responsible planning and coordination.

- Collect existing data on JBLM impacts:
 - Collect and analyze existing off-base military-related incidence data. Pursue supplemental population data from JBLM and other data collectors such as local school districts.
 - Evaluate data applications in local jurisdictions, including data collection and sharing protocols.

- o Use local case studies to model the adoption of best practices on a region-wide basis.
- o Coordinate data metrics and collection methods in concert with the development of level of service standards in Strategy 3.04.
- Create an MOU between all jurisdictions to formalize data collection and application. The MOU should include the following elements:
 - o Identify information sharing protocols, including the removal of personal or other sensitive information. Data should only include locale and type of incidence.
 - o Create standardized measures for data collection and application. This should include a standardized formula for measuring the impact of the JBLM on-base population on local and regional levels of service.

Potential Funding Source(s)

DoD/OEA Research and Technical Assistance Grants, Department of Justice Special Data Collections and Statistical Studies, and Edward Byrne Memorial Justice Assistance Grant Program.

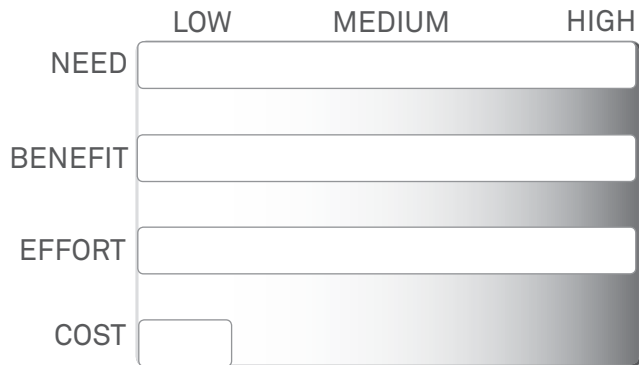
Local Action Steps

- **Step 1:** The Regional Partnership will hire a consultant to lead technical facilitation services associated with Strategies 3.04 – 3.06.
- **Step 2:** Identify local staff representatives from each surrounding jurisdiction and JBLM to serve as a technical lead on data collection and level of service evaluation and adoption.
- **Step 3:** Provide data used to plan for military related service provision.
- **Step 4:** Sign the MOU and adopt data collection standards.
- **Step 5:** Track and maintain a database of military population and incidence data to support level of service planning and budgeting.



Strategy 3.06

Close Existing Regional Safety and Emergency Service Gaps



Regional Need and Benefits

Public safety stakeholders identified the need to formally analyze service gaps in the JBLM study area. The Existing Conditions Technical Memorandum (in the Social Services Appendix) found that JBLM deployments and arrivals create gaps in local public safety service. Stakeholders indicate that local staff and budget resources remain constant despite changes in service demand driven by JBLM population changes.

Stakeholders can use common level of service standards and JBLM population and incidence data (Strategies 3.04 and 3.05) to identify where and when service gaps occur locally, and measure the amount of staff and budget resources needed to fill those gaps. A more formal analysis, based on accurate data, will support constructive discussions about regional coordination, as well as support requests for federal assistance to close service gaps created by the on-base military population.

Leveraging information on service gaps to inform regional coordination strategies depends on the widespread adoption of common regional level of service standards. Determining where, when, and how military and local partnerships can be most effective depends on accurate applications of military population and incidence data. Service gap

Regional Impact:



Lead Partners: Regional Partnership, with support from: JBLM Directorate of Emergency Services, Police and Fire Divisions, City of Lakewood Police Department, Pierce and Thurston County Sheriff, Lacy and Lakewood Fire Districts

Cost: \$30,000 to \$35,000 (consultant fee), Jurisdiction and JBLM staff time

evaluation and planning should also extend beyond JBLM to support discussions about better serving the regional population as a whole. Regional coordination efforts should apply information to support inter-local service agreements and consolation when efficiencies in funding and service are identified. Facilitation and outreach are essential tasks to support local and regional implementation.

- Evaluate JBLM impact and service needs:
 - Pursue grant funding and professional services to support service gap evaluation and facilitate regional coordination based on service gap findings.
 - Publish and evaluate level of service performance data after 1 year of implementation.
 - Identify service gaps and specifically measure where, when, and how much service levels are affected by the JBLM population.
 - Adjust level of service standards and data collection protocols as needed.

- Facilitate regional coordination and planning discussions:
 - Engage residents and local, county, regional, state, and federal governments in discussions regarding improved public safety provision through regional partnerships and innovative programs.
 - Host regional forums and attend local council meetings to present findings and discuss regional coordination strategies.
- Develop a regional service coordination strategy to seek staff and funding to fill local service gaps created by JBLM population impacts:
 - Use geographic gaps as a starting point for developing regional partnerships with JBLM; structure partnerships around small, tangible areas where improved service is needed.
 - Seek federal funding and/or staff contributions to increase service capacity in areas with the largest gaps and need.
 - Adopt a proactive strategy to scale local staff with service demands commensurate with JBLM arrivals and departures. Extend programs such as the Military Police Liaison Program between JBLM and the Lakewood Police Department to a regional level. Alternatively, use inter-local service agreements to support the regional hiring of contract staff to fill local service gaps.
 - Develop an MOU or inter-local service agreement to formalize regional partnerships and service contributions.
 - Develop and implement local policies that recognize JBLM growth impacts.

Local Action Steps

- **Step 1:** The Regional Partnership will hire a consultant to lead technical facilitation services associated with Strategies 3.04 – 3.06.
- **Step 2:** Evaluate service gaps in the community and quantify the impact of JBLM population on staff and budget resources.
- **Step 3:** Participate in regional forums and planning sessions.
- **Step 4:** Adopt or amend local policies to recognize JBLM growth impacts on public safety services.

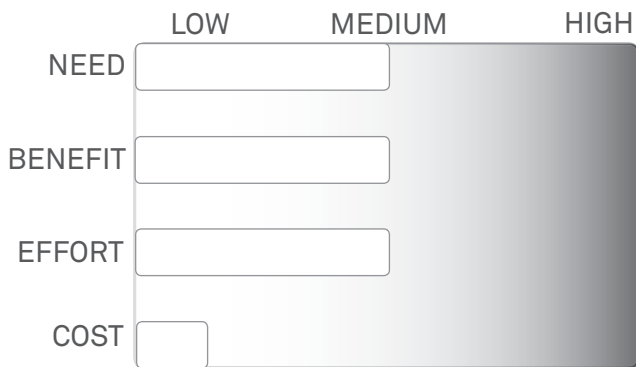
Potential Funding Source(s)

U.S. Department of Justice COPS Hiring Program, and Edward Byrne Memorial Justice Assistance Grant Program. (See the Public Safety Appendix.)



Strategy 3.07

Leverage Military Experience as Higher Education Credit



Regional Impact:



Lead Partners: Regional Partnership, Enrollment/Recruitment Staff of Military-Serving Colleges and Universities

Cost: \$1,000 to \$5,000

Regional Need and Benefits

Each college and university brings different policies and procedures regarding transfer credits, especially with regard to leadership and technical training received during service with a branch of the military. Some institutions, particularly those serving a higher-than-average proportion of military-connected students, have become adept at working with these students.

Other institutions readily admit they are less knowledgeable about how to handle unique credit transfer requests. However, most institutions also indicated that credit transfer issues are not unique to just the military student.

Understanding that credit transfer issues are a regionally accepted topic of discussion for higher education institutions, this strategy advocates complementing existing talks around credit transfer with a specific focus on the needs of military students. The goal is to begin working toward a standard level of expectation for what is and is not accepted as credit among all participating institutions.

Potential targets for implementation of this recommendation include the Pacific Association of Collegiate Registrars (PACRAO) and Admissions Officers or NASPA – Student Affairs Administrators in Higher Education. Both of these organizations host annual conferences that could be a venue for placing this topic in a national context.

If placing this issue on a regional or national agenda is complicated or not feasible, institutions could organize a lunch or dinner meeting one evening during one of these conferences to specifically discuss regional issues like this military transfer credit topic. A last option would be to organize a separate roundtable discussion back in the local area, ideally held at the David L. Stone Education Building on JBLM Lewis-Main.

The objective of this strategy is to facilitate a conversation aimed at increasing understanding in the region about working with military students who may look to leverage their past training as credit and use their experience as a basis for advancing into higher course levels for technical programs. This would begin to standardize college and university interpretation of past military experience and training for credit, and increase the institutions' ability to proactively support military students.

Local Action Steps

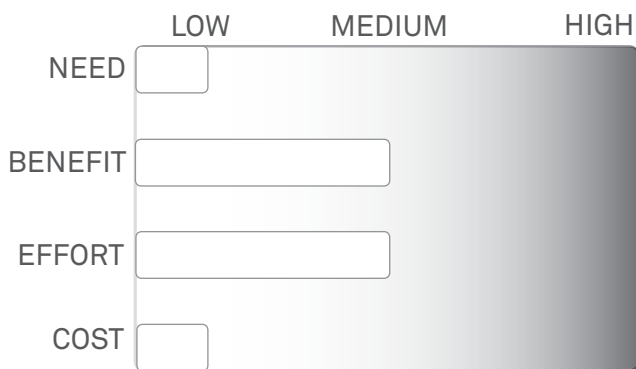
- **Step 1:** Prepare a summary or synopsis of a military transfer credit forum.
- **Step 2:** Pursue the addition of this topic to the agenda for annual conference:
 - PACRAO – April/May 2011 for Fall 2011 Conference, contact Board of Directors.
 - NASPA – September 2011 for Spring 2012 Conference, contact Program Coordinator.
- **Step 3:** Identify a moderator from other installations with current military-related transfer credit policies or JBLM AES representative.
- **Step 4:** Confirm the program and format of the roundtable.

Potential Funding Source(s)

Leveraging existing conferences can mitigate cost; however, if held locally, cost would be shared among organizing institutions.

Strategy 3.08

Enhance Marketing of Online Higher Education Programs



Regional Impact:



Lead Partners: Regional Partnership, Region Institutions Offering Online Degree Programs

Cost: \$20,000 to \$50,000

Regional Need and Benefits

During the planning process, education providers indicated that deployed Soldiers are potentially ideal candidates for their online programs. Likewise, these programs are good ways to maintain educational consistency in times of duty station changes or other geographic relocations related to work with the military.

An institution's traditional capacity for courses depends on its ability to staff them and have available classroom space to accommodate. In the case of online courses, classroom space is often times not necessary, and supply of courses is based on the number of instructors available and enrollment levels.

Direct benefits to this effort are:

- By enhancing marketing for online programs to military-connected students, colleges and universities are able to reduce enrollment in standard classes that (especially in the case of community colleges) are over enrolled and in high demand.
- There is speculation that online courses can be a source of positive mental health – especially during deployments, when Soldiers are able to concentrate their minds on additional study in off hours as opposed to dwelling on the experience at hand.

- Candidates who are unsure about jumping into a full-time program can ease into continuing education and full degree programs by enrolling online.

Local Action Steps

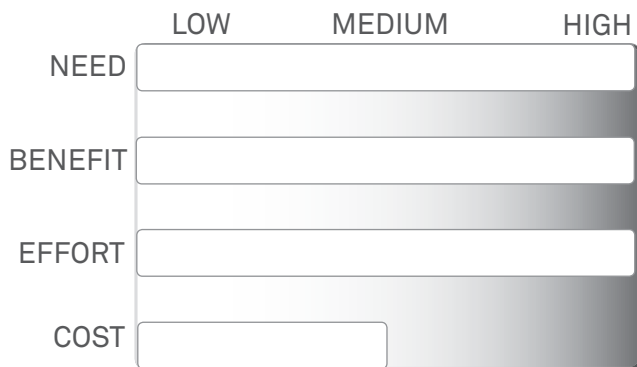
- **Step 1:** Define current methods that Soldiers use to seek out information regarding higher education programs offered both on and off base.
- **Step 2:** Develop and test core marketing messages to communicate the value of online programs to Soldiers.
- **Step 3:** Determine the supply of online course space suitable for marketing to Soldiers and related budget for effective marketing efforts.
- **Step 4:** Develop a marketing implementation plan, based on predetermined budget.

Potential Funding Source(s)

Individual institutions who choose to promote online programs for Soldiers.

Strategy 3.09

Expand Access to TRICARE Providers



Regional Impact:



Lead Partners: Regional Partnership, TPCHD

Cost: Cost of lobbying efforts, cost of physician recruitment (\$250,000 to \$300,000 per physician)

Regional Need and Benefits

The JBLM region has a shortage of TRICARE providers concentrated in key municipalities and provider specialties. In particular, the communities immediately outside of JBLM have a shortage of accessible primary care providers. The solution to this issue is two-fold: recruit additional physicians to the region, and increase the reimbursement rates for physicians and non-physician providers, including dentists.

There is a need for nearly 200 additional health care provider full-time equivalents (FTEs) in the JBLM region to meet the community’s needs following military and civilian population growth. There is a substantial need to recruit pediatricians and Ob/Gyns to Pierce County to support both the existing residents in the community and new military population. More medical specialists are needed in Pierce County, as well as surgeons in both Pierce and Thurston counties (refer to the Health Care Appendix). Existing regional providers must work together to recruit these physicians to the region.

Regarding distribution, the JBLM Growth Coordination Plan provides the ideal opportunity to address the critical TRICARE provider shortage areas. As military families move to different communities away from the base, new shortage areas may become apparent. As such, TriWest, the Madigan

Army Medical Center, civilian providers, and local communities must work together to consistently manage and meet those needs.

One of the greatest needs for beneficiaries is to increase TRICARE reimbursement for physician and non-physician providers (including dentists) in the JBLM region. TRICARE reimbursement rates are modeled after Medicare maximum allowable charges; however, regional contractors have the purview to negotiate lower payment rates. As such, TRICARE network providers are typically reimbursed at rates lower than Medicare, and in some cases are reimbursed at rates lower than Medicaid once negotiated discounts are applied. This low reimbursement rate disincentivizes both non-network providers from participation in the TRICARE network, as well as network providers from increasing their TRICARE patient panel. Due to the importance of TRICARE beneficiaries to the JBLM region, it is imperative that TRICARE reimbursement rates for physician and non-physician providers (including dentists) and facility-based outpatient services increase to optimize beneficiaries’ access to medical services.



Higher TRICARE reimbursement will have a substantial benefit to the JBLM region. Increased reimbursement for physician and non-physician providers will result in:

- Improved access to health care services for all eligible TRICARE beneficiaries.
- Enhanced provider retention and recruitment efforts in the region, increasing the number of appointment slots available at local physician offices.
- Physicians' and dentists' investment in practice enhancements, including quality, staff, and information technology.

Local Action Steps

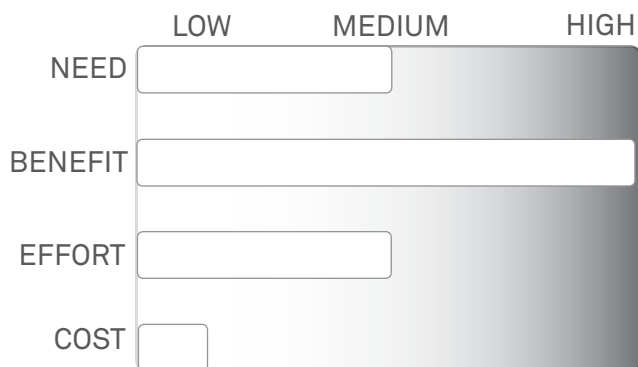
- **Step 1:** Leverage the power of the Regional Partnership to lobby national legislators for improved TRICARE reimbursement rates.
- **Step 2:** Develop a comprehensive plan with compelling incentives to direct beneficiaries to on- and off-base urban growth centers with higher densities of TRICARE network providers.
- **Step 3:** Educate TRICARE beneficiaries about free or low cost services for families.

Potential Funding Source(s)

Local public health departments and health care providers.

Strategy 3.10

Increase Military Access to Free or Low-cost Community Recreation and Leisure Programs



Regional Impact:



Lead Partners: Regional Partnership, MWR

Cost: \$5,000

Regional Need and Benefits

Leisure and recreation service providers have suggested the formation of a coalition that will allow coordination with MWR as a single entity. A specific opportunity is to work with JBLM to allow federal reimbursement to city or county departments that offer recreation programs serving military families. The reimbursement program could be similar to the existing arrangement that JBLM and the federal government have with the YMCA, where the YMCA is reimbursed and memberships are provided free or at reduced cost to military families. Such an arrangement could be applied to coordinated offerings by local recreation and leisure service providers. The YMCA program may be discontinued in its current form, and it is not funded at the level required to fill all of the requests received from military families. YMCA facilities are not located to conveniently serve military families in need of free or reduced services.

