



APPENDIX A: OVERVIEW OF MILITARY FACILITIES IN PSRC'S REGIONAL PLANNING

IN BRIEF

In 2014, PSRC considered whether military facilities should be regionally recognized as employment centers in the VISION 2040 and Transportation 2040 frameworks. The Growth Management Policy Board directed staff to move forward with assessing the issue and developing potential options for Board consideration. Following review and discussion by boards and committees, the Executive Board adopted a position statement at its March 2015 meeting.

This paper consolidates several documents from this process, including the 2014 issue paper, and covers:

- Background information on military facilities in the region
- How these facilities are currently included in each of the three major regional planning programs at PSRC – economic, land use, and transportation
- Broad options considered by the boards in 2014 and summary results of stakeholder interviews related to these options
- Recommendations that were considered in 2014-15 during Growth Management Policy Board and Executive Board discussions
- A summary of the 2014-15 stakeholder processes that lead to the position statement; and
- The adopted position statement.

SUMMARY

Military facilities have been addressed in multiple ways in the economic development work of the Puget Sound Regional Council (PSRC); however, they are not included to any significant extent in the land use and transportation components. Given their economic impacts, and impacts on transportation facilities and land use in nearby areas, there are benefits from recognizing military facilities in PSRC's planning. And, while military facilities operate under different laws and statutes than local governments, significant coordination is occurring in these communities under the requirements of the Growth Management Act.

In March 2015, the Executive Board adopted the following position statement:

In recognition of their importance in the central Puget Sound region, the Puget Sound Regional Council recognizes military facilities as regionally significant employment areas. PSRC will reflect military facilities in regional planning as follows:

- **Centers** – Consider the role and inclusion of military facilities as part of the tiered centers framework.
- **Data** – Improve coordination and use of data related to military facilities in regional planning work.
- **Regional Economic Strategy** – Continue to include the military employment cluster in updates to the RES (2017), and support military employment in the region through the Washington Military Alliance.
- **Transportation 2040** – *Ensure that transportation projects needed to improve access to military facilities are identified and considered in the plan (2018).*
- **Maps** – *Continue to include military facilities on regional planning maps and in plan elements.*
- **PSRC Project Selection** – *The project selection task force should consider reflecting military bases as locally defined centers to compete in the county-wide funding competitions for the 2016 project selection process.*

Following this position statement, the connection between military facilities and the centers framework will be discussed as part of the Regional Centers Framework Update.

A. MILITARY FACILITIES IN THE CENTRAL PUGET SOUND REGION

Military facilities play a major role in the central Puget Sound region's economy. As noted in the Prosperity Partnership's [2011 Regional Economic Strategy: Military Cluster Strategy](#), Washington State has one of the highest concentrations of military personnel claiming residence, with the majority of personnel located at installations in the central Puget Sound region. Of the eleven military bases in the state, eight are located in the central Puget Sound region.

The military "industry cluster," which includes direct employees and related industries, provides more than \$3.1 billion annually in total payroll to 91,000 people in the four-county area. Secondary impacts are significant, with local sales associated with military employment estimated at nearly \$24 billion.

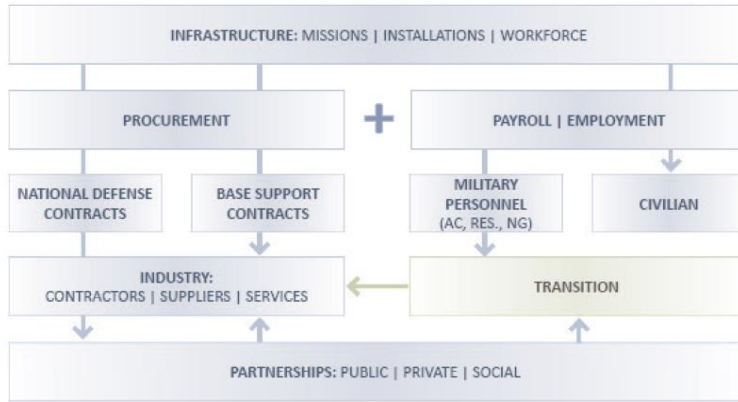
As shown in Figure 2, the military industry cluster, or sector, includes three primary components: (a) Infrastructure (missions, installations), (b) Industry (contractors, suppliers and service providers), and (c) Partnerships (public, private and social).