United Way of Pierce or Thurston County may be another option for funding or reimbursements for recreation programs that serve military families. Other funding sources would likely need to be identified to address a broader spectrum of needs and to encompass the entire region affected by

JBLM growth. Engaging military families in recreation and leisure activities can reduce stress and improve mental and physical health. Investment in preventative programs can reduce the need for intervention and the costs associated with social, health, and emergency services.

Local Action Steps

- **Step 1:** Research the existing reimbursement programs and determine the feasibility and process to expand or institute similar programs.

Potential Funding Source(s)

United Way, Community Health Grants, and private foundations such as the Robert Wood Johnson Foundation, which supports active living initiatives.

Recommendation

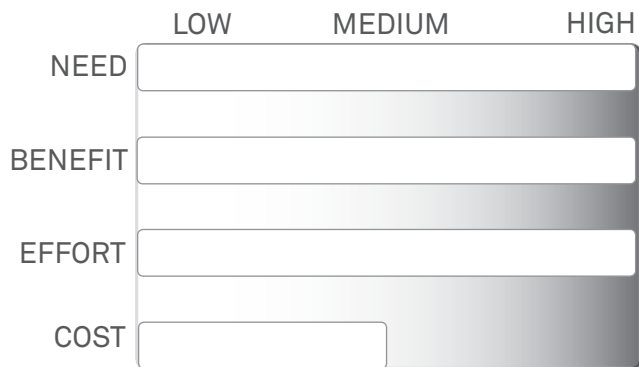
4

PROMOTE JBLM
AS A CENTER OF REGIONAL
ECONOMIC SIGNIFICANCE

To support economic opportunities related to JBLM growth, the region must address planning and economic development challenges by developing policies that support JBLM as a region-shaping institution. A coordinated approach to regional land use (with JBLM as a partner) could further the local goals of walkable communities, clustered development, environmental health, jobs/housing balances, regional mobility, and economic development within the policy context of Washington State's Growth Management Act. Proactive workforce development and construction contracting policies will enable the region to fully capture the economic benefits of JBLM growth.

Strategy 4.01

Conduct a Joint Land Use Study



Regional Impact:



Lead Partners: Regional Partnership, JBLM, Pierce and Thurston Counties, City of Lakewood

Cost: \$250,000 to \$300,000 (Joint Land Use Study)

Regional Need and Benefits

Since the early 1990s, JBLM has grown and changed in ways that impact both immediately adjacent lands, as well as the regional landscape. Changes include the significant increase in military-related population, the nature and intensity of operations on range lands and at airfields, and construction activities. Similarly, surrounding communities that accommodate incoming military families have continued to grow and develop in both intended and unanticipated ways, adding development pressure on rural areas, sensitive habitats, and lands adjacent to and near the base. The following issues need to be analyzed so that regional and local comprehensive plans can address them:

- Change in aircraft platforms (e.g., helicopter) and flight patterns, which have resulted in different noise levels and extents.
- Growth surrounding the community, which has encroached into Clear Zones and Accident Potential Zones (APZs).
- Traffic and off-base maneuver impacts, electromagnetic and radio frequency interference, explosives storage setbacks, and other impacts such as light, dust, smoke, odors, or vibration.
- Encroachment related to threatened prairie lands habitat and native species in the region.

- Encroachment by surrounding development.
- Need for improved definitions for land use compatibility with specific JBLM operations on base.

Improved land use compatibility will reduce encroachment on the joint base and lessen impacts on residential and other sensitive lands off base. Recommendations for compatible land uses should be developed and used by affected jurisdictions in their planning and zoning efforts. JBLM should also seek to acquire property in the Clear Zone.

In the case of prairie land preservation, there is an opportunity to preserve valuable habitat that can also serve as a buffer for military operations.

A Joint Land Use Study (JLUS) is a cooperative planning process, funded by the OEA, that identifies potentially incompatible land uses around military installations, quantifies the impacts of base operations on surrounding land uses, and recommends strategies to mitigate incompatibility and encroachments. The McChord Air Force Base and Fort Lewis JLUS conducted in 1992 is notably dated; a new JLUS is suggested to provide up-to-date data regarding impacts, to recommend new land use strategies region-wide that appropriately reflect current conditions, and to improve regional policy consistency.

This strategy would affect JBLM and those portions of surrounding jurisdictions that are within aircraft safety zones, identified noise level contours, or are affected by other specific base impacts. A Military Influence Planning District (MIPD) should be established to define the extent of the Plan study area.

Local Action Steps

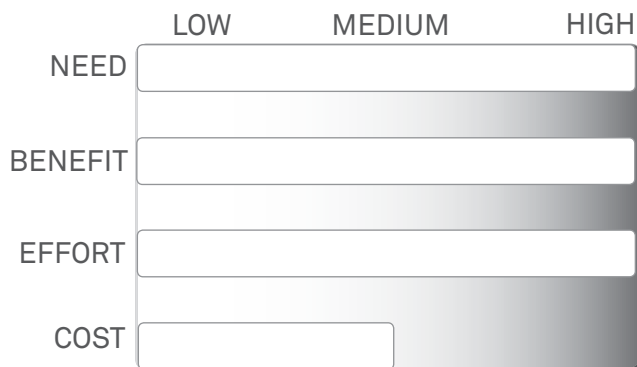
- **Step 1:** Work with the JBLM Community Planning staff to nominate the installation for a JLUS and identify local jurisdiction(s) as the Plan sponsor (Pierce County, Thurston County, and/or Lakewood). Update the Air Installation Compatible Use Zones (AICUZ) data, if necessary, to support the JLUS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

Potential Funding Source(s)

DoD/OEA, Army Compatible Use Buffer (ACUB) program, Readiness and Environmental Protection Initiative (REPI)- for acquisition of land or easements for conservation.

Strategy 4.02

Provide More Housing Choices for Military Families in Transit-Oriented Neighborhoods



Regional Impact:



Lead Partners: Regional Partnership, Builders Association of Pierce County and Olympia Master Builders, Local Community Planners

Cost: \$200,000 to \$750,000

Regional Need and Benefits

This strategy acknowledges the need to work directly with planners and developers to build more housing choices in areas near the base or in transit-oriented development nodes in the region. The intent of this strategy is to provide additional rental options for military personnel and families in areas near the base that are most impacted by military-related growth.

While forecasted growth at JBLM does not indicate a housing shortage, it is apparent in some communities that the lack of quality rental housing is affecting the character of some traditional single-family neighborhoods and housing products in infill areas are not accommodating military family needs. This occurs when the limited supply of rental apartments increases pressure on single-family homeowners to rent their homes.

Rental housing can come in different forms in different communities. No single type should be forced as a “one size fits all” solution. In more urban areas, mid-level flats might be appropriate, while in suburban areas, duplexes or apartments within a mixed-use development might be more acceptable. The emphasis here would be to encourage rental housing development to meet the needs of military personnel and young professionals not ready to purchase a home. Unique to the military is the demand for larger living units of three bedrooms or

greater. Apartments of that size are limited within the marketplace, which forces Soldier families to look for single-family rental units. This strategy encourages local planners to develop land use policies and incentives to facilitate development that targets the needs of military personnel and families. The strategy should also work with JBLM to promote awareness of such housing choices among military personnel and families.

The cities of Lakewood and Tacoma have regionally adopted centers designated in PSRC’s Vision 2040 that should result in higher densities and potentially in transit-oriented nodes. Furthermore, the buildable lands requirement of the GMA (Revised Code of Washington [RCW] 36.70A.215) requires local jurisdictions to identify vacant and redevelopable lands that could support higher density residential development.

The Regional Partnership should advance this strategy by meeting with local planners to examine opportunities to encourage this targeted development in areas within 5 miles of JBLM’s main gates or in areas where transit-oriented development is suited. Additional master planning, subarea planning, or environmental review should be considered for the following nodes in the jurisdictions most heavily impacted by military-related growth over the past decade and that are anticipated to be impacted in the future:



- Tacoma Dome Area / Brewery District
- South Tacoma Station area
- Lakewood Towne Center
- Lakewood Station area
- DuPont
- Lacey Woodland District
- Lacey Hawks Prairie

This strategy primarily applies to communities within 5 miles of JBLM gates or within transit-oriented development nodes.

Local Action Steps

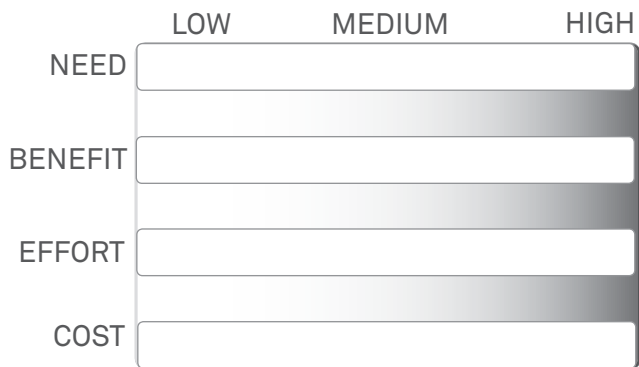
- **Step 1:** Work with local planners to incorporate rental housing in GMA plans in areas close to JBLM or in transit-oriented development nodes.
- **Step 2:** Local governments must prepare local area redevelopment plans to identify vacant or redevelopment sites that could support higher density residential development. Examine zoning to ensure compatibility with development goals.
- **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.
- **Step 4:** Inform builders/developers about how to get involved with military housing projects outside the fence.
- **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.
- **Step 6:** Consult with the RCI developer at JBLM to consider its interest in building military rental housing outside the fence.
- **Step 7:** Hold developer workshops to inform them about Army standards for military housing and BAH considerations by rank.

Potential Funding Source(s)

HUD Sustainable Communities Initiative Grant projects, existing city budgets, or private initiatives.

Strategy 4.03

Upgrade JBLM Wastewater Treatment Facility



Regional Impact:



Lead Partners: Regional Partnership, JBLM Public Works, U.S. Army Corps of Engineers

Cost: \$91,220,000

Regional Needs and Benefits

The Tatsolo Point Wastewater Treatment Plant (WWTP) is operated by JBLM and treats wastewater from Madigan Army Medical Center, the Veteran’s Hospital at American Lake, and from the former Fort Lewis Army Post, McChord Air Force Base, and Camp Murray National Guard Station. Since the facility is located on base and treats only wastewater generated within JBLM, it could be viewed as outside the subject matter of this study. However, the WWTP (also known as Solo Point WWTP) discharges treated wastewater to Puget Sound. As such, the surrounding communities and Puget Sound can be affected by plant effluent.

Population increases at JBLM due to Grow the Army will result in corresponding increases in pollutant loading reaching Puget Sound. The impacts from this loading were determined to be significant in the recent GTA EIS. These impacts are not due to the capacity of the plant, but rather to its outmoded treatment processes. The JBLM Department of Public Works anticipates that NPDES permit exceedances could occur within the next 5 years, primarily for failure to achieve required percent-removal of Biological Oxygen Demand (BOD), and effluent exceedances of permitted BOD, chlorine, and pH parameters. To this end, JBLM Public Works has been actively pursuing the best course of action to take to maintain compliance. A document prepared for the U.S. Army Corps of Engineers and Fort Lewis Public Works titled the *Fort Lewis Wastewater Fea-*

sibility Study (dated August 2009) evaluated the physical and operational status of the treatment facility, examined a range of treatment alternatives, and made recommendations. To protect the waters of Puget Sound, the environment and surrounding communities, and given the age of the existing Tatsolo Point WWTP, the facility should be upgraded or replaced as soon as possible

At this time, JBLM Public Works is actively pursuing funding to implement the recommended treatment solution.

Local Action Steps

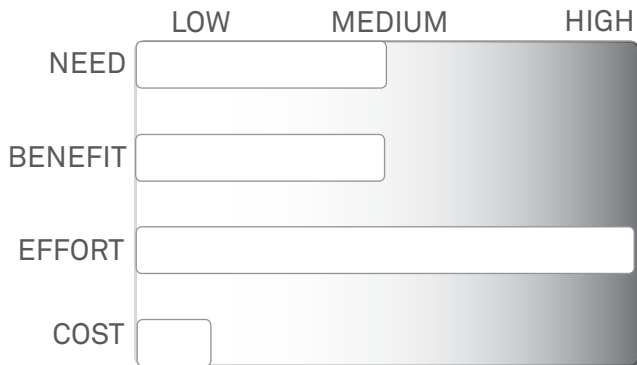
- **Step 1:** JBLM Public Works should continue to actively pursue funding for upgrade/replacement of the WWTP. Coordinate with local community development agencies and with U.S. military procurement mechanisms to promote the need to secure funding.
- **Step 2:** JBLM to implement short-term repairs and upgrades to treatment facilities as necessary to maintain compliance with their NPDES permit.

Potential Funding Source(s)

DoD.

Strategy 4.04

Develop a JBLM Regional Policy Considerations Guide



Regional Impact:



Lead Partners: Regional Partnership, Local and Regional Planning Jurisdictions

Cost: \$35,000 to \$60,000

Regional Need and Benefits

The Washington State GMA requires that Pierce and Thurston counties and the seven incorporated jurisdictions in the study area (Lakewood, DuPont, Steilacoom, Lacey, Yelm, Roy, and Tacoma) have comprehensive plans to plan for and facilitate future population growth. The continued population growth in the region through 2015 is not expected to result in the need for additional land capacity. Rather, the increased military population is expected to exacerbate the planning challenges currently felt. Different policy approaches to development in rural areas, for instance, will result in unique planning challenges for those areas as they feel the effects of military-related growth. In addition, many GMA plans in the study area do not include recognition of JBLM as a region-shaping institution and significant economic and cultural engine.

To begin to speak with “one voice,” the region (led by a new JBLM Regional Partnership) should establish a unified understanding of the importance of the joint base through a uniform narrative in regional planning documents and by developing a more consistent policy approach to its growth in the surrounding communities. A more consistent approach to regional land use (with JBLM as a partner) could further the local goals of walkable com-

munities, clustered development, environmental health, jobs/housing balances, regional mobility, and economic development. JBLM, PSRC, TRPC, Pierce and Thurston counties, and local communities would benefit from the following actions:

- Develop a “JBLM Regional Policy Considerations Guide” with JBLM and Washington State as a resource for local planners to use during the comprehensive plan updates (to be completed in 2014) and for countywide planning policies. The guide should include background text on JBLM operations and policies associated with economic development and affordable housing opportunities. The guide should also develop sample policies to assist funding partnerships of initiatives.
- Include JBLM growth in TRPC and PSRC growth strategies.
- Work with regional and community planners to identify and mitigate off-base impacts of on-base development.
- Inform local jurisdictions and legislative councils of the unintended consequences relating to “six-pack” water rights exemptions that allow for higher density development to locate in rural areas not planned for urban growth.

Local 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.
- **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.
- **Step 3:** Relay the resource guide recommendations to area councils.

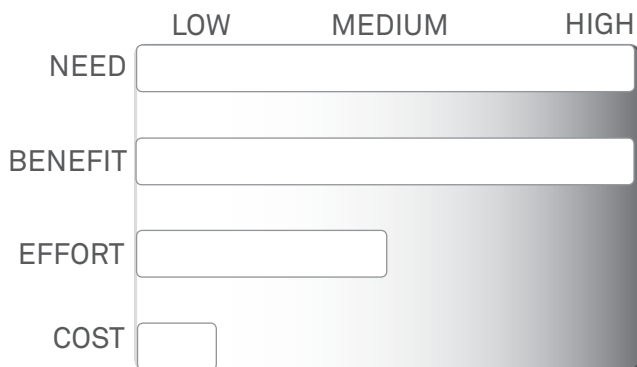
Potential Funding Source(s)

DoD/OEA, existing local planning budgets.



Strategy 4.05

Train Local Firms on Federal Procurement Procedures



Regional Need and Benefits

According to data provided by the JBLM Base Command, during the 2010 to 2016 period, it is projected that approximately \$2.4 billion of construction spending will occur on JBLM. This will have significant impacts on the region's economy, far beyond just the construction sector. Some of the planned projects include new barracks to house enlisted Soldiers, 563 new family housing units, a new town center development (Freedom's Crossing), expanded medical and behavioral health facilities, and much more.

To capitalize on this projected spending, the region's construction firms must be knowledgeable about the federal procurement process and how to qualify to bid on federal construction contracts. While nearly all prime contractors will consist of large national and regional construction companies, many subcontracting opportunities will be available for the region's contracting firms.

Local Action Steps

- **Step 1:** PTAC coordinates with regional and local groups currently providing similar services.
- **Step 2:** PTAC convenes a meeting with key partners to assess geographic and topic area coverage to plan contracting workshops and to ensure they are tailored to JBLM construction opportunities.

Regional Impact:



Lead Partners: Regional Partnership, Procurement Technical Assistance Center (PTAC), JBLM Contracting

Cost: \$40,000/yr + \$30,000 for marketing and counseling

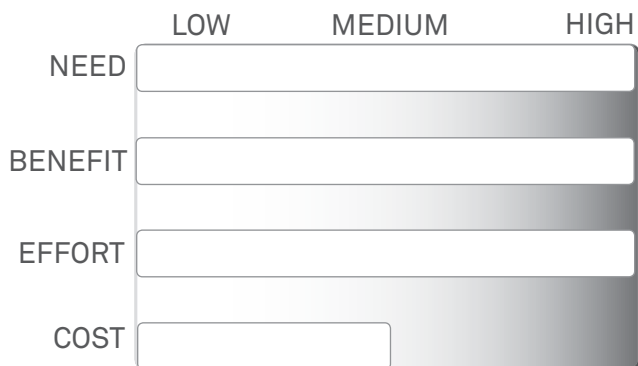
- **Step 3:** Master Builders Associations market the workshops to contractors within the region.
- **Step 4:** Chambers of Commerce sponsor the workshops, which are conducted by PTAC and other service providers currently engaged in similar efforts.
- **Step 5:** If necessary, adjust existing training programs to be consistent with the new workshops. All workshops will specifically address JBLM construction contract opportunities.
- **Step 6:** Seek OEA funding for continuation of workshops.

Potential Funding Source(s)

Chambers of commerce and contributions from construction industry firms.

Strategy 4.06

Recruit Local Subcontractors on JBLM Construction Projects



Regional Impact:



Lead Partners: Regional Partnership, JBLM Contracting Office, Chambers of Commerce, Building & Construction Trade Councils

Cost: \$200,000 to \$300,000

Regional Need and Benefits

To maximize local contracting opportunities, prime contractors at JBLM must seek subcontracting relationships with local firms. While the magnitude of the contracts will make it necessary to hire local firms, the amount of contracts staying within the region can vary. One way to increase the potential capture by local construction firms is to encourage and assist the prime contractors in finding qualified local companies.

Local Action Steps

- **Step 1:** The Regional Partnership would hire an ombudsman contract specialist to work directly with JBLM prime contractors to assist them in finding qualified local contractors.
- **Step 2:** The ombudsman assembles lists of prequalified contractors by specialty trade.
- **Step 3:** The ombudsman attends the contractor workshops to present requirements for becoming a qualified federal subcontractor.
- **Step 4:** The ombudsman works with the prime contractors and assists in marketing and advertising contracting opportunities and meeting with prospective contractors.

- **Step 5:** The ombudsman provides one-on-one counseling to local companies to help them qualify.
- **Step 6:** The Regional Partnership designs and hosts an “open house” event for local contractors to meet prime contractors and review contracting needs and the procurement process.

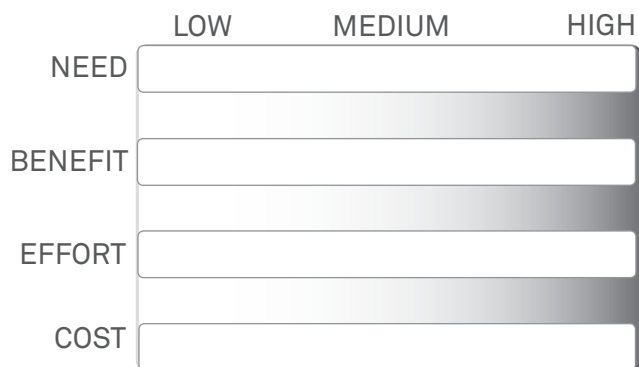
Potential Funding Source(s)

Chambers of commerce and contributions from construction industry firms.



Strategy 4.07

Support Workforce Development of Retired Military and Spouses and Analyze Emerging Industries



Regional Impact:



Lead Partners: Regional Partnership, Washington State Employment Security Department’s Unemployment Insurance (UI) Division, Pacific Mountain Workforce Consortium, and Tacoma-Pierce County Workforce Development Council

Cost: Training Programs (\$4.5 million to \$5 million); Industry Impact Study (\$40,000)

Regional Need and Benefits

The transition of military personnel and their spouses to private sector employment is often a difficult one. Skills developed in the military and honed over many years are not always transferable to the local economy, or their application in the private sector is not obvious. Military family members also face a difficult situation as they are often overshadowed by the military mission of their spouses. Further compounding these difficulties is the current economic situation. As of March 2010, unemployment in Pierce County was 10.8% and Thurston County 8.7%. For military personnel and families to make a successful transition to the private workforce, new skill sets must be learned. A systematic employment transition program should be established to provide customized training programs and to connect military personnel and family members with local employment opportunities.

A new Joint Base Reemployment Center (JBRC) is proposed on base to support an organizational structure with training capacity in Pierce and Thurston counties. The JBRC will focus employment and training services on military personnel and their families. The goal of the JBRC will be to create a pool of highly skilled, culturally sensitive and diverse workers ready to go to work in Pierce and Thurston counties.

The JBRC will employ existing training infrastructure and online delivery platforms to meet the educational needs of the targeted population. While this program will deliver most of its services on-base, additional services will be provided at other locations, in particular, existing WorkSource locations in Pierce and Thurston counties.

The JBRC program approach is three-phased. First, a leadership team should be established to engage the partner organizations and other stakeholders, including the business community and local chambers of commerce, to design employment and training assistance programs. An Impact Study should be conducted during this phase, as well, to identify skill gaps within the region’s major industries and identify new and emerging industries that will benefit from an increased pool of skilled workers. The public education system, in particular, technical and community colleges, will be used to deliver training resources.

Phase 2 will focus on recruitment and training. JBRC will open with services offered on base and at several existing WorkSource Affiliate sites. The JBRC will also leverage in Thurston County the Heroes at Home program, and the Military Spouse Career Advancement Initiative currently in operation in Pierce County. Participant demographics and ac-

tivities will be entered and tracked through Washington's web-based data collection system SKIES (Services, Knowledge and Information Exchange System). Program partners should also conduct business outreach to targeted industries to connect program participants with job opportunities.

Phase 3 should focus on placement services. Program participants will work with case managers and program stakeholders to match their skills with job opportunities.

Local Action Steps

- **Step 1:** Apply for and obtain National Emergency Grant (NEG) from the U.S. Department of Labor.
- **Step 2:** Establish a Leadership Team to serve in an advisory capacity for the duration of the project.
- **Step 3:** Conduct an Impact Study to identify existing skill gaps within the region's major industries and identify new and emerging industries that will benefit from an increased pool of skilled workers.

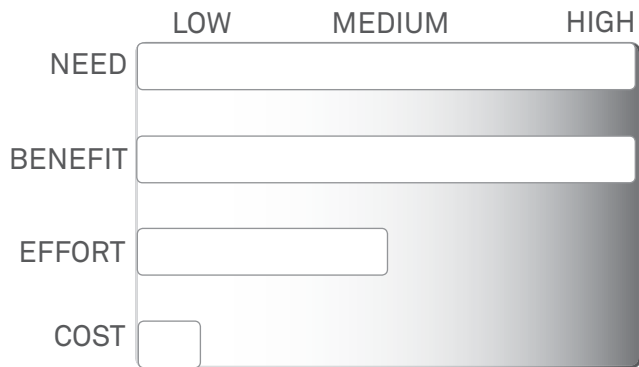
Potential Funding Source(s)

Department of Labor National Emergency Grant.



Strategy 4.08

Improve Policy Coordination in the Region



Regional Impact:



Lead Partners: Regional Partnership, JBLM – Public Affairs, Chambers of Commerce, Planning Departments

Cost: Staff time: \$10,000 to \$15,000/year.
Guidance: \$25,000 to \$35,000

Regional Need and Benefits

Coordination is key to land use compatibility between JBLM and surrounding communities and reducing encroachment on the JBLM mission. An improved communication structure and process for community and military planners will yield opportunities to support improved land use compatibility and policy consistency, guiding land use and natural resource conservation in the region. The success of this strategy will depend on institutionalizing cooperative planning among jurisdictions and service providers, establishing specific responsibilities, and identifying appropriate staff to administer those responsibilities.

The Regional Partnership should consider the following assignments within the existing jurisdictional structure to assist policy decisions related to land use and growth management and to exchange data related to population and employment:

- Delegate the Army’s Community Planner under the Department of Public Works to be the staff liaison and point of contact to coordinate local jurisdictional planning needs in perpetuity.
- Explore areas for regular JBLM participation with regional and local standing committees related to growth management planning.

- Work with JBLM and the Regional Partnership to establish a method for formal information sharing related to changes in joint base operations and air traffic, proposed construction of major facilities, incoming military personnel, deployments, and other significant changes related to the national defense that may affect multiple policy arenas.
- Work with the JBLM Community Planning staff to develop interim guidance for communities on land use compatibility for different types of JBLM operations, and identify locations of potential future land use incompatibility. Draft a “Military Lands Compatible Use” issue paper for use during comprehensive plan updates, due in 2014.
- Assign key Regional Partnership staff the role of communicating with State of Washington and United States congressional representatives, base and military leadership, and other government decision makers to influence state, federal, and DoD policymaking that affects the region, but for which decision-making authority lies outside the purview of regional stakeholders. Such policies might include statewide or federal transportation policy, such as the Washington Transportation Plan 2030, appropriations, or Pentagon-level decisions affecting TRICARE.

- Encourage agencies and local jurisdictions to conduct a joint planning session to address common water supply challenges in implementing GMA plans and accommodating military-related growth in areas south of JBLM.

Local Action Steps

- **Step 1:** The Regional Partnership would instigate and encourage jurisdictional support / formalization of responsibilities and specific staff roles.
- **Step 2:** Research opportunities for federal/state commissioned policy guidance.

Potential Funding Source(s)

Included in start-up costs of the Regional Partnership, potentially funded by OEA, grants, or membership driven.

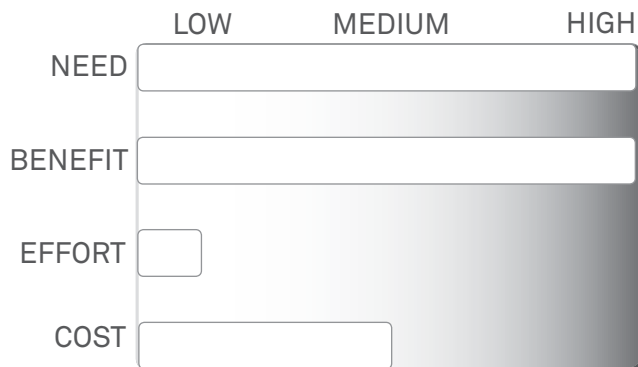


Recommendation **5** IMPROVE SUPPORT FOR MILITARY FAMILIES

Families supporting military personnel are stressed in an environment where their loved ones are stationed abroad and the burden of raising kids and managing every-day life away from extended family support can feel daunting. This recommendation calls for expanding the availability of services that support military families. The strategies within this recommendation support families dealing with issues as varied as domestic violence, behavior health issues, day care assistance, and improving schools for military kids. Streamlining schools on JBLM is one of several capital-intensive strategies recommended in the Plan.

Strategy 5.01

Enhance Domestic Violence Services in the Region



Regional Impact:



Lead Partners: Regional Domestic Violence Organization/Coalitions, Army Community Services, Local Law Enforcement

Cost: \$260,000 to \$500,000

Regional Need and Benefits

The JBLM region has historically experienced high rates of domestic violence and child protective services utilization. The rate of domestic violence is expected to increase in the future as rates of Post-Traumatic Stress Disorder (PTSD) related to multiple military deployments increase. Unfortunately, despite the great needs for services, recent funding cuts and the resulting staffing cuts have significantly impacted the availability of services in the region. In addition, the loss of dedicated staff has resulted in reduced coordination between the Family Advocacy Program at JBLM and community providers (refer to the Social Services Appendix). Two primary actions would significantly improve the availability of services in the region.

First, there is a need to employ an additional domestic violence legal services program based in the Lakewood area to support JBLM. The Pierce County YWCA has recently lost four employees in its legal services program as a result of funding cuts. Good legal support during family law cases involving domestic violence has been shown to prevent further violence, allow the victim and their children to maintain safe housing and financial support, and ensure that the perpetrator gets appropriate interventions. As such, there is a proven benefit to all parties involved in domestic violence cases. As

stated, the only existing legal services program in the region is provided by the YWCA in Pierce County; however, no funding is available for the YWCA to expand services. As such, there is a need for additional sustainable funding from another source to support this beneficial and needed service.

Secondly, there is a need to create a formal partnership between Pierce and Thurston County domestic violence programs and the Family Advocacy Program at JBLM. Historically, this relationship has been dependent on individuals in each organization to maintain. In addition, the Family Advocacy Program has MOUs with many of the existing community programs. However, as staffing cuts are made, these relationships often suffer. Given the expected increase in behavioral health needs in the region, there is a strong incentive to improve and expand that relationship between organizations to include each staff person, as well as organizational leadership. As these partnerships are strengthened, there is also a need to ensure that services are coordinated with JBLM and community pediatric and family medicine services.



Local Action Steps

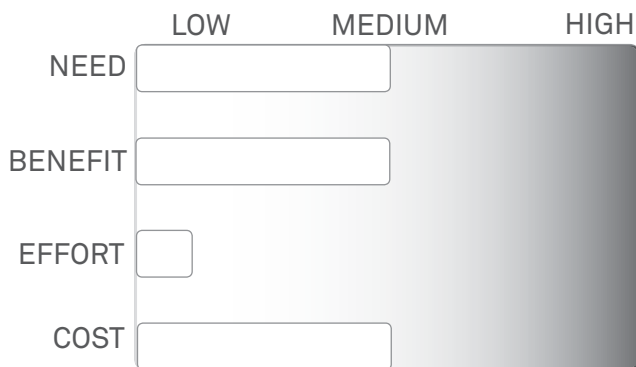
- **Step 1:** Secure sustainable funding for an additional legal advocacy team.
- **Step 2:** Hire an additional legal advocacy team to be located in the Lakewood area.
- **Step 3:** Create a formal relationship between the military and community domestic violence programs, with an emphasis on understanding the services provided by each respective organization.

Potential Funding Source(s)

Federal funding support for defense communities, private foundations (for example: the Avon Foundation for Women).

Strategy 5.02

Increase the Availability of Qualified Child Care Providers and Expand After-School Program Capacity



Regional Impact:



Lead Partners: Regional Partnership, Child Care Resource and Referral, Boys and Girls Club of South Puget Sound

Cost: Cost of After-school Program Expansion; \$100,000 to \$200,000; Cost of developing an after-school program, \$120,000 to \$130,000 annually

Regional Need and Benefits

According to the Defense Manpower Data Center, 43% of active duty military service members have children. As of January 2009, 40% of military children were zero to 5 years old, 32% were 6 to 11 years old, and 25% were 12–18 years old. As such, it is essential to have programs in place to allow military families with children to thrive.

For families with young children, this includes the availability of affordable child care. Affordable child care options allow military spouses to work outside of the home to supplement the military service member's income. However, in the absence of affordable child care, many spouses (or unmarried partners) are unable to work. Currently, child care providers report a significant shortage in affordable child care in the region. JBLM-based child care, which is the most affordable option for families, is currently struggling to meet the demand, particularly for children under the age of two. Through a partnership with the NACCRRRA, the military offers fee assistance for all families seeking child care services off post with a qualified provider, regardless of income. However, the region currently has a shortage of providers who meet the appropriate qualifications. In addition, the cost to become qualified is often greater than many providers can afford. As such, there is a need to subsidize the training of existing providers in the region to obtain the appropriate certifications.

For families with older children (10–18), there is a need for additional after-school programs in the region. After-school programs for this age group are proven to keep children and teens engaged in educational activities and safe. Recently, funding cuts have reduced the availability of these services. Aside from the availability of services, the greatest barrier to accessing these programs is transportation. Many of these children need transportation not only from school to the program, but from the program home. If these programs are developed in an existing school, transportation costs are reduced because school buses can be used.

Local Action Steps

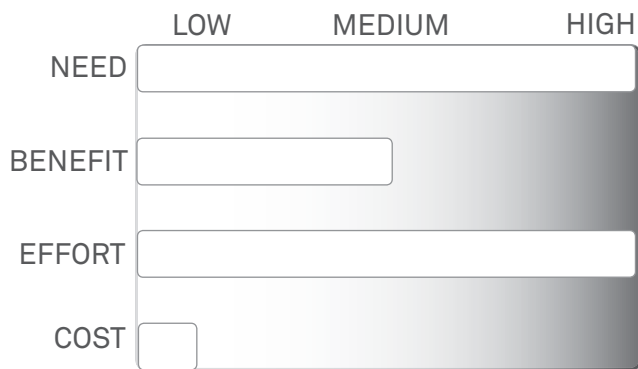
- **Step 1:** Secure funding to support the training of additional child care providers.
- **Step 2:** Secure funding to support the expansion of after-school programs in the region.
- **Step 3:** Develop additional after-school programs for teens based in an existing middle school with a high military population.
- **Step 4:** Develop transportation services to and from after-school programs for teens or coordinate with existing resources to extend service hours.