Figures 3 and 4 illustrate the facilities key statistics and functions.

Figure 1: Recent Military Sector Reports

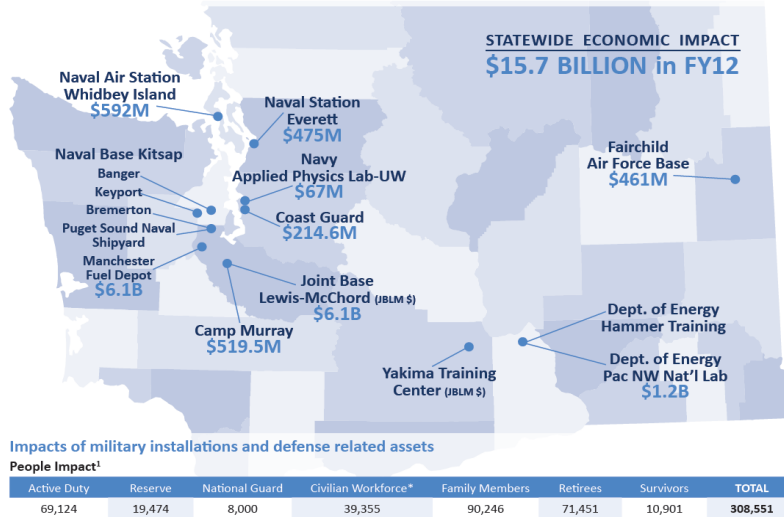
- **Prosperity Partnership, Regional Economic Strategy: Military Cluster.** Puget Sound Regional Council. Feb. 2010.
- **Washington State's Defense Economy: Measuring and Growing its Impact.** Washington Economic Development Commission, Berk & Associates. Sept. 2010.
- **Defense Trade: Keeping America Secure and Competitive.** U.S. Chamber of Commerce. 2007.
- **Retaining and Expanding Military Missions, Increasing Defense Spending and Investment: Washington State's Importance and Opportunities for the Department of Defense in Achieving its Strategic Initiatives.** (Washington Military Alliance, Denny Miller Associates. Hyjek & Fix, Inc. November. 2012.
- **Strategic Plan for Washington State: Military & Defense Sector Development.** Washington State Department of Commerce. 2014.

Figure 2: Military "Cluster" Structure and Framework



*Strategic Plan for Washington State: Military & Defense Sector Development.
Washington State Department of Commerce, 2014*

Figure 3: Economic Impacts of Washington State Military Bases and Federal Facilities



*Strategic Plan for Washington State: Military & Defense Sector Development.
Washington State Department of Commerce, 2014*

Figure 4: Military Bases and Federal Facility – General Statistics (2013)

	Puget Sound					Remainder of State				
	Joint Base Lewis McChord	Naval Base Kitsap	Naval Station Everett	National Guard Camp Murray	Coast Guard	Fairchild Air Force Base	Pacific Northwest National Laboratory	Volpentest Hammer Training Center	Applied Physics Laboratory	Naval Air Station Whidbey Island
Total	118,300	36,700	5,800 Direct jobs 11,000 Countywide	8,770	1,681	5,800	4,800	105	300	9,470
Military Population	46,800	13,500		8,400	1,240 active 441 reserve	4,700				7,050
Civilian Workforce	16,300	13,700		330		1,100				2,420
Family Members	55,200	9,500								not listed
Acreage	414,000	11,200	5,111	295	n/l	4,300	n/l	160	n/l	Main base: 4,253 Other: 55,605
Functions:	<ul style="list-style-type: none"> • Army Corp Headquarters • Infantry / Special Operations • W. Medical Command • Air Force 	<ul style="list-style-type: none"> • Navy fleet and operations 	<ul style="list-style-type: none"> • Carrier strike groups, Destroyer squadrons 	<ul style="list-style-type: none"> • Army and Air National Guard • Air Refueling Wing • W. Air Defense Sector 	<ul style="list-style-type: none"> • Four state region for Guard 	<ul style="list-style-type: none"> • Air National Guard, Refueling wing 	<ul style="list-style-type: none"> • Research 	<ul style="list-style-type: none"> • Hazardous Materials Management and Response training 	<ul style="list-style-type: none"> • Navy Research Center 	<ul style="list-style-type: none"> • Aircraft • Patrol and reconnonn- aissance
Economic Impact (2010 data)	\$6.18 Billion	\$6.1 Billion	\$475 Million	\$510 Million	\$214 Million	\$461 Million	\$1.2 Billion		\$67 Million	\$592 Million