Potential Funding Source(s)

Federal funding support for defense communities, grant funding for provider training.

Strategy 5.03

Increase Department of Education Impact Aid Funding to Districts



Regional Impact:



Lead Partners: Regional Partnership, Regional School Districts

Cost: \$30,000 to \$90,000 / year

Regional Need and Benefits

Some regional school districts choose not to participate in the annual pursuit of Impact Aid funding through the U.S. Department of Education due to its onerous application and auditing processes. Complicating their decision to do so is the fact that the program is delay funded, meaning that school districts receive payment from the government a year following the application year. Furthermore, U.S. Congress is appropriating funds at levels well below what is needed. FY11 funding is at 60% of need, as defined by law, so school districts are required to put forth the same level of work to receive declining levels of funding. The continued growth of military populations in the region further exacerbates the issue.

Growth in military-connected children has led to many districts needing additional classroom space, both permanent and temporary. In emergency situations, this additional expense has been the local taxpayers' responsibility – as Impact Aid is barely sufficient to cover the additional cost for teachers, books, and other operational needs related to serving military children.

By increasing Impact Aid funding to school districts (through increased coordination with state and federal Impact Aid representatives, Congress funding this at 100%, or by increasing the allotment per pupil), districts will be better able to address operations and facilities impacts specifically due to military growth.

Local Action Steps

- **Step 1:** Districts individually reach out to build stronger relationships with Impact Aid representatives and formally seek assistance when applying for Impact Aid.
- **Step 2:** Confirm regional school districts interested in pursuing issue.
- **Step 3:** Develop JBLM Education Impact Aid Delegation as part of Military Education Advisory Council.
- **Step 4:** Add Impact Aid funding coordination to agenda of Military Liaison of Military Education Advisory Council.

- **Step 5:** Determine need for contracted federal relations support to assist Military Liaison.
- **Step 6:** Develop JBLM Education Impact Aid Delegation.
- **Step 7:** Hire a federal relations support consultant.
- **Step 8:** Frame the issues and determine full funding needs per district to address military-related concerns annually.
- **Step 9:** Prepare a case statement to begin a platform for federal relations effort.
- **Step 10:** Meet with the U.S. Department of Education and congressional delegates' local and DC staff to present the issue.
- **Step 11:** Continue periodic efforts that pursue closure to the issue.

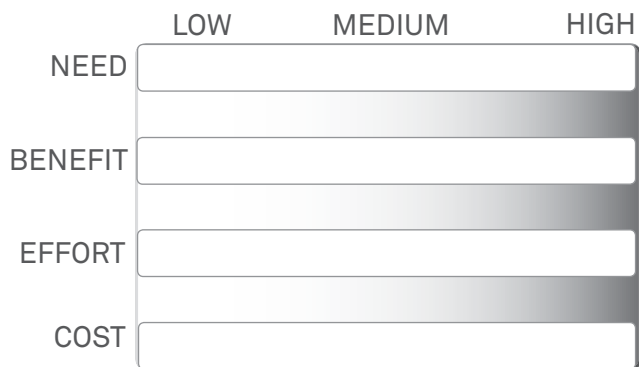
Potential Funding Source(s)

Leverage funding for Military Education Advisory Council; reinvest proportion of Impact Aid funding in current years per district.



Strategy 5.04

Consolidate and Replace Elementary Schools on JBLM and Relocate Middle School



Regional Impact:



Lead Partners: Regional Partnership, Clover Park School District, JBLM Garrison Command

Cost: \$207 million

Regional Need and Benefits

Since 2005, the Clover Park School District (CPSD) has engaged in a federal relations effort to raise awareness of the school facilities conditions issue on JBLM. In 2010, the district has made significant progress toward finding a federal resolution that would address two-thirds of the issue. As Congress continues to consider if and how they will address the need to replace six facilities and modernize one facility on JBLM, CPSD should continue to pursue full resolution through federal funding.

A master plan depicting the recommended on-base school replacement program was developed during the timing of this study between CPSD and JBLM to outline each project and the need it resolves. It is included within this strategy. A summary of that program follows:

- Construct one new, 450-student elementary school on JBLM Lewis-North to accommodate additional students projected through FY18 from new on-base housing growth.
- Consolidate Greenwood and Clarkmoor Elementary Schools into one, 650-student school.

- Replace Hillside Elementary with one new, 650-student elementary school.
- Replace Beachwood Elementary with one new, 450-student elementary school.
- Consolidate Carter Lake and Heartwood Elementary Schools into one, new 500-student school.
- Replace Evergreen Elementary with one new, 700-student elementary school that also accommodates a higher proportion of special needs students.
- Relocate Woodbrook Middle School on JBLM by building a new, 950-student school to accommodate a large and growing middle school population on-base.

In addition to pursuing federal funding of these facilities, CPSD will also need to begin planning with the Washington State OSPI with regard to its ability to obtain match funding for school construction projects.

Once funding is received for the construction of these facilities, CPSD will need to continue its planning and federal relations effort to secure a funding mechanism to recapitalize the facility and allow for effective maintenance of the new facilities to ensure they maximize their useful life.

Local Action Steps

- **Step 1:** Continue regular interaction with JBLM, Army, U.S. Department of Education, and Congressional staff to ensure that funding resolution is addressed.
- **Step 2:** Develop an emergency action plan to handle future student growth projections on base in the event that new facilities are not available.
- **Step 3:** Meet with OSPI members of the Construction Assistance Program to determine match funding available from the state of Washington.
- **Step 4:** Begin preliminary site planning efforts to ensure that projects are easily and quickly executable should funding become available.
- **Step 5:** Prepare a financial model to understand the maintenance funding needs over the life of the facility and additional funding requirements to fully renovate or replace the facilities at the end of its useful life.

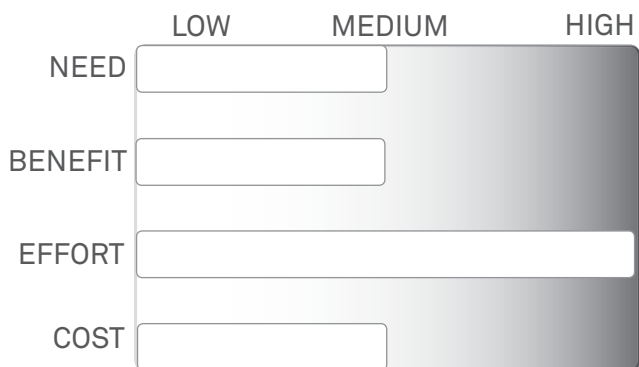
Potential Funding Source(s)

DoD, via Congressional appropriation.



Strategy 5.05

Identify Improvements for On-Base Behavioral Health and Social Services Facilities



Regional Impact:



Lead Partners: Regional Partnership, JBLM

Cost: Costs to be borne by JBLM

Regional Need and Benefits

Army Community Service and Madigan Army Medical Center providers have indicated that the physical space currently allocated to treatment and prevention services at JBLM are insufficient. The lack of sufficient space creates safety concerns for providers and also limits the number of beneficiaries able to access services on base at one time. Provider safety is a particular concern for programs that treat patients with behavioral health problems, including those with a history of domestic violence. If patients become violent in a small office space, the provider has little room to defend him or herself. In addition, these spaces are designed without adequate emergency notification systems. As such, providers do not have ample opportunity to alert others that they are in dangerous situations.

The need for behavioral health treatment services is increasing. Providers have indicated that Soldiers returning from Operations Iraqi and Enduring Freedom are presenting with higher acuity diagnoses as they return from second and third deployments. As such, it is imperative that providers receive needed support to most appropriately care for patients in a safe environment (refer to the Social Services Appendix).

Local Action Steps

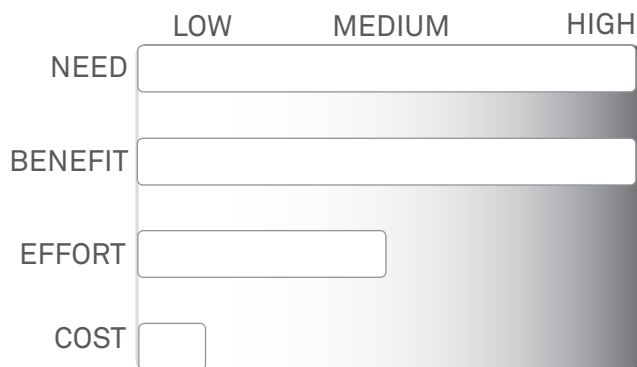
- **Step 1:** Identify opportunities for the expansion of treatment and prevention service space at JBLM.
- **Step 2:** Develop cost estimates for appropriate renovations and expansions.
- **Step 3:** Identify short-term improvements that are not related to physical space, such as upgrading the emergency notification system.

Potential Funding Source(s)

DoD.

Strategy 5.06

Identify a Child Care Community Liaison Representative for JBLM



Regional Impact:



Lead Partners: Regional Partnership, JBLM, Thurston County, and Tacoma-Pierce County Child Care Resource & Referral

Cost: \$30,000 to \$87,700/year

Regional Need and Benefits

Create a position for a JBLM Community Liaison would encourage collaboration and the sharing of information between on- and off-base child care providers. It may be that there is a person in employment whose job description could be modified for this role, but regardless this person will be responsible for increasing community awareness of happenings and family engagement on JBLM for off-base families. The community involvement of this individual will be specifically targeted to military families, agencies, and school districts serving the military community.

Similar to the School Liaison Office at JBLM for K–12 education, this position will work with CYSS and MWR services on base to ensure that all Early Childhood Learning (ECL) techniques are communicated to military families, providers, off-base agencies, and school districts. The intent is that any training or program enhancements or shortcomings for child care or ECL offered on base are then communicated to off-base families, providers, and agencies who can ensure continuity in programs and outreach to military families. This person will also be responsible for regularly providing child care supply and demand numbers to CCR&R with notifications of any changes in deployment or surges. Basically, this position is the child care “go-to” for those off-base organizations also serving the military community.

Local Action Steps

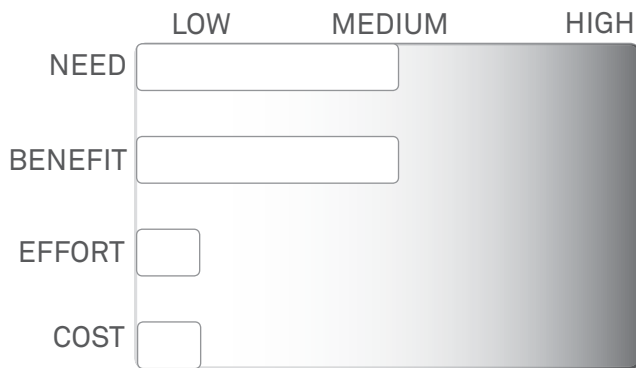
- **Step 1:** Draft a description for this position.
- **Step 2:** Determine whether this is a new position, or if there is a current position on JBLM that can incorporate the elements of the job description described above.
- **Step 3:** Once the position has been filled, establish an introductory meeting with CCR&R, First 5 FUNdamentals, and CPSD to see how this person can engage with the off-base community.
- **Step 4:** Meet with CCR&R to determine how military-specific information can best be integrated.

Potential Funding Source(s)

Funding from possible grant from Pilot Project S.O.S, NACCRRRA, U.S. Army via federal relations effort.

Strategy 5.07

Create a Military Family Life Awareness Course



Regional Impact:



Lead Partners: Regional Partnership, JBLM Community Youth Services (CYS) and regional school districts without Military & Family Life Consultants (MFLCs)

Cost: \$1,000 to \$5,000/course

Regional Need and Benefits

Educators indicated a desire to know more about the otherwise little-understood military family lifestyle. Having an understanding of this topic would better equip educators in lesson planning and their overall approach to teaching and responding to needs of military-connected children. Such a course would also increase a school district's proficiency in responding to military variables.

The focus of this course would be essentially "Military Families 101" (similar to what is provided in DoDEA's "Students at the Center" publication) and include such topics as:

- Rank structures.
- Military operations at JBLM.
- Permanent/temporary duty station changes.
- Deployment.
- Common military child attributes.
- Social, emotional, and academic needs.

Much of this knowledge exists among the Army's Military & Family Life Consultants (MFLC) who currently will begin work in schools on JBLM in

the FY11 school year. Each district interested in hosting a course on this topic can be responsible for outreach to their staff about the event and cover the cost of logistics; the Army can provide the MFLC presenter for the course. Ideally, this course would be most useful toward the beginning of a school year, perhaps in August.

Local Action Steps

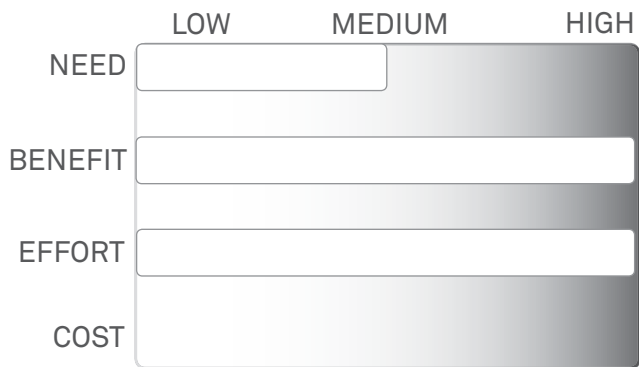
- **Step 1:** Identify districts interested in hosting a military family life course.
- **Step 2:** JBLM MFLCs determine a schedule and work with the districts to select a venue.
- **Step 3:** Create supporting course materials.
- **Step 4:** Districts promote the course.
- **Step 5:** Host course and measure feedback to improve course for following years.

Potential Funding Source(s)

School districts, Military & Family Life Consultant (MFLC) operating budgets.

Strategy 5.08

Establish a Live-Well Health Intervention



Regional Impact:



Lead Partners: Regional Partnership, JBLM MWR and Madigan Army Medical Center, Tacoma-Pierce County Health Department, Thurston County

Cost: \$75,000 to \$125,000/year

Regional Need and Benefits

Mission: Readiness, an organization of retired senior military leaders, has warned Congress that the overall fitness and health of our military is a rising threat to national security (April 2010). As the military-related population continues to grow, Madigan Army Medical Center and other area health providers are reporting upswings in the following preventable health conditions of service members:

- **Obesity / Overweight** – Approximately 20% of all male military recruits and 40% of female military recruits are too heavy to enter into the ranks. Many new recruits have to lose weight so they can pass the minimum standards in both the height/weight measurements and physical fitness tests. The implications of rising obesity for the U.S. military are especially acute given the recruiting challenges for high quality service members. Almost one in four applicants to the military is rejected for being overweight or obese, and it is the most common reason for medical disqualification .
- **Tobacco-Related Illnesses** – The most significant health risk factor in Pierce and Thurston counties other than obesity and overweight is tobacco use. Specifically, Thurston and Pierce counties have a higher percentage risk factor

(21%) relative to all of Washington State (17%) that is generally linked to military population at JBLM who smoke or chew tobacco. In many instances, Soldiers who are deployed may not smoke prior to deployment, but often pick up the habit while stationed in a combat zone. As a result, this population is more at risk of cancer and other tobacco-related diseases than the general population. Parents who smoke also subject their families to health risks and model tobacco use for the next generation.

- **Sexually Transmitted Disease** – Another significant health concern is the incidence of sexually transmitted diseases (STDs) reported by JBLM and Pierce County . The rates of Chlamydia and Gonorrhea, in particular, are much greater than the rates for the entire State of Washington. Madigan Army Medical Center and some health providers are currently collaborating in reporting cases, identifying sexual contacts, and ensuring treatment. Coordination with community providers would expand the reach.
- **Violence and Domestic Abuse** – Certain characteristics of military life and culture can make some families especially vulnerable to domestic violence. There have been roughly 25,000 cases of domestic violence in military families in the past decade; 20% of married

troops returning from deployment are planning a divorce. Problems in family relationships are reportedly four times higher following a deployment to Iraq or Afghanistan. In families where one of the spouses is deployed, instances of child abuse are 40% higher than average.

There are significant opportunities to improve the health status of the military and civilian population in the region through key policy changes, education, and outreach efforts – all of which would require significant deliberation with JBLM and community stakeholders. TPCHD's Community Action Plan process is an example of the type of effort involved that would be needed to expand the reach to JBLM and the larger study area. Prevention efforts can reduce the short-term need for health and social service providers and emergency department visits and hospitalization (thereby reducing the need for significant capital expenditures to expand these services). Long-term reduction in chronic disease would also save the taxpayers billions of dollars in health care and capital costs.