Source: Retaining and Expanding Military Missions: Washington State’s Importance and Opportunities for the Department of Defense in Achieving Its Strategic Initiatives. Washington Military Alliance, 2013

According to the *2012 Demographics Report* prepared by the Office of the Deputy Under-Secretary of Defense, approximately 69,125 active duty military personnel call Washington home, representing 5.7 percent of the total United States active duty population. This makes Washington sixth in the nation for total active duty military personnel. The report also noted that over 71,451 military retirees and 10,901 military survivors (spouses and dependents) reside in Washington.

Beyond the employees that work on-base, a wide range of Department of Defense contracts support many private sector contractors and subcontractors in the region. In 2006, defense contracting activity in the region (both base- and non-base-related) totaled \$3.7 billion ([PSRC/EDD, 2011](#)). The following figure illustrates this by listing some of the key contractors in the state.

Figure 5: Top Military Defense Contractors

Top Ten Defense Contractors Located in WA in FY12			Top Ten Defense Companies Doing Business in FY12		
The Boeing Company	\$9.9 B	Seattle	The Boeing Company	\$7.5 B	Seattle, WA
The Boeing Company - Insitu	\$280 M	Bingen	BP PLC	\$766 M	CALIFORNIA
Manson Construction	\$231 M	Seattle	Pacific Medical Center Clinic	\$698 M	Seattle, WA
Pacific Medical Center Clinic	\$210 M	Seattle	EHW Constructors a Joint Venture	\$256 M	VIRGINIA
U.S. Oil Trading LLC	\$206 M	Tacoma	Pacific Medical Center Clinic	\$210 M	Seattle, WA
Vigor Industries	\$155 M	Seattle	U.S. Oil Trading LLC	\$206 M	Tacoma, WA
Dakota Creek Industries Inc	\$151 M	Anacortes	Dakota Creek Industries	\$151 M	Anacortes, WA
Microsoft Corporation	\$203 M	Redmond	The Geo Group	\$120 M	FLORIDA
Skookum Educational Programs Inc	\$129 M	Port Townsend	EJB Facilities Services	\$101 M	VIRGINIA
Cubic Corporation	\$104 M	Lacey	Vigor Industries	\$77 M	Seattle, WA

*Strategic Plan for Washington State: Military & Defense Sector Development.
Washington State Department of Commerce, 2014*

In addition to describing the economic impact and contribution, the reports cited in Figure 1 address a number of issues, challenges and opportunities important to supporting this sector. Some key issues include coalescing and communicating about the sector, information sharing, creating subarea plans (some are underway), and addressing site-specific concerns through enhanced community engagement.

As noted in Figure 6 below, the issues of "encroachment / land use compatibility" and "maintenance of *public infrastructure* that supports military and defense infrastructure" are among the highlighted challenges for this sector.

Figure 6: Military Cluster Strategic Development and Community Engagement Strategies



*Strategic Plan for Washington State: Military & Defense Sector Development.
Washington State Department of Commerce, 2014*

B. HOW MILITARY FACILITIES ARE INCLUDED IN PSRC REGIONAL PLANS

PSRC is responsible for three major regional planning functions: economic development planning through the Regional Economic Strategy, land use planning through VISION 2040, and transportation planning through Transportation 2040. The following section provides a brief description of these functions and how military facilities are currently addressed in them.

i. Economic Development and Military Facilities

The regional Economic Development District (EDD), a federally designated district for the central Puget Sound region, is staffed by PSRC. Its members include representatives from private business, local governments, tribes and trade organizations. The EDD develops a [Regional Economic Strategy](#) every five to seven years under federal statutes, and the past two have focused on industry clusters and economic foundations.

In the [Regional Economic Strategy](#) military facilities are listed as an industry cluster¹ in recognition of the economic impacts noted previously. The strategy recognizes the role of military facilities in all counties in the region: Pierce and Kitsap Counties host some of the most important military bases in the world, and Snohomish County is a strategic Navy home port for thousands of military families and the businesses that support them. There are important military facilities such as the Coast Guard, as well as a strong defense contracting sector, in King County as well.