Because the military community is a cross section of our American society, a preventative approach to addressing these challenges through a regional health intervention is a cost-effective opportunity to serve the collective whole – one that aims at addressing core issues in society, rather than just “within the gate.” The Mission: Readiness organization, for example, has called on Congress to pass new child nutrition legislation that would: (a) get the junk food out of our schools; (b) support increased funding to improve nutritional standards and the quality of meals served in schools; and (c) provide more children access to effective programs that reduce obesity. The following provides the elements of a recommended regional “Live-Well” health intervention that could dramatically reduce the demand for already-strained JBLM and South Sound services:

- **Built Community** – Increase physical activity through planning compact communities and allowing for walking and biking. Implement Strategy 4.02 to provide more housing choices for military families.
- **Personal Mobility** – Provide non-motorized transit opportunities and infrastructure and safe walking and biking environs on and of base. Reduce auto emissions for healthy breathing.

Ensure that new roadway planning on and off base (Recommendation 6) also promotes walking and biking where appropriate.

- **Healthy Buildings** – Encourage green building practices on and off base with well-lit spaces and fresh air.
- **Thriving Landscapes** – Provide adequate recreation and open spaces opportunities within the study area that allow for personal respite or active outlets.
- **Green Infrastructure** – Protect the quality of water in the study area as a resource and amenity. Support low-impact development on and off base.
- **Healthy Food System** – Provide opportunities for agriculture, farmers' markets, and access to affordable nutritious food sources at JBLM's Freedom's Crossing development.
- **Healthy Community** – Provide centers and programs to support connected communities and health education and services. Enhance tobacco cessation and STD educational outreach. Implement Strategy 5.01 that addresses domestic violence.
- **Healthy Abundance** – Foster sustainable economic development and job opportunities that contribute to food and shelter security. Implement Strategies 4.05 through 4.07 to increase jobs in the region.

Many of the recommendations of this Plan partially address components of these elements. County and municipal governments are also working toward reshaping healthier built environments as funding allows. Opportunities to address other aspects of these elements should be tackled as funding opportunities arise. Initial steps should include addressing obesity, tobacco use, and STD issues, and raising awareness of the importance of “living well” and promoting health in the region.

Local Action Steps

- **Step 1:** Work with JBLM MWR, Madigan Army Medical Center, and health departments to jointly identify and apply to sources of funding for health prevention programs that reduce

short-term acute care needs and long-term chronic disease rates, targeting smoking, physical activity, nutrition, and sexually transmitted diseases.

- **Step 2:** Work with JBLM to encourage the principles of walkability, green building, and active and passive open spaces in the design of the Freedom's Crossing mixed-use development; no-smoking in public spaces; and healthy and local food opportunities (fresh fruit and vegetable stands) on JBLM.
- **Step 3:** Identify a health “champion” within the Regional Partnership who will be opportunistic about leveraging resources, finding funding, and working with JBLM and community stakeholders to address the elements of this strategy.
- **Step 4:** Review models for Live Well programs (e.g., Live Well Colorado) and Community Action Plans for Active Living and Healthy Eating (e.g., Pierce County) that can be applied to JBLM, area school districts, and across the South Sound. Explore funding opportunities to implement a regional effort.

Potential Funding Source(s)

DoD, Centers for Disease Control, Public Health Agencies, Municipal Planning Budgets, and/or partnerships from regional health care systems and product and service providers through promotion of their organizations

Sources for data cited in strategy:

<http://www.army.mil/-news/2010/10/01/46031-physical-readiness-training-standards-take-shape/>[11/15/2010 12:42:27 PM]

<http://www.military.com/military-fitness/weight-loss/troops-too-fat-to-fight>[11/15/2010 12:59:15 PM]

http://www.cbsnews.com/8301-504763_162-20020284-10391704.html[11/15/2010 12:40:06 PM]

Too Fat to Fight, A Report by Mission: Readiness – Military Leaders for Kids, April 2010

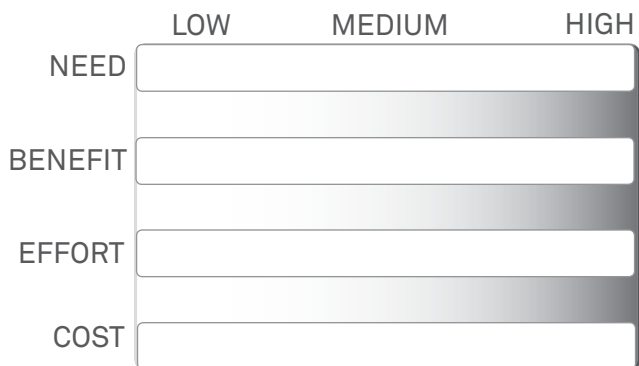


Recommendation 6 IMPROVE REGIONAL MOBILITY

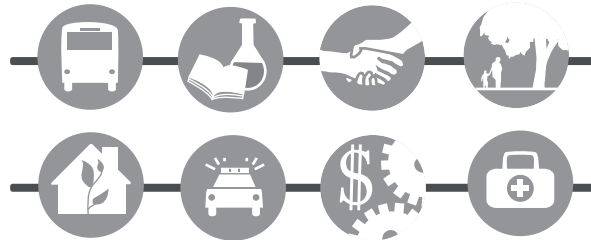
Mobility is a significant challenge to resolving many of the issues related to base operations, access to existing services, getting people to and from work, moving goods and services, and the quality of life of those who live in the study area. Insufficient regional mobility is an obstacle to the economic opportunities extended by JBLM-related growth, and the strategies to encourage improved travel options are complex and capital intensive. Strategies within this recommendation include improvements to Interstate-5, HOV and Transit Improvements, Transportation Demand Management Policies and Strategies, JBLM Gate and On-Post Improvements, and completing the Cross-Base Highway, to name a few.

Strategy 6.01

Improve Regional Mobility through I-5 Improvements



Regional Impact:



Lead Partners: Regional Partnership, JBLM, WSDOT, FHWA

Cost: Short-term - \$10 Million; Long-term - \$1 Billion

Regional Need and Benefits

JBLM’s primary mission is threatened by increasing congestion and safety issues on I-5. Base personnel and regional travelers currently experience significant amounts of delay along the stretch of I-5 that bisects the JBLM facilities. Other than a new interchange in DuPont in the 1990s, no significant improvements have been made to the freeway in either capacity or access since its initial construction. The section of I-5 that serves JBLM (mileposts 116 to 127) is a strategic corridor in terms of both the amount of freight that moves through it and the mobility it provides between Thurston and Pierce counties. The primary access gates to JBLM are immediately off of I-5 at several key interchanges that lack sufficient capacity to accommodate both existing and projected future demands. Many of the interchanges are nearing structural obsolescence (refer to the Transportation Appendix for further information).

The lack of alternative corridors or travel options for all travelers makes improvements to I-5 critical to the economic growth of the region. The initial planning work to date with all of the key stakeholders will facilitate the critical next steps, moving toward ultimate design and construction of much needed improvements along the I-5 corridor. The success of implementing capital improvements will depend on more explicit prioritization of needed improvements and incorporating those improvements in

key regional and local capital improvement plans. The improvement needs are significant but can be implemented in a series of smaller steps.

The following recommendations would assist in implementing the improvements in a manageable way:

Short-term:

- Construct Intelligent Transportation System (ITS) improvements including fiber optic line, conduit, closed circuit television (CCTV), variable message signs (VMS), ramp meters, and data stations between the Pierce/Thurston County line and SR 512, a segment of approximately 11 miles, per the WSDOT ITS Master Plan. This is a relatively low-cost (\$5.2 million), easily implemented action that would improve current operations.
- Perform an Interchange Justification Report (IJR) and conduct the necessary environmental analysis for the proposed improvements along I-5 between Center Drive and Thorne Lane, per the I-5 Transportation Alternatives Analysis study. This IJR and environmental analysis would facilitate receiving various approvals/permits and identify preferred design elements and impacts to position for future funding at the local, state, and federal levels. The estimated cost of this work is \$3.5 million.

- Develop a long-term master plan for I-5 through Thurston County and tie into the recommendations in the I-5 Transportation Alternatives Analysis study. The study focused on four interchanges in the vicinity of JBLM; however, the challenges in capacity and safety of the I-5 corridor extend beyond those four interchanges. As such, a master plan for I-5 through Thurston County would provide a long-term vision and implementation strategy for the entire I-5 corridor, both through JBLM and the region as a whole. The estimated cost for this work is \$1.5 million.

Long-term:

- Construct one additional northbound and southbound lane between Mounts Road and Thorne Lane, approximately 6 miles in length. This also includes reconstruction of the interchanges as necessary per the I-5 Transportation Alternatives Analysis study and examination of whether or not the new lanes could be designated as high-occupancy vehicle/high occupancy toll (HOV/HOT) lanes. This would only be done after the IJR and environmental analysis are completed and funding has been secured. This significant strategic capacity and safety improvement is estimated to cost approximately \$1 billion. These improvements would provide significant benefit to accessing JBLM and freight and regional traffic traveling through the area between Pierce and Thurston counties.

Local Action Steps

- **Step 1:** Continue outreach to local, state, and federal leaders to inform them of the identified improvement needs, economic benefits of implementing the improvements, and the required funding.
- **Step 2:** Integrate the recommended improvement projects into the long-term transportation plans of both the state and region.
- **Step 3:** Secure funding to complete the recommended short-term improvements such as ITS infrastructure, IJR and environmental analysis, and master plan.

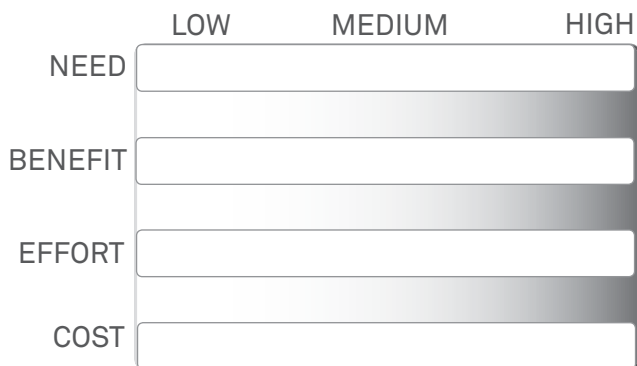
- **Step 4:** Work with the Washington State Legislature and U.S. Representatives to secure funding to implement the long-term improvements.
- **Step 5:** Begin preliminary design.

Potential Funding Source(s)

Federal Highway Administration (FHWA), Washington State Department of Transportation (WSDOT), PSRC and TRPC Surface Transportation Program (STP) funds, DoD/OEA (IJR and environmental analysis).

Strategy 6.02

Improve Regional Mobility through HOV and Transit Improvements



Regional Impact:



Lead Partners: Regional Partnership, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit

Cost: Short-term - < \$4 million
Long-term - \$60 million

Regional Need and Benefits

It is critical that capital and operational improvements be implemented that promote and encourage the use of transit and HOV. There is little opportunity or incentives for regional travelers and base personnel to consider alternative modes when either traveling to JBLM or between Thurston and Pierce counties. JBLM, transit agencies, and other regional partners (such as WSDOT, PSRC, and Sound Transit) should collaborate to promote increased use of HOV and transit by investing in capital and operational improvements that make these travel modes safe, efficient, and reliable. These types of facilities should be integrated with any I-5 improvements that are implemented (see Strategy 6.01).

The population and employment figures for JBLM are similar to many small and medium-sized cities; however, transit services and facilities at JBLM do not reflect the type of transit system citizens would have access to if JBLM were its own city and not a military base. To improve the transit system, significant funding and policy limitations for military installations need to be overcome at the national level. These relate to funding on- and off-post tran-

sit services, incentivizing carpooling or vanpooling through the addition of diamond lanes at the gates, enhanced security policies to promote HOV trips, and establishing parking management strategies to reduce the reliance on the single-occupant vehicle.

Actions needed to implement HOV and transit improvements include:

Short-term

- Promote changes in DoD policies that:
 - Eliminate barriers limiting the implementation of broader on- and off-post transit services;
 - Incentivize carpooling, vanpooling, or transit through enhanced security requirements resulting in improved access to the installation; and
 - Mandate military installations to develop comprehensive demand management strategies to reduce the reliance on the single-occupant vehicle.

(Without these actions, investments in transit and HOV facilities will not be as effective. Policy changes would likely require a significant amount of lobbying effort to achieve. Costs for such an effort are estimated to be \$250,000.)

- Fund and provide on-post shuttles through a contract with local service providers. The policies and strategies identified in Strategy 6.03 could help implement and fund on-post shuttles. An on-post shuttle system could link to existing and planned routes off post to become part of the regional transit system. The operation of an on-post shuttle system is estimated to cost approximately \$1 million per year.
- Provide diamond lanes for carpools, vanpools, and buses at major entry points (which could be based on time-of-day) to JBLM and on nearby exit ramps. This would encourage the use of carpooling and transit if wait times were significantly reduced for those modes when compared to single-occupant vehicles. It would also reduce delay for transit and HOV users, and reduce the number of vehicles traveling to and from the installation. The estimated cost of upgrading and providing diamond lane facilities at two major access locations is approximately \$2.5 million.

Long-term:

- Construct flyover bus stations at major base entry points, and/or multi-modal hubs external to the entry gates for transfer to an internal base circulation system. Transit facilities must be provided off post to link with those on post. This would also improve transit wait times and accessibility. Costs to provide multi-modal hubs external to the installation are estimated at approximately \$5 million, and major construction of flyover ramps can be as high as \$50 million.
- Construct multi-modal hubs and/or park-and-ride lots adjacent to but inside the base at major entry points, to allow for linkages to carpools, vanpools, and bus services once on post. Hubs provide users the ability to walk through the gates or park and take on-post shuttles to where they need to go. Construction of park-and-ride or other multi-modal transfer facilities is estimated to cost approximately \$2 to

\$15 million, depending on the location and type of facility.

Local Action Steps

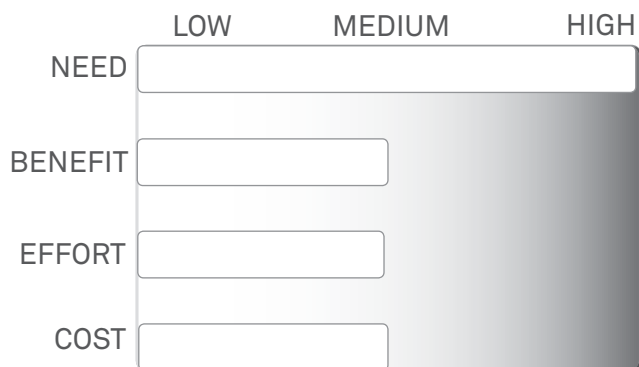
- **Step 1:** Identify funding sources and strategies to develop on-post transit services.
- **Step 2:** Develop operations agreements with transit agencies to provide on-post services.
- **Step 3:** Address national policies and security issues that prevent preferential treatment for carpool/vanpool and transit access, and the ability to fund and operate transit services for both on- and off-post.

Potential Funding Source(s)

Federal Mass Transit Benefit Program; Various FHWA and FTA formula and discretionary funding programs.

Strategy 6.03

Reduce Traffic Congestion through Transportation Demand Management Policies and Strategies



Regional Impact:



Lead Partners: Regional Partnership, DoD, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit

Cost: < \$250,000

Regional Need and Benefits

Reducing traffic congestion along I-5 and the surrounding access roadways in part relies on effective transportation demand management (TDM) strategies. Additional emphasis needs to be placed on the installation to reduce the number of vehicle trips to and from the installation by requiring greater participation in TDM measures. TDM measures are effective at reducing the number of vehicle trips, as well as quicker and less costly than any other transportation recommendation to implement. Stakeholders agree that pursuing several TDM strategies would increase the mode share for non-single occupant vehicle (SOV) trips to and from JBLM, and help develop programs and services that mirror cities with similar demographics.

To reduce reliance on SOV trips, thus reducing demand at congested access points, there should be greater promotion and enhancement of on-post transit services and transportation demand management (TDM) strategies. A multi-faceted approach to achieving this goal should be developed through the following initiatives:

- Work with the DoD to introduce additional policies related to HOV and transit-only access and security screening at installation gates. Existing security check points make it difficult to efficiently operate transit routes to and through the base. Opportunities to reduce delay for

transit and HOV users and provide a plan to operate transit routes on the installation are summarized as part of Strategy 6.02. The estimated costs and level of effort to address the policy barriers have already been included as part of Strategy 6.02.