¹ *Clusters are concentrations of industries that export goods and services that drive job creation and import wealth into the region. Clusters enhance the competitiveness of a region in particular industries by improving economic efficiencies of member firms (e.g., supply chains and technology transfer). They also tend to concentrate workers with specialized skills and experience within a region and some skills are transferable to multiple industries within and across clusters.*

PSRC has designed activities to implement the Regional Economic Strategy, which have included military partners. Some of the accomplishments under the 2005 iteration of the strategy included helping Boeing win the contract to build the U.S. Air Force's military refueling tanker in Everett. PSRC also helped form the Washington Defense Partnership so that representatives from the military could more effectively partner and collaborate with regional businesses and non-profit organizations.

The Regional Economic Strategy is organized around "foundational activities" and "industry cluster activities," both of which include military facilities. The relevant goals and sub-strategies are summarized in Figure 7 below.

Figure 7: Military-Related Strategies and Action in 2012 Regional Economic Strategy

Foundation #1: Education & Workforce Development

Goal: Ensure residents have access to family wage jobs, and employers have access to world class talent.

Strategy 1.5: Improve the ability to retain existing talent studying in the region's educational institutions, serving at military installations, or visiting the region. This strategy addresses retention of talent already in the region, such as retired military personnel, foreign students studying and graduating from universities, and foreign nationals working in businesses. In terms of the military, the Prosperity Partnership will continue its efforts to improve the transferability of skills learned in military into jobs in the region.

- Action: Investigate improving transferability of training and skills in the military to Washington higher education institutions and civilian employer needs.
- Action: Work on ways to address the high unemployment of veterans, including better connecting military bases and regional companies, creating a database of existing programs targeting employment for veterans, and seeking to connect civilian employers to resources regarding veterans in the workplace.

Note: Gov. Inslee's first Executive Order was the creation of the WA Military Transition Council to address both of these actions.

Foundation #2: Business Climate

Goal: Foster a regional business climate that supports new high quality investment and job creation

Strategy 2.2: Continue to support and strengthen the mission of military bases in the region. The military cluster in the region represents a significant asset that can be harnessed for mutual benefit of active duty military, civilians employed at the bases, and military contractors in the region. Actions that involve establishing a state level military office to serve as a liaison between the state and the military, increasing the number of local companies obtaining federal contracts, and ensuring encroachment and Base Realignment and Closure are addressed are part of this strategy.

Figure 7: Military-Related Strategies and Action in 2012 Regional Economic Strategy

- Action: Advocate for establishing a state level military office to serve as a liaison between the state and the military.
 - Action: Improve coordination of technical assistance to companies vying for and obtaining federal contracts.
 - Action: Work with regional partners to ensure Washington is prepared for any upcoming Base Realignment and Closure (BRAC) rounds.
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Foundation #4: Infrastructure

Goal: Advance the region’s infrastructure to meet the demands of a globally connected modern economy

Strategy 4.6 Preserve and protect industrial and military lands from encroachment and incompatible uses in order to support the economy’s industrial base. A challenge to the region’s manufacturing and logistics base is encroachment on the region’s industrial and military lands. Updating PSRC’s Industrial Lands Inventory and developing a region-wide strategy to preserve those lands will help ensure that future industrial land needs can be met.

- Action: Update PSRC’s Industrial Lands Inventory. (Year 2)
- Action: Develop a regionwide strategy for industrial lands. (Year 3)

Additionally, within this foundation area, the Strategy refers to transportation investments that were regularly identified as having potential for economic development, particularly related to freight mobility.

Work has continued on military activities since the adoption of the Strategy in 2005 and its update in 2012. Some current programs underway include:

- WA Aerospace Partnership: In 2009, the EDD helped launch the Washington Aerospace Partnership—a coalition of business, labor and local government leaders, including partners from the aerospace sector – that is working to sustain and grow aerospace industry jobs in Washington. Since then, the EDD has continued to support this coalition. Recently, the EDD worked with the Governor’s Office of Aerospace to develop a statewide aerospace strategy to ensure that Washington remains the worldwide center of aerospace innovation and excellence. This strategy offers a unified vision for collaboration to ensure that Washington remains the leading location in the world for aerospace.
- WA Defense Partnership: This is a working group with a focus on supporting the military presence and mission in Washington state as well as armed forces members, their families, retirees, and veterans, and the defense contracting community. The Prosperity Partnership’s Military Industry Cluster Development Strategy called for the formation of a “permanent military working group” to coordinate efforts to support the military presence and mission in Washington state as well as armed forces members, their families, retirees, and veterans, and the defense contracting community. Since 2009, the Washington Defense Partnership has filled

this role, meeting twice a year to share information and identify opportunities for coordinated activity.

Note: In 2014, the Washington Defense Partnership advocated successfully for a statewide military and defense sector lead to serve as a liaison between installation communities, industry and state government. Partnering with PSRC staff and the Washington Defense Partnership, the military and defense sector lead successfully won a \$4.3 million Department of Defense grant to map the state's defense contractors and restart the Washington Military Alliance, a permanent statewide successor to the Washington Defense Partnership. A formal Memorandum of Agreement was signed in early September 2014 by Governor Inslee, PSRC and other key stakeholders to formally participate in the Washington Military Alliance.

ii. Land Use Planning and VISION 2040

VISION 2040 is the regional growth management, environmental, economic, and transportation plan for the central Puget Sound region. Adopted under state [Growth Management Act](#), VISION 2040 addresses the key question of how the region can accommodate forecasted growth while enhancing the environment and overall quality of life. VISION 2040 contains a numeric regional growth strategy and multicounty planning policies that guide and inform how growth is accommodated by jurisdictions in the central Puget Sound region.

The military does not plan for its facilities under the same statutes (i.e., the Washington State Growth Management Act) as local jurisdictions; however, in 2004, the Growth Management Act was [amended](#) to create a new consultation requirement between local jurisdictions and the military to ensure that new development in the vicinity of a military installation would not be incompatible with the installation's ability to carry out its mission requirements. Since that time, multiple jurisdictions have engaged with military facilities to conduct Joint Land Use Studies to address encroachment, compatible land uses, infrastructure and other issues.

Similar to Growth Management Act requirements, incompatible development is the primary topic addressed in VISION 2040 in relation to military facilities. Two sections in VISION 2040 discuss issues related to the military, as noted below.

Multicounty Planning Policies – Development Patterns Chapter

At the end of Development Patterns chapter of multicounty planning policies, there is discussion of the issues of encroachment:

Incompatible land uses are those that may results in negative impacts on one property or another, such as noise glare, increased traffic or potential safety or health hazards, including exposer to harmful air emissions. The principal [sic] of separating incompatible land uses has application in urban and rural settings, as well as in resource areas. Encroachment of incompatible land uses around airports, particularly in the critical approach and departure

paths, is a significant problem. Washington law calls for the protection of both general aviation airports and military installations from incompatible land uses.

VISION 2040 contains a multicounty planning policy to address this issue:

Multicounty Planning Policy – Development Patterns – 52: Protect military lands from encroachment by incompatible uses and development on adjacent land.