- Work with DoD to authorize the funding and contracting of an on-post shuttle system using local transit service providers. Existing DoD policy prevents the base from funding a shuttle service on post that is operated by a local transit provider. An on-post shuttle system could link to existing and planned routes off post. The estimated costs and level of effort to address the funding barriers have already been included as part of Strategy 6.02.
- Expand the federal workforce program, including a requirement for all installation personnel (similar to the U-Pass program instituted at many colleges) to obtain a monthly bus pass, to allow continued and increased services from Pierce Transit and Intercity Transit, such as an on-post shuttle system. DoD allows installation personnel to enroll in the Mass Transportation Benefit Program (MTBP) and be reimbursed up to \$260 a month for travel costs, such as a monthly bus pass or vanpool fare. If made universal at the installation regardless of whether every person uses it or not, funding from this program could support an on-post shuttle sys-

tem akin to those in cities with similar population and employment to JBLM.

- Implement a program to allow JBLM personnel to use a vanpool/vanshare system for on-post mobility, potentially as a hybrid of the subscription vanpool service to the base. Vanpools are highly utilized and could appeal to more base personnel if the vans could be used throughout the day as shuttles for on-post travel needs. This will increase the amount of vanpooling and reduce the number of vehicle trips to the base.
- Develop a multi-agency marketing campaign and branding strategy to promote base-related transit and TDM services. A number of service providers and places offer information, making it difficult to understand options. Improve the installation website by assimilating information related to travel options into one spot for base personnel (also see Strategy 2.05).
- Increase the role of the base Commute Trip Reduction (CTR) Coordinator and designate and fund as a full-time position. Provide the resources and authority for this position to implement a more comprehensive TDM program for the installation.
- Coordinate with on-post service providers, such as health service providers, to locate some services off post to reduce the amount of service-related trips to the installation. This will also improve the overall accessibility to service providers for personnel, dependents, and veterans. Health care and other service-oriented related trips represent a portion of the total trips to and from the installation each day.

Local Action Steps

- **Step 1:** JBLM upgrades TDM efforts through marketing and on-base programs.
- **Step 2:** Transit agencies work with JBLM to identify funding strategies.
- **Step 3:** Identify and evaluate opportunities to enhance implementation of the MTBP offered by DoD.

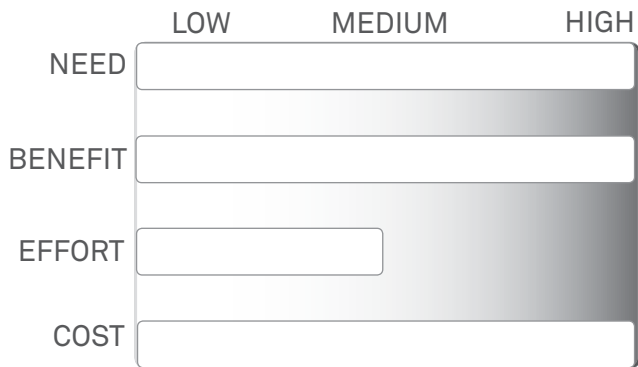
- **Step 4:** Pursue changes to federal DoD policies that restrict the ability to implement TDM strategies such as parking pricing / management, on-base shuttle service, flexible work schedules, etc.

Potential Funding Source(s)

Federal Mass Transit Benefit Program; various FHWA and FTA formula and discretionary funding programs.

Strategy 6.04

Improve JBLM Access and Circulation through Gate and On-Post Transportation Improvements



Regional Impact:



Lead Partners: Regional Partnership, JBLM, WSDOT

Cost: \$110 Million

Regional Need and Benefits

Key access points to JBLM are immediately adjacent to I-5 interchanges, all of which are severely constrained from a capacity standpoint. This constraint, coupled with security requirements, and lack of connections between McChord Air Field and Lewis Main, create additional circuitous travel, even for on-post trips. Initial planning work has been completed to identify the specific needs that will ultimately lead to a final design and construction of much-needed improvements. Both enhanced access to/from the installation combined with improved internal circulation options would reduce the amount of off-post travel and hence impacts on surrounding local roadways and I-5. Some of the improvements proposed are short term until significant I-5 improvements are fully implemented. Other improvements are long term and facilitate ultimate internal circulation needs and accommodate future growth. The list of improvements is as follows:

- Construct short-term improvements at the Center Drive Interchange to improve the existing emergency access gate for use during peak demand times. The existing gate was envisioned to be used on a temporary basis or in emergency situations. Since the existing DuPont Gate is unable to handle the demand during the PM peak period for base personnel who

live south in Thurston County, the Center Drive gate is opened every weekday to act as a “relief valve.” JBLM is coordinating closely with FHWA, WSDOT, and the City of DuPont to modify the existing access location to comply with safety design standards. This new design will improve safety at the interchange and provide needed capacity enhancement. The cost for this improvement is estimated to be \$2 million.

- The Military Surface Deployment and Distribution Command (SDDC) conducted a study and identified improvements at each of the JBLM entry and exit gates. The study recommends significant upgrades to each of the gates, such as consideration for the installation of potential diamond lanes to encourage carpools, vanpools, and transit at the major gates (see Strategy 6.02, *Improve Regional Mobility through HOV and Transit Improvements*). Improvements to enhance and reduce security-related screening are an important part of the overall transportation strategy. The total cost of these improvements is estimated at \$91 million and would be the primary responsibility of JBLM.

- The base consolidation from Lewis and McChord to JBLM means significant coordination between each area is now required. Providing a direct connection between the two areas is a high priority to reduce out-of-direction travel and improve safety. To provide for better on-post circulation, a new arterial roadway (referred to as the Joint Base Connector) is proposed and would provide the direct connection between the Lewis and McChord areas that currently does not exist. This new roadway would be the primary responsibility of JBLM and is estimated to cost approximately \$17 million.

Local Action Steps

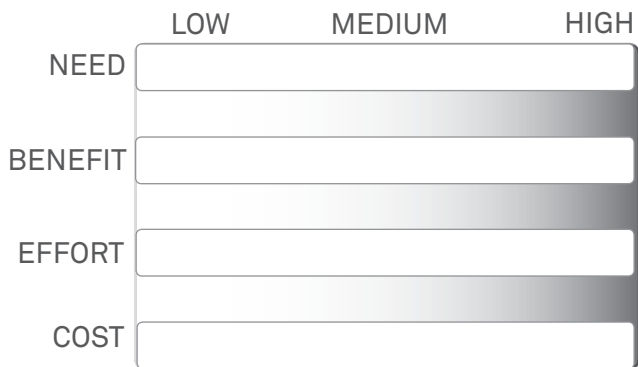
- **Step 1:** Design and construct improvements to the Center Drive interchange.
- **Step 2:** Coordinate with adjoining agencies regarding high priority gate improvements.
- **Step 3:** Incorporate HOV and transit access improvements into the design of the upgraded gates.
- **Step 4:** Fund the remaining portions of the Joint Base Connector to provide a roadway fully within the security perimeter.

Potential Funding Source(s)

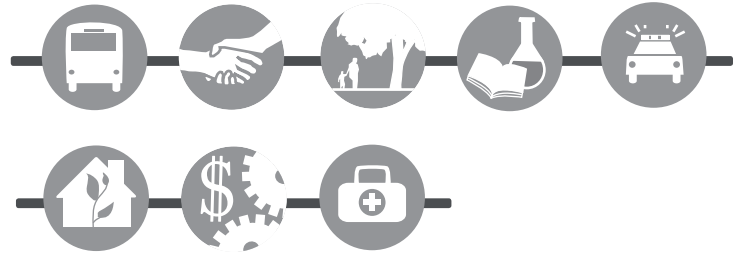
DoD.

Strategy 6.05

Improve Regional Mobility by Completing the Cross-Base Highway



Regional Impact:



Lead Partners: Regional Partnership, WSDOT, FHWA

Cost: \$453 Million (WSDOT 2006 dollars)

Regional Need and Benefits

WSDOT’s Cross-Base Highway (SR 704) will provide regional travelers with a new 6-mile-long, multi-lane divided highway beginning at the I-5/Thorne Lane interchange (Exit 123) at the west end, connecting to 176th Street at SR 7 at the eastern terminus. This new east–west route will ease congestion on I-5, State Routes 512 and 7, Spanaway Loop Road, 152nd/Military Road, and 174th Street by providing a route through instead of around JBLM. It is expected to significantly improve regional east–west travel, reduce I-5 congestion, and improve overall accessibility to the installation. The project includes construction of a significantly larger and improved I-5 interchange at Thorne Lane SW, consistent with the recommendations in the I-5 Alternatives Analysis study, which includes a new road connecting Gravelly Lake Drive SW to Thorne Lane SW and construction of a roadway/railway grade separation. The project also includes a pedestrian /bicycle separated pathway west of I-5 between Gravelly Lake Drive and Thorne Lane.

The Cross-Base Highway is expected to significantly improve northern and eastern access to the base and eliminate the need to exit the secure perimeter when travelling between JBLM McChord Field and JBLM Lewis Main. These installation benefits and improvements are due to the new interchange at the intersection of the Cross-Base Highway and the

Joint Base Connector roadway, which will include a grade-separated crossing and allow the Joint Base Connector roadway to be fully within the perimeter of JBLM. The interchange will provide improved accessibility to the installation for military personnel residing east of the base in the communities of Spanaway, Frederickson, Graham, and Puyallup.

Environmental review and design are complete for the project, while the right-of-way acquisition is ongoing. The remaining portions of the project have a total estimated cost of \$453 million (based on 2006 dollars).

The segment between Spanaway Loop Road and SR 7 was completed in August 2009. No funding has been identified for the remaining segments, but the highway remains in WSDOT and PSRC’s long range plans.

Local Action Steps

- **Step 1:** Identify and secure funding.
- **Step 2:** Re-evaluate and update designs for the I-5 Thorne Lane interchange based on the results of the I-5 Transportation Alternatives Analysis project.

Potential Funding Source(s)

WSDOT, Federal Highway Administration (FHWA).

SUMMARY OF STRATEGIES

Sorted by:

- Resource Area
- Cost
- Type

All Resource Areas

1.01	Establish a Regional Partnership to Coordinate Community & Military Planning Services	\$130,000 - \$170,000/year	Regional Partnership
1.07	Promote the Creation of a Washington State Military Affairs Commission	\$12,000 - \$18,000/year	Washington State Governor's Office, JBLM, Regional Partnership, PSRC's Prosperity Partnership - Washington Defense Partnership
2.01	Monitor JBLM Population and Housing Changes	Existing Resources	Regional Partnership, JBLM Public Affairs Office, Chambers of Commerce, Planning Departments
2.04	Establish and Maintain a Single Online Source of Regional Service and Program Information	\$100,000	Regional Partnership
2.05	Conduct a Military Use, Preferences, and Needs Survey	\$230,000 - \$300,000	Regional Partnership, JBLM, PSRC, and TRPC
3.02	Improve Outreach to Underserved Population(s)	Existing Resources	All stakeholders

Child Care

1.06	Establish Military Child Care Stakeholder Meetings	\$250/meeting	Regional Partnership, First 5 FUNDamentals
2.02	Adapt Existing Child Care Online Database to Track Military-Specific Data	\$70,000 - \$140,000	Washington State Child Care Resource & Referral, National Association of Child Care Resource and Referral Agencies (NACCRA), JBLM
5.02	Increase the Availability of Qualified Child Care Providers and Expand After-school Program Capacity	\$220,000 - \$330,000	Regional Partnership, Child Care Resource and Referral, Boys and Girls Club of South Puget Sound
5.06	Identify a Child Care Community Liaison Representative for JBLM	\$30,000 - \$87,700/year	Regional Partnership, JBLM, Tacoma-Pierce County Child Care Resource and Referral

Economics

1.04	Hold Regular Forum to Identify Local Contracting Opportunities	\$25,000	Regional Partnership, local economic developers, JBLM Public Affairs Office
2.08	Study Retail Spending Changes Resulting from New Commercial Development on JBLM	\$30,000	Regional Partnership
4.05	Train Local Firms on Federal Procurement Procedures	\$40,000/year + \$30,000	Regional Partnership, Procurement Technical Assistance Center (PTAC), JBLM Contracting
4.06	Recruit Local Subcontractors on JBLM Construction Projects	\$200,000 - \$300,000	Regional Partnership, JBLM Contracting Office, Chambers of Commerce, Building & Construction Trade Councils
1.02	Establish a Military Education Advisory Council	\$100,000/year	Regional Partnership, JBLM-impacted School District



Education

1.03	Hold Annual Forum on Military Behavioral Health	\$15,500 - \$21,000/year	Regional Partnership, Madigan Army Medical Center
2.03	Establish Centralized Military Resources Library for Educators	\$25,000 - \$37,500	Regional Partnership, JBLM-impacted School District Administrators
3.07	Leverage Military Experience as Higher Education Credit	\$1,000 - \$5,000	Regional Partnership, Enrollment/recruitment staff of military-serving colleges and universities
3.08	Enhance Marketing of Online Higher Education Programs	\$20,000 - \$50,000	Regional Partnership, Region institutions offering online degree programs
4.07	Support Workforce Development of Retired Military and Spouses and Analyze Emerging Industries	\$4.5 - \$5 Million (training); \$40,000 (impact study)	Regional Partnership, Washington State Employment Security Department's Unemployment Insurance (UI) Division, Pacific Mountain Workforce Consortium, Tacoma-Pierce Workforce Development Council
5.03	Increase Department of Education Impact Aid Funding to Districts	\$30,000 - \$90,000/year	Regional Partnership, Regional School Districts
5.04	Consolidate and Replace Elementary Schools on JBLM and Relocate Middle School	\$207 Million	Regional Partnership, Clover Park School District, JBLM Garrison Command
5.07	Create a Military Family Life Awareness Course	\$1,000 - \$5,000/course	Regional Partnership, JBLM Community Youth Services (CYS) and regional school districts without Military Family Life Consultants (MFLCs)

Health Care

1.05	Enhance Collaboration Among JBLM Regional Health Providers	Existing Resources	Regional health service providers, Madigan Army Medical Center
2.06	Complete a Comprehensive Behavioral Health Study	\$200,000 - \$500,000	Regional Partnership, Regional Behavioral Health Providers, Madigan Army Medical Center, VA Puget Sound Health System
2.07	Conduct a Study of Dental/Oral Health Service Gaps	\$150,000 - \$310,000	Regional Partnership, Tacoma-Pierce County Health Department, Thurston County Public Health and Social Services, Lindquist Dental Clinic for Children
3.09	Expand Access to TRICARE Providers	\$250,000 - \$300,000	Regional Partnership, TPCHD
5.08	Establish a Live-Well Health Intervention	\$75,000 - \$125,000/year	Regional Partnership, JBLM MWR, Madigan Army Medical Center, Tacoma-Pierce County Health Department, Thurston County Health Department



Land Use

4.01	Conduct a Joint Land Use Study	\$250,000 - \$300,000	Regional Partnership, JBLM, Pierce and Thurston Counties, City of Lakewood
4.02	Provide More Housing Choices for Military Families in Transit-Oriented Neighborhoods	\$200,000 - \$750,000	Regional Partnership, Builders Association of Pierce County and Olympia Master Builders, Local Community Planners
4.04	Develop Regional Policy Considerations Guide	\$35,000 - \$60,000	Regional Partnership, local and regional planning jurisdictions
4.08	Improve Policy Coordination in the Region	\$25,000 - \$35,000	Regional Partnership, JBLM - Public Affairs, Chambers of Commerce, Planning Departments

Public Safety

3.04	Establish Levels of Service for Safety and Emergency Services Consistent with Federal Government Standards	\$22,500 - \$25,000	Regional Partnership
3.05	Establish Consistent Safety and Emergency Protocols to Improve Responses to Military-Related Incidences Off Base	\$10,000 - \$20,000	Regional Partnership, JBLM Directorate of Emergency Services, Police and Fire Divisions, City of Lakewood Police Department
3.06	Close Existing Regional Safety and Emergency Service Gaps	\$30,000 - \$35,000	Regional Partnership

Quality of Life

3.10	Increase Military Access to Free or Low-Cost Community Recreation and Leisure Programs	\$5,000	Regional Partnership, MWR
------	--	---------	---------------------------

Social Services

3.01	Establish a Regional Social Services Coordination, Collaboration, and Outreach Office	\$415,000 - \$450,000/year	Regional Partnership, United Ways of Pierce and Thurston County, City of Lakewood
3.03	Enhance Basic Needs Services in the JBLM Region	Existing Resources	Regional Partnership, United Way
5.01	Enhance Domestic Violence Services in the Region	\$260,000 - \$500,000	Regional domestic violence organizations/coalitions, Army Community Services, local law enforcement
5.05	Identify Improvements for On-Base Behavioral Health and Social Services Facilities	Borne by JBLM	Regional Partnership, JBLM



Transportation

6.01	Improve Regional Mobility through Interstate 5 Improvements	\$1.1 Billion	Regional Partnership, WSDOT, FHWA
6.02	Improve Regional Mobility through HOV and Transit Improvements	\$64 Million	Regional Partnership, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit
6.03	Reduce Traffic Congestion through Transportation Demand Management Policies and Strategies	\$250,000	Regional Partnership, DoD, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit
6.04	Reduce Military-Related Impacts on I-5 Flow through JBLM Gate and On-Post Improvements	\$110 Million	Regional Partnership, JBLM, WSDOT
6.05	Increase Access to and on JBLM; Complete the Cross-Base Highway	\$453 Million	Regional Partnership, WSDOT, FHWA