Multicounty Planning Policies – Economy Chapter

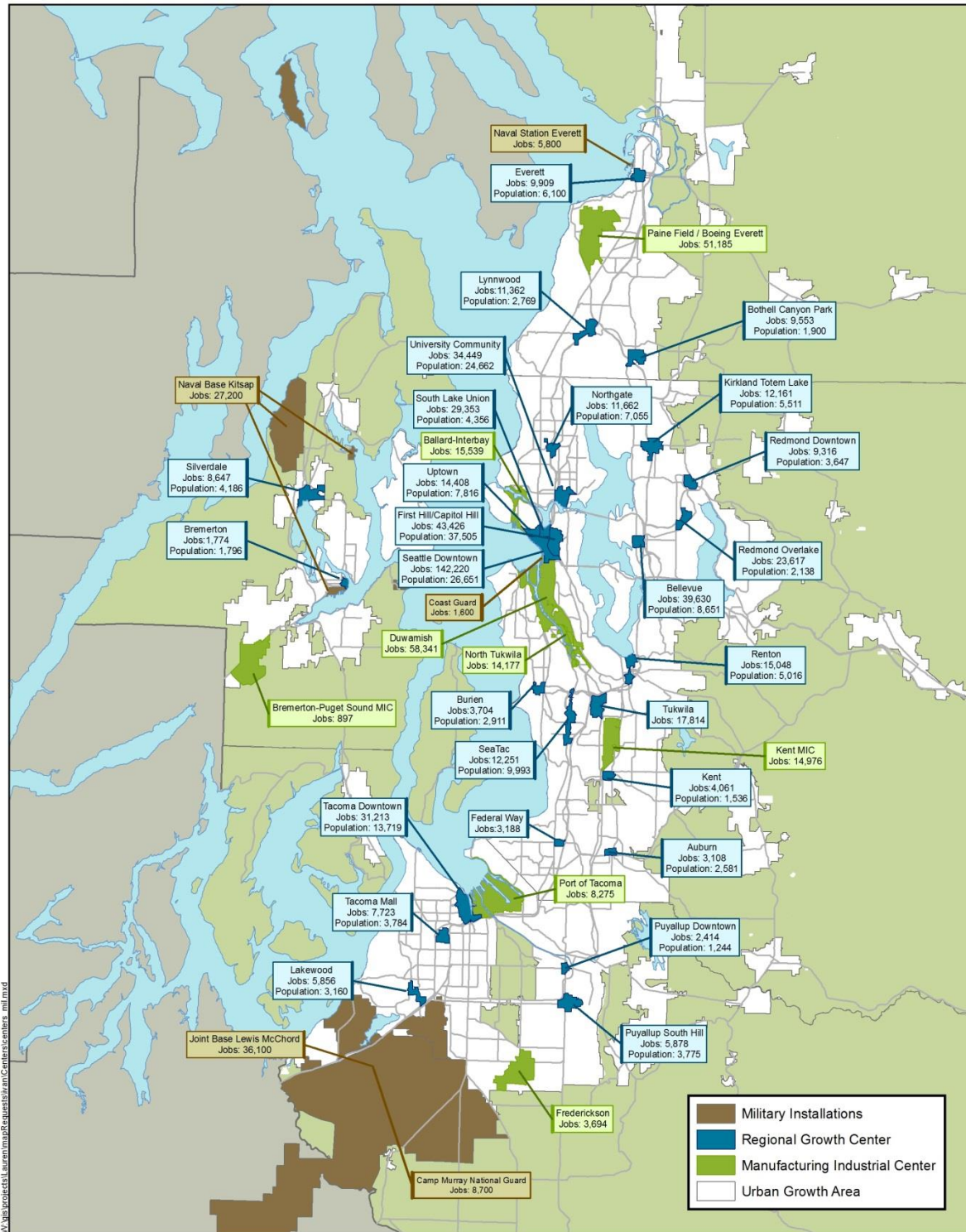
The Economy chapter is built around the concepts of Business, People and Place. The section includes military employment data for 2008, although forecasts of future employment growth do not include the Military sector. [VISION 2040](#) notes that the Military Cluster is one of the pilot industry clusters in the Regional Economic Strategy (see p. 71 – 72).

Another key component of VISION 2040 is how growth is to be accommodated in centers. There are multiple centers types, as noted below.

Regional Centers: Military facilities are not mentioned in the discussion of designated centers. Under VISION 2040, there are 27 designated regional growth centers that are identified for accommodating a *significant share* of housing and employment growth, and eight designated regional manufacturing-industrial centers for employment growth. Together, these two types of regional centers represent about one percent of the region's land, but contain about forty percent of the region's employment and, in growth centers, about five percent of the region's population.

Centers range in size from 160,000 combined population and employment to 3,000; Figure 8 illustrates the comparative concentrations of jobs and housing. Under VISION 2040's regional growth strategy, regional centers are found in Metropolitan and Core Cities as well as unincorporated urban areas. Interestingly, every local government that hosts a military facility – including Everett, Seattle, Pierce County, Lakewood, Kitsap County, and Bremerton – already have designated regional centers; this is discussed further below in terms of its impact on transportation project selection and funding.

Figure 8: Military Facility and Regional Centers Job and Housing Estimates



Source: 2012 OFM Population, 2012 ESD Employment, Department of Commerce, 2014 data

New regional manufacturing-industrial centers are designated by PSRC based upon a set of [Designation Procedures](#); there must be a concentration of at least 10,000 existing jobs, with at least 80% of property

having a planned future land use and current zoning designations for industrial and manufacturing uses. Military facilities share similar characteristics to manufacturing industrial centers, which typically contain intensive industrial activities and discourage non-supportive land uses such as retail, non-related offices, or housing.

Countywide Centers: In addition to designated regional centers, VISION 2040 expects jurisdictions in the region to take steps to further evolve one or more central places as mixed use areas of residences, employment, shops, cultural facilities, and entertainment. Each local center — no matter how large or small — should serve as a focal point of community, be walkable, and have easy access to transit. These smaller centers are often the downtowns or city centers under VISION 2040's "larger cities" regional geography. Town centers in VISION 2040's "small cities" regional geography can also provide a mix of housing and services and serve as focal point where people come together for a variety of activities, including shopping and recreation, and can include station areas among major transit routes.

iii. Transportation Planning: Transportation 2040 and Transportation Funding Transportation 2040

The federal transportation law, Moving Ahead for Progress in the 21st Century (MAP-21), requires metropolitan planning organizations such as PSRC to develop a long-range transportation plan. In 2014, PSRC updated Transportation 2040, the region's 30-year action plan for transportation. It serves as the functional transportation element of VISION 2040, and is the official regional and metropolitan transportation plan. As such, it meets federal requirements related to the Clean Air Act, the federal highway act, the state Commute Trip Reduction law, and state Regional Transportation Planning Organization requirements.

Transportation 2040 is organized around a framework of Environment, Funding, and Congestion & Mobility strategies. These strategies guide transportation investment decisions to meet growing travel needs for people and freight — more transit, more biking and walking facilities, more ferries, and more complete roadways.

Within these strategies the plan identifies four major categories of investment: preservation, maintenance and operations; safety and security; efficiency; and strategic capacity.

Military facilities are only addressed in *Transportation 2040* in descriptions or maps of existing infrastructure. Specifically, military facilities are shown as a background geography on the Transportation 2040 Investments Map (Figure 28, page 53) and the two military airports are mentioned in the section of the Regional Aviation System (pages 84 and 88). Employment levels on military facilities are included, however, in PSRC's transportation models as well.

Figure 9: Transportation 2040 Plan Framework



Transportation Funding and Project Selection

PSRC is also responsible for programming and maintaining a four-year Regional Transportation Improvement Program (TIP), and for selecting projects to receive some federal funds. The following section provides a high-level summary of the guiding documents, policy focus, and major funding categories of regional funding process.

Policy Focus: The [2014 Policy Framework for PSRC's Federal Funds](#) provided policy direction for prioritizing and programming federal funds. The Policy Framework focuses on designated regional centers (and the corridors that support them) to support implementation of VISION 2040, and its functional plans – Transportation 2040 and the Regional Economic Strategy. This link between project funding and the goals and multicounty planning policies in VISION 2040 is a hallmark of planning at PSRC.

The Policy Framework maintains support for the "development of centers and the corridors that serve them," originally adopted as the policy focus in 2002. This policy focus was further strengthened with the adoption of VISION 2040 in April 2008. The definition of centers for each of the competitive project selection processes is as follows:

- In the regional funding competitive process, centers are defined as regional growth centers and regional manufacturing/industrial centers as identified in VISION 2040.
- In the countywide funding competitive process and for all the *transit* funding processes, eligible centers include regional centers, centers as designated through countywide processes, town centers, and other locally identified centers.

The Policy Framework guides a number of different types of funding that each have specific eligibility requirements. Military facilities are not mentioned in the Policy Framework, and there are significant federal restrictions related to funding that affect military facilities. The federal transportation funds programmed by the Puget Sound Regional Council cannot be spent on projects that are physically located on military facilities, and military facilities cannot be the sole sponsor of project applications.

Given these restrictions, there are no records of military-sponsored projects in PSRC's Transportation Improvement Program since the agency's inception in 1992. A 2014 analysis of funded projects identified only one project that overlaid military lands: Pierce County's State Route 704 / Cross Base Highway – which received \$2,500,000 from PSRC in 2002.