Utilities

4.03	Upgrade JBLM Wastewater Treatment Facility	\$91,220,000	Regional Partnership, JBLM Public Works, U.S. Army Corps of Engineers
------	--	--------------	---

Low Cost

1.05	Enhance Collaboration Among JBLM Regional Health Providers	Health Care	Existing Resources
2.01	Monitor JBLM Population and Housing Changes	All	Existing Resources
3.02	Improve Outreach to Underserved Population(s)	All	Existing Resources
3.03	Enhance Basic Needs Services in the JBLM Region	Social Services	Existing Resources
5.05	Identify Improvements for On-Base Behavioral Health and Social Services Facilities	Social Services	Borne by JBLM
1.06	Establish Military Child Care Stakeholder Meetings	Child Care	\$250/meeting
3.07	Leverage Military Experience as Higher Education Credit	Education	\$1,000 - \$5,000
3.10	Increase Military Access to Free or Low-Cost Community Recreation and Leisure Programs	Quality of Life	\$5,000
5.07	Create a Military Family Life Awareness Course	Education	\$1,000 - \$5,000/course
1.07	Promote the Creation of a Washington State Military Affairs Commission	All	\$12,000 - \$18,000/year
3.05	Establish Consistent Safety and Emergency Protocols to Improve Responses to Military-Related Incidences Off Base	Public Safety	\$10,000 - \$20,000
1.03	Hold Annual Forum on Military Behavioral Health	Education	\$15,500 - \$21,000
3.04	Establish Levels of Service for Safety and Emergency Services Consistent with Federal Government Standards	Public Safety	\$22,500 - \$25,000
1.04	Hold Regular Forum to Identify Local Contracting Opportunities	Economics	\$25,000
2.08	Study Retail Spending Changes Resulting from New Commercial Development on JBLM	Economics	\$30,000
4.08	Improve Policy Coordination in the Region	Land Use	\$25,000 - \$35,000
3.06	Close Existing Regional Safety and Emergency Service Gaps	Public Safety	\$30,000 - \$35,000
2.03	Establish Centralized Military Resources Library for Educators	Education	\$25,000 - \$37,500
4.05	Train Local Firms on Federal Procurement Procedures	Economics	\$40,000/year + \$30,000

Low Cost Continued

3.08	Enhance Marketing of Online Higher Education Programs	Education	\$20,000 - \$50,000
4.04	Develop Regional Policy Considerations Guide	Land Use	\$35,000 - \$60,000
5.06	Identify a Child Care Community Liaison Representative for JBLM	Child Care	\$30,000 - \$87,700/year

Medium Cost

4.06	Recruit Local Subcontractors on JBLM Construction Projects	Economics	\$200,000 - \$300,000
6.03	Reduce Traffic Congestion through Transportation Demand Management Policies and Strategies	Transportation	\$250,000
2.05	Conduct a Military Use, Preferences, and Needs Survey	All	\$230,000 - \$300,000
3.09	Expand Access to TRICARE Providers	Health Care	\$250,000 - \$300,000
4.01	Conduct a Joint Land Use Study	Land Use	\$250,000 - \$300,000
2.07	Conduct a Study of Dental/Oral Health Service Gaps	Health Care	\$150,000 - \$310,000
5.02	Increase the Availability of Qualified Child Care Providers and Expand After-school Program Capacity	Child Care	\$220,000 - \$330,000
3.01	Establish a Regional Social Services Coordination, Collaboration, and Outreach Office	Social Services	\$415,000 - \$450,000/year
2.06	Complete a Comprehensive Behavioral Health Study	Health Care	\$200,000 - \$500,000
5.01	Enhance Domestic Violence Services in the Region	Social Services	\$260,000 - \$500,000

High Cost

4.02	Provide More Housing Choices for Military Families in Transit-Oriented Neighborhoods	Land Use	\$200,000 - \$750,000
4.07	Support Workforce Development of Retired Military and Spouses and Analyze Emerging Industries	Education	\$4.5 - \$5 Million (training) \$40,000 (impact study)
6.02	Improve Regional Mobility through HOV and Transit Improvements	Transportation	\$64 Million
4.03	Upgrade JBLM Wastewater Treatment Facility	Utilities	\$91,220,000
6.04	Reduce Military-Related Impacts on I-5 Flow through JBLM Gate and On-Post Improvements	Transportation	\$110 Million
5.04	Consolidate and Replace Elementary Schools on JBLM and Relocate Middle School	Education	\$207 Million
6.05	Increase Access to and on JBLM; Complete the Cross-Base Highway	Transportation	\$453 Million
6.01	Improve Regional Mobility through Interstate 5 Improvements	Transportation	\$1.1 Billion

Capital Project

4.03	Upgrade JBLM Wastewater Treatment Facility	Utilities	Regional Partnership, JBLM Public Works, U.S. Army Corps of Engineers
5.04	Consolidate and Replace Elementary Schools on JBLM and Relocate Middle School	Education	Regional Partnership, Clover Park School District, JBLM Garrison Command
5.05	Identify Improvements for On-Base Behavioral Health and Social Services Facilities	Social Services	Regional Partnership, JBLM
6.01	Improve Regional Mobility through Interstate 5 Improvements	Transportation	Regional Partnership, WSDOT, FHWA
6.02	Improve Regional Mobility through HOV and Transit Improvements	Transportation	Regional Partnership, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit
6.04	Reduce Military-Related Impacts on I-5 Flow through JBLM Gate and On-Post Improvements	Transportation	Regional Partnership, JBLM, WSDOT
6.05	Increase Access to and on JBLM; Complete the Cross-Base Highway	Transportation	Regional Partnership, WSDOT, FHWA

Coordination

1.01	Establish a Regional Partnership to Coordinate Community & Military Planning Services	All	Regional Partnership
1.02	Establish a Military Education Advisory Council	Education	Regional Partnership, JBLM-impacted School District Administrators
1.03	Hold Annual Forum on Military Behavioral Health	Education	Regional Partnership, Madigan Army Medical Center
1.04	Hold Regular Forum to Identify Local Contracting Opportunities	Economics	Regional Partnership, local economic developers, JBLM Public Affairs Office
1.05	Enhance Collaboration Among JBLM Regional Health Providers	Health Care	Regional health service providers, Madigan Army Medical Center
1.06	Establish Military Child Care Stakeholder Meetings	Child Care	Regional Partnership, First 5 FUNdamentals
1.07	Promote the Creation of a Washington State Military Affairs Commission	All	Washington State Governor's Office, JBLM, Regional Partnership, PSRC's Prosperity Partnership - Washington Defense Partnership
2.01	Monitor JBLM Population and Housing Changes	All	Regional Partnership, JBLM Public Affairs Office, Chambers of Commerce, Planning Departments
4.08	Improve Policy Coordination in the Region	Land Use	Regional Partnership, JBLM - Public Affairs, Chambers of Commerce, Planning Departments
5.06	Identify a Child Care Community Liaison Representative for JBLM	Child Care	Regional Partnership, JBLM, Tacoma-Pierce County Child Care Resource and Referral



New/Modified Program

2.02	Adapt Existing Child Care Online Database to Track Military-Specific Data	Child Care	Washington State Child Care Resource & Referral, National Association of Child Care Resource and Referral Agencies (NACCRRA), JBLM
2.03	Establish Centralized Military Resources Library for Educators	Education	Regional Partnership, JBLM-impacted School District Administrators
2.04	Establish and Maintain a Single Online Source of Regional Service and Program Information	All	Regional Partnership
2.05	Conduct a Military Use, Preferences, and Needs Survey	All	Regional Partnership, JBLM, PSRC, and TRPC
2.06	Complete a Comprehensive Behavioral Health Study	Health Care	Regional Partnership, Regional Behavioral Health Providers, Madigan Army Medical Center, VA Puget Sound Health System
2.07	Conduct a Study of Dental/Oral Health Service Gaps	Health Care	Regional Partnership, Tacoma-Pierce County Health Department, Thurston County Public Health and Social Services, Lindquist Dental Clinic for Children
2.08	Study Retail Spending Changes Resulting from New Commercial Development on JBLM	Economics	Regional Partnership
3.01	Establish a Regional Social Services Coordination, Collaboration, and Outreach Office	Social Services	Regional Partnership, United Ways of Pierce and Thurston County, City of Lakewood
3.06	Close Existing Regional Safety and Emergency Service Gaps	Public Safety	Regional Partnership
3.07	Leverage Military Experience as Higher Education Credit	Education	Regional Partnership, Enrollment/recruitment staff of military-serving colleges and universities
3.08	Enhance Marketing of Online Higher Education Programs	Education	Regional Partnership, Region institutions offering online degree programs
3.10	Increase Military Access to Free or Low-Cost Community Recreation and Leisure Programs	Quality of Life	Regional Partnership, MWR
4.01	Conduct a Joint Land Use Study	Land Use	Regional Partnership, JBLM, Pierce and Thurston Counties, City of Lakewood
4.05	Train Local Firms on Federal Procurement Procedures	Economics	Regional Partnership, Procurement Technical Assistance Center (PTAC), JBLM Contracting
4.06	Recruit Local Subcontractors on JBLM Construction Projects	Economics	Regional Partnership, JBLM Contracting Office, Chambers of Commerce, Building & Construction Trade Councils



New/Modified Program Continued

4.07	Support Workforce Development of Retired Military and Spouses and Analyze Emerging Industries	Education	Regional Partnership, Washington State Employment Security Department's Unemployment Insurance (UI)
5.02	Increase the Availability of Qualified Child Care Providers and Expand After-school Program Capacity	Child Care	Regional Partnership, Child Care Resource and Referral, Boys and Girls Club of South Puget Sound
5.07	Create a Military Family Life Awareness Course	Education	Regional Partnership, JBLM Community Youth Services (CYS) and regional school districts without Military Family Life Consultants (MFLCs)
5.08	Establish a Live-Well Health Intervention	Health Care	Regional Partnership, JBLM MWR, Madigan Army Medical Center, Tacoma-Pierce County Health Department, Thurston County Health Department

Policy Recommendation

3.02	Improve Outreach to Underserved Population(s)	All	All stakeholders
3.03	Enhance Basic Needs Services in the JBLM Region	Social Services	Regional Partnership, United Way
3.04	Establish Levels of Service for Safety and Emergency Services Consistent with Federal Government Standards	Public Safety	Regional Partnership
3.05	Establish Consistent Safety and Emergency Protocols to Improve Responses to Military-Related Incidences Off Base	Public Safety	Regional Partnership, JBLM Directorate of Emergency Services, Police and Fire Divisions, City of Lakewood Police Department
3.09	Expand Access to TRICARE Providers	Health Care	Regional Partnership, TPCHD
4.02	Provide More Housing Choices for Military Families in Transit-Oriented Neighborhoods	Land Use	Regional Partnership, Builders Association of Pierce County and Olympia Master Builders, Local Community Planners
4.04	Develop Regional Policy Considerations Guide	Land Use	Regional Partnership, local and regional planning jurisdictions
5.03	Increase Department of Education Impact Aid Funding to Districts	Education	Regional Partnership, Regional School Districts
6.03	Reduce Traffic Congestion through Transportation Demand Management Policies and Strategies	Transportation	Regional Partnership, DoD, JBLM, Pierce Transit, Intercity Transit, WSDOT, Sound Transit



I Our Mission

II The Case For Regional Collaboration

III Recommendations and Strategies

IV Regional Implementation

IV Regional Implementation



A JBLM Regional Partnership (Strategy 1.01)

JBLM and its multiple departments have a large number of jurisdictions and agencies with which to coordinate military matters, such as incoming and outgoing units, impacts on school enrollment, habitat preservation, gate and roadway functions, and training procedures, to name a few. As growth on base continues, the coordination needs have increased exponentially. JBLM, community service providers, and surrounding governmental agencies will significantly benefit from a single entity – a new JBLM Regional Partnership – with which to coordinate all such matters in a streamlined planning framework.

This planning process has engaged numerous public, private, non-profit, civilian, and military stakeholders and brought together people and organizations that do not routinely interact. Building upon the successful collaboration during the planning process, the JBLM Growth Coordination Plan includes many thoughtful recommendations and strategies designed to close existing and future service gaps and optimize the benefits of continued military-related growth in the area. Some of the included strategies are straightforward and easily implemented through improved communication, changing processes, and/or raising the awareness of a few individuals and organizations. Others are

more complex, expensive, and will require creative and unique partnerships. Ongoing cooperation among multiple jurisdictions, agencies, and organizations across the region will be required over the long run and over multiple phases of implementation.

The process has also revealed that many providers have shared interests, offer similar services, and have resources that can be shared. Closer collaboration may result in efficiencies and service improvements. To accomplish the more difficult tasks and realize benefits, continued collaboration focusing on implementing recommendations is essential.

Throughout the planning process, the RSC, GCC, and Expert Panels have discussed how to organize to effectively implement the JBLM Growth Coordination Plan. Continued collaboration and a JBLM Regional Partnership are needed to ensure that the recommendations are implemented. Most who have participated in the planning process realize that a collective voice will be the most effective way to implement identified strategies, improve services, and seek competitive funding. Most funding will come from traditional sources: state and federal grants, private foundations, and potentially congressional appropriations for larger capital projects. Participants agree that more fre-



quent communication and ongoing coordination are needed among regional leaders, JBLM, jurisdictions, and service providers. This collaboration may even reveal additional funding sources.

Organizational Structure

Most participants agree that the variety of needs and services addressed in the Plan are unique and that implementation will require focused energy of regional leadership supported by technical expertise and day-to-day administrative support. A review of alternative organizational models was undertaken by the consultant team and the RSC. Research revealed that communities with more formal organizational structures and dedicated staff have been more effective at implementing recommendations and improving services. The organizations responsible for overseeing implementation of other growth coordination plans associated with military installations range from regional planning authorities, counties, chambers of commerce, and non-governmental organizations (NGOs) and are directed by a board and supported by volunteers. Many of the implementing organizations received seed funding from OEA and successfully transitioned to a self-sustaining organization within a few years.

In the Pacific Northwest, we benefit from a region that has a culture of collaboration and recognizes the importance of working together to leverage resources. The study area already benefits from several regional entities that have specific focus areas, such as PSRC and TRPC (MPOs for regional growth and transportation), and the Regional Access and Mobility Partnership (RAMP) (South Sound mobility). Many have asked, “Do we need another?” And after much debate on the subject, the response of JBLM and participating stakeholders has been a resounding “yes” – if it is focused and implementation-oriented. One stakeholder put it best by stating “an informal organization will result in informal results.”

The structural framework for the proposed JBLM Regional Partnership is described below.

Mission Statement

The mission statement drafted by the RSC for the JBLM Regional Partnership is

“to foster effective communication, understanding, and mutual support by serving as the primary point of coordination for resolution of those issues which transcend the specific interests of the military and civilian communities of the Joint Base Lewis-McChord region.”

The need for communication, coordination, and issue resolution will continue. In fact, as a result of the planning process and recent actions on base, recognition of the need to partner is greater than ever.

Legal Framework

A legal structure that would allow the organization to secure and administer government, non-profit, and private foundation grants, as well as undertake fund-raising and organizational capacity building is recommended. Establishing a joint MOU among all of the participating agencies, authorities, and jurisdictions will provide stability and predictability in decision-making. These agreements would identify the roles and responsibilities of all of the participating members, levels of financial contribution, regulating principles, and mechanisms for dispute resolution. The City of Lakewood has offered to initially provide administrative staffing to assist in grant research and funding. This approach has the advantages of immediately focusing on the needs identified in the Plan rather than the formation of a separate legal entity. It is understood that the Regional Partnership structure should evolve and include other stakeholder leadership opportunities over time.

Membership

Membership in the Regional Partnership will include, but will not be limited to, organizations and individuals who participated in the creation of the Plan, including county and state, school district, JBLM leadership, health and child care providers, and city representatives. This JBLM Growth Coordination Plan recommends that the Regional Partnership be governed by a Board comprised of current members of the RSC. New Board members

may be added as appropriate and should include such entities as the Superintendent of Public Instruction, and the Washington State Military Affairs Commission (which is yet to be formed and a recommended strategy of this Plan) over time. Members of this Regional Partnership will continue to include JBLM, city, county, and state leadership; school district representatives; and other service providers. Other Board members may be added as the process evolves.

Partnership Responsibilities

Under an MOU, the RSC (with potential additions) would serve as a Board of Directors for the new Regional Partnership. The Regional Partnership Board should meet every four months to share news and developments and review Growth Coordination Plan implementation actions. The Board would be responsible for items such as the following:

- **Developing strong working relationships and communication between JBLM and its surrounding communities.** The Regional Partnership would serve as “single point of contact” to ensure that communities are fully aware of troop deployments and other base activities likely to result in impacts on or benefits to the region. Likewise, the Regional Partnership would foster communication back to the base regarding local activities and developments that could also benefit or impact base operations.
- **Implementing the JBLM Growth Coordination Plan.** The Plan identifies a number of recommendations and strategies designed to respond to the challenges and opportunities of JBLM-related change in the region. These include projects in transportation, public health, social services, housing, and numerous other areas. The Regional Partnership would be responsible for ensuring that these recommendations and strategies are implemented in a coordinated manner for all of the service providers involved.
- **Seeking funds, including state, federal, and NGO support.** The Regional Partnership would assume an active role to ensure that growth-related recommendations are funded and sustained over the foreseeable future.

Administration

The Regional Partnership would be supported with paid staff who would manage the overall implementation of the JBLM Growth Coordination Plan and coordination efforts on a daily basis. Staff would eventually include a Senior Planning Director, one or two program managers as appropriate for the workload, and an administrative assistant. The Senior Planning Director would be hired by, and would report to, the full Board. The Senior Planning Director would have the authority to hire part-time, temporary staff or consultants as needed to implement recommendations, strategies, and actions, and to carry out other responsibilities and activities designated by the Board. Day-to-day oversight could be handled by a working group of the larger Board.

Dedicated staff will provide a clear point of contact for JBLM and all community partners, establish a stronger relationship with JBLM, and provide more accountability, continuity, and better implementation results. A paid staff will also demonstrate to funding agencies the capacity for delivery and increase the chances for a successful application to OEA for seed money to start up the Regional Partnership.

Responsibilities of Staff Support

Responsibilities of the Senior Planning Director and other supporting staff would be to:

- Establish a mechanism and protocols that allow for effective, “one-stop” communication between JBLM officials and local jurisdictions.
- Determine where there might be “early wins” from the Growth Coordination Plan, and propose specific actions to capitalize on those opportunities.
- Create a master calendar of the projects that will be implemented as a result of the Growth Coordination Plan. Identify the schedule and level of responsibility for the authority managing that project. Facilitate communication and coordination among all members of the Regional Partnership regarding all projects.
- Establish and maintain a “master map” of all identified plans, developments, and priorities



of each of the participating authorities. Develop an ongoing mechanism that enables members of the Board to proactively anticipate, and respond to, these emerging activities.

- Establish a mechanism to quickly respond to unanticipated developments/needs of all of the participating partners. Create an “emergency communication protocol” to quickly get the word out, if necessary, about unanticipated needs and actions.
- Develop and maintain a “recommended schedule of activities” for the Board of Directors. This could include separate meetings related to specific projects, lobbying activities, coordination, or troubleshooting. Regularly inform and encourage Board members to participate when and where it is most effective for them to do so.
- Establish the agendas for the regular meetings of the Board of Directors, and provide all supporting discussion materials for those meetings.
- Maintain the administrative financial records of the Regional Partnership, including the disbursement of grants and other funds, expenditures, and anticipated future financial needs.
- Write and submit monthly, quarterly, and annual reports that document the accomplishments, needs, and activities of the Regional Partnership.
- Report and respond to reasonable requests from the Board of Directors.
- Coordinate the work of sub-committees and consultants.

Sub-Committee Formation

To be effective and successful, the Regional Partnership must be supported by technical experts, advisors, and community staff and leadership in various agency, jurisdictional, non-profit, and institutional capacities. The planning process to date has brought together more than 100 agency partners and stakeholders. It is critical to the implementation of the Plan that these new relationships be fostered and continue to grow with a common history. With this in mind, Expert Panels recom-

mended the formation of the four sub-committees described below to carry out recommendations and strategies of this Plan and be available to the Regional Partnership to tackle issues as they arise. Members of the Expert Panels should be strongly considered for these sub-committees, as well as newcomers who have discovered the value of regional collaboration, both personally as well as in the collective interest. However, the following four sub-committees are likely not the only committees or working groups that should be formed. Implementation tasks could be assigned to other working groups as opportunities arise. The development of sub-committees will be instrumental in spreading the workload of implementing strategies out among multiple resource areas.

Transportation Sub-Committee

Lead Agencies to Support Sub-Committee Formation: PSRC, TRPC, Pierce County, Thurston County

A sub-committee of transportation professionals representing the surrounding agencies and organizations should be organized to continue identifying and implementing high priority regional projects and strategies affecting both Pierce and Thurston counties and the installation to improve both regional and installation mobility. The improved coordination and communication needed to address these multi-jurisdictional issues and needs will assist in carrying forward the Plan recommendations, while also acting as a clearinghouse for JBLM-specific transportation and land use data. Local agencies could utilize the common set of data, not previously available from JBLM, to better plan for transportation improvements and priorities that reflect expected changes at JBLM. This would also help inform critical land use decisions both on and off post.

The Transportation Sub-Committee should pursue the following objectives:

- Integrate regional planning activities between the two regional planning organizations (PSRC and TRPC).
- Ensure that the local agencies surrounding the base are coordinating not only with JBLM, but with each other in the context of JBLM. Local agencies need access to common information from JBLM to plan for transportation needs surrounding the installation.

- Encourage coordination among transportation planning and underground utility providers and the following groups:

- Pierce County Utility Coordination Council.
- Washington Utilities and Transportation Committee (WUTC).
- Underground Utility Location Center (UULC).

Public Safety Sub-Committee

Lead Agencies to Support Sub-Committee Formation: City of Lakewood Police Department; JBLM Directorate of Emergency Services, Police, and Fire Divisions

A Public Safety Coordination Sub-Committee is suggested to facilitate communication, distribute information, and foster regional coordination and planning. The success of this sub-committee will depend on the adoption of common and measurable service planning standards, establishing specific responsibilities in local and JBLM jurisdictions, and identifying appropriate staff to administer those responsibilities. The sub-committee can leverage new information and planning tools to expand local programs, such as the City of Lakewood Military Police Liaison Program, to the regional level. The sub-committee should remain flexible and allow for inter-jurisdictional coordination efforts beyond those with JBLM.

The Public Safety Sub-Committee should pursue the following objectives:

Identify representatives from JBLM and local jurisdictions to advise and chair the JBLM Public Safety Sub-Committee.

- Identify members that represent local and JBLM jurisdictions for police, fire, EMS, 911 call answering and dispatch, jail, and courts.
- Develop a Regional Public Safety Coordination Action Plan, based on public safety recommendations in the JBLM Growth Coordination Plan.
- Identify responsible Action Plan implementation parties.
- Pursue funding and professional services to support the implementation of the Regional

Public Safety Coordination Action Plan. This action item should entail the following elements:

- Pursue grant funding to finance technical analyses, regional administration, facilitation, and outreach.
- Coordinate with local jurisdictions and JBLM to complete the grant application. Stakeholders indicate that regional coordination increases competitiveness and the probability of obtaining grant funding.
- Identify a primary lead to research, submit, and administer the grant application.
- Identify a primary contact from each public safety jurisdiction to assist with data collection, outreach, and regional coordination. Conduct preliminary stakeholder outreach simultaneously.

Workforce Development Sub-Committee

Lead Agencies to Support Sub-Committee Formation: Enrollment/recruitment staff of military-serving colleges and universities; Chambers of Commerce; workforce agencies in Pierce and Thurston counties; Thurston Economic Development Council; Tacoma-Pierce County Economic Development Board

The Workforce Development Sub-Committee would work to encourage stronger partnership and collaboration between Army Education Services (AES) on JBLM and off-base colleges and universities and will provide a forum for these groups to meet regularly and exchange information. Off-base providers see access to information and the ability to communicate offerings on JBLM as critical for their ability to effectively serve military-connected students interested in career development as they prepare to transition out of the force or into higher positions requiring additional education.

In addition to the exchange of information, increased collaboration between JBLM and these providers would enhance the level of service and understanding of military education benefits throughout the region. Increased knowledge of military education benefits would maximize Soldiers' opportunities to advance in their career development, and it would ease the institutions' struggles understanding and maneuvering through the logistics.

The Workforce Development Sub-Committee would also encourage JBLM to enhance its knowledge of service providers outside the installation. Sub-committee meetings can be held both on and off JBLM at institution conference spaces, and agendas would be set by all participants to ensure that the most urgent and necessary topics are covered. Sub-committee meetings are intended for institution deans, presidents, recruitment staff, student support staff, and financial aid staff, along with AES and Garrison staff at JBLM.

Recreation and Cultural Sub-Committee

Lead Agencies to Support Sub-Committee Formation: The Quality of Life Sub-Committee, representing recreation, parks, leisure, arts, and library interests, would provide the opportunity for stakeholders, including JBLM MWR, to communicate with one another and identify potential resource-sharing partnerships. By creating partnerships, service providers can more efficiently use limited resources and expand the accessibility of their services, while identifying overlaps and gaps in services.

The cities of Tacoma and Lakewood, together with Pierce County, have well-coordinated human services programs that may be a good model for other partnerships. Other potential partnerships exist between school districts and other quality of life service providers. Ball fields, community centers, or classroom space can be made available to the community when not in use by the school. There is a trend toward the construction of multi-use facilities. For example, the Bethel School District is building a new community center and recreation facility.

Many possible partnerships and actions could provide a benefit in this area. Some examples of partnerships that should be pursued by the Recreation and Cultural Sub-Committee include:

- Integrate on- and off-base library offerings. Expand some library services onto the base and in particular training for the early learning programs and awareness of on-line services (such as homework help and on-line book clubs).
- Integrate on-base recreation with community offerings including integration of youth sports teams/participants into community programs and regional leagues.

- Closer coordination with faith communities and non-profits.
- Greater collaboration among service organizations to develop and promote the full range of services and programs to the military and the region, including preventative programs that could reduce the need for intervention.
- Sharing school district facilities and other public facilities with other service providers.
- Expand and strengthen Community Connector programs.

Funding

Administrative Funding

The JBLM Regional Partnership could be initially supported financially through seed funding available from OEA. This funding would be available for a limited period (1 to 5 years), with the expectation that the Regional Partnership would become self-sustained within this timeframe. Members of the Regional Partnership would need to determine a long-term funding structure that would adequately support the work of the partnership once the OEA grant support has ended. Most likely, the Regional Partnership would be funded by grants and contributions from all of its participating members.

Implementation Funding

Recommendations of the JBLM Growth Coordination Plan could be funded and managed by an agency either directly responsible for the successful completion of that project, or by an appropriate service provider. Transportation-related projects, for example, could be managed by WSDOT or county or city transportation departments. Likewise, school-related projects could be managed by the school districts involved. Funding of recommendations is likely to come from a combination of local, state, and federal authorities, as well as non-profit agencies, trusts, and foundations.

It would be the responsibility of all Board members of the Regional Partnership to share information about ongoing initiatives with stakeholders and the general public. Likewise, the Regional Partnership is expected to be aware of, to troubleshoot, and to coordinate these strategies so that they can be carried out as effectively as possible.

Recommendation / Strategy Implementation

Proposed 2011 JBLM Regional Partnership Work Plan

Plan implementers must approach each strategy in an “opportunistic” manner. It has been well recognized that we cannot prioritize the strategies in a traditional sequence given the relative importance of them all. As an example, can quality schools be prioritized over public safety? Can regional mobility be prioritized over work force development? Instead, the Regional Partnership will need to constantly research opportunities for funding and work with committees to find the strategies most “ripe” to push forward. Working with committees dedicated to the progress of specific strategies will likely yield success on multiple fronts as the Regional Partnership develops networks for sharing the workload of implementation.

The proposed structure of the 2011 JBLM Regional Partnership Work Plan is built around the foundational elements of the Growth Coordination Plan – Recommendations 1 and 2 – and categorizes actions by administration, collaboration, external communications, and strategy implementation. Focusing initially on Recommendations 1 and 2 will likely result in the advancements of the others, which hinge on collaboration and strong data. The 2011 Work Plan also identifies other strategies that are underway as a result of strong momentum behind these causes. Coordination of these will likely not consume significant time for the Regional Partnership staff, but it will be important for staff to build relationships with those funding these efforts for future implementation.

This draft work plan is only the starting place for Regional Partnership deliberations and should be revisited and updated often with decisions and information that will continue to evolve over time.

Looking Ahead

This JBLM Growth Coordination Plan is available for stakeholders and the general public at www.jblm-growth.com. This Plan represents countless hours of work, collaboration, and discussion among the numerous stakeholders involved in the planning process during 2010. The Plan itself is a summary and synthesis of the dialog that has occurred during this time frame and should be considered a snapshot of the progress made on the many oppor-

tunities and issues faced by JBLM and the region rather than an end to a planning process. This is a dynamic planning event — implementation of the Plan must be carried forward by the passionate stakeholders who have invested in improving the quality of life for military personnel and civilians in the South Sound region.

Readers who desire additional information, details, and analysis associated with the various resource topics are encouraged to read the appendix material, organized by Expert Panel and provided separately (available at www.jblm-growth.com and compiled on a CD). The technical appendices (nearly 1,000 pages in length) include technical memoranda of existing conditions and needs assessments, as well as supplemental information used to develop the recommendations and strategies in this Plan. For additional information, please contact Dan Penrose at the City of Lakewood (dpenrose@cityoflakewood.us).



2011 DRAFT JBLM REGIONAL PARTNERSHIP WORK PLAN

			2011														
			Quarter 1			Quarter 2			Quarter 3			Quarter 4					
Plan Strategy	Action	Responsible	1	2	3	4	5	6	7	8	9	10	11	12			
Administrative Organization																	
1.01	Application for OEA Seed Money/Studies	RP Working Group, OEA	Work Product														
	Letters of Support	RSC and GCC Member Agencies	On-going Process														
	5 Year Work Plan Development	RP Board			On-going Process												
	MOU Development	RP Working Group	Work Product														
	Establish Preliminary Committees Needed for "Pushing Implementation"	RP Working Group	Work Product														
	Meeting Calendar	RP Staff Support	Work Product														
	Further Research Government and Private Funding to Pursue "Ripe" Strategies	RP Staff Support (staff up as funding allows)															
2.05	Survey of Military Uses, Preferences, and Needs	Pursue Funding with OEA				Work Product											
2.06	Behavioral Health Study	Pursue Funding with WA State Department of Health			On-going Process												
2.08	Retail Study	Pursue Funding with OEA				Work Product											
4.01	Joint Land Use Study (JLUS)*	Pursue Funding with OEA							On-going Process								
Collaboration																	
	Board Meetings	RP Staff Support		★				★				★					
	Committee Meetings			●	●	●	●	●	●	●	●	●	●	●			
	Annual Membership Forum	RP Staff Support											★				
External Communication																	
	Presentations to Councils and Electeds	RP Staff Support		●	●			●	●			●	●				
	Stakeholder Updates and Communications			●	●	●	●	●	●	●	●	●	●	●			
Strategy Implementation																	
	Coordination with Committees Assigned to Strategies Pursuit	RP Staff Support (staff up as funding allows)															
1.02	Military Education Advisory Council	RP Committee to be assigned				On-going Process											
1.03	Military Behavioral Health Forum	RP Committee to be assigned							On-going Process								
1.04	Local Contracting Opportunities	RP Committee to be assigned	On-going Process														
1.05	JBLM Regional Health Providers Collaboration	RP Committee to be assigned				On-going Process											
1.06	Military Child Care Stakeholder Meetings	RP Committee to be assigned				On-going Process											
1.07	Washington Military Affairs Commission	RP Committee to be assigned							On-going Process								
Others	(As Committees Form, Strategies to be Identified)	RP Committee to be assigned	On-going Process														
	Coordination with Partners of Strategies Underway	RP Staff Support															
3.01	Social Services Outreach Office	United Way				On-going Process											
4.03	Upgrade JBLM WWTP	JBLM				On-going Process											
5.04	Rebuilding Schools on JBLM	CPSD				On-going Process											
6.01	ITS Improvements/Ramp Metering Along I-5; IJR and Environmental Analysis for Interchanges	WSDOT				On-going Process											
6.02	Recommendations to Congress on Off-Base Transit Policies	TRB Committee				On-going Process											
6.03	Transportation Demand Management	JBLM, WSDOT, TRPC, PSRC				On-going Process											
6.04	Center Drive Improvements; Phase 1 Joint Base Connector Design; Camp Murray Gate Relocation	JBLM, Army Corps, WSDOT				On-going Process											

* Up-front coordination required to update Air Installation Compatible Use Zone (AICUZ) data

AECOM

BCRA

Community Attributes International

Davis Demographics and Planning, Inc.

Health Planning Source

Norton - Arnold & Company

RKG Associates

The Transpo Group