That said, the military can partner with any eligible jurisdiction and submit any eligible project that provides *access to* the military facilities. Eligibility standards relate to project types, federal functional roadway classifications, funding source eligibilities, and project competition standards. For example, while few eligible roads cross through one or more of the bases, some state routes and other local

facilities do and those would be eligible. Another example could be a transit project – if a transit agency wanted to provide *service to a base* and had an eligible project, the project could receive FTA funding.

Importantly, every local government that could potentially benefit from this change – Everett, Seattle, Pierce County, Lakewood, Kitsap County, and Bremerton – already have designated regional centers. This means that no additional stakeholders would be added to the list of eligible jurisdictions. Instead, these jurisdictions could have additional choices among which projects to submit for regional project selection as projects are added to comprehensive plans.

Transportation Funding and Project Prioritization

One element of PSRC's transportation planning is the transportation project prioritization process (Prioritization). Conducted for the first time in 2012-2014, Prioritization ensures that regionally significant transportation investments implement VISION 2040. PSRC developed the Prioritization process because the region faced recurring gaps between competing project funding needs and available revenues. In recent years, the gap between investment needs and available funding widened, driving the need for a dynamic tool to assist decision-makers in making strategic investments.

The [Prioritization framework](#) includes nine project evaluation measures to evaluate how well System Improvement projects implement VISION 2040. The measures are as follows:

- Air Quality
- Freight
- Jobs
- Multimodal
- Puget Sound Land & Water
- Safety and System Security
- Social Equity & Access to Opportunity
- Support for Centers
- Travel

Based on information supplied by project sponsors, projects were ranked in a Scorecard Report showing the relative ranking of projects by total score within their infrastructure type (i.e., arterial, transit, nonmotorized, etc.). Among other uses, Prioritization affected which projects were in the financially constrained portion of Transportation 2040 and the unconstrained / programmatic portion of the plan.

Military facilities are not recognized in the Prioritization measures, although transportation providing access to the base could potentially score well. One measure, Jobs, focused on access to areas of high job concentration and capacity for growth, as well as support for the regional economic strategy. Projects providing access to military bases, if there were a dense concentration of jobs, could have scored well.

C. BROAD OPTIONS CONSIDERED IN 2014 AND INTERVIEWS WITH HOST JURISDICTIONS AND ECONOMIC DEVELOPMENT ORGANIZATIONS

Based on the review of existing regional approaches and the needs identified in military sector reports, PSRC staff developed three broad options in 2014 for how to potentially address military installations in PSRC’s policies and programs, and then interviewed local planning and economic development stakeholders in communities that host military facilities. The options and a summary of the interview responses are shown below.

Figure 10: Options Considered in 2014 for Incorporating Military Facilities into PSRC Regional Plans

Options	Discussion
No Change	<p>The rationale for this option is that while military facilities are major economic drivers regionally, and have impacts on the communities that host or are adjacent to them, they do not fully plan under the same statutes as local jurisdictions.</p> <p>The central issue in VISION 2040 relates to how the region can best accommodate future population and employment growth. Similarly, the purpose of Transportation 2040 and the Regional Economic Strategy are to implement VISION 2040. Given that growth and change on military facilities is different from growth management planning in Washington State, this option would retain the separation.</p> <p>That said, local jurisdictions can still develop projects that provide access to bases; these projects can score well in countywide transportation funding programs and potentially regional programs as well.</p>
Defer until 2018 VISION 2040 Update	<p>In the 2018 to 2020 timeframe, PSRC will update VISION 2040. This will include a comprehensive review of the regional growth strategy, regional geographies and other land use and policy changes that have occurred since adoption in 2008. The rationale for this option would be to allow the region to consider the questions around military facilities within a larger planning context. It also recognizes that comprehensive plan updates and Joint Land Use Studies will have been completed, providing more data and information to inform the review.</p>
Recognize Military Facilities as Centers in PSRC Regional Plans	<p>The rationale for this option is that despite the different statutes guiding military facilities, their regional and local impacts are significant enough to warrant inclusion. One issue to be addressed is the different scales of these facilities – ranging from JBLM to the Coast Guard Facility in Seattle. Within this broad category, a couple of potential options exist:</p> <p>A. Recognize similar to regional manufacturing-industrial (M/I) centers: This would make local governments that apply for regional transportation funding for projects that provide access to military facilities more competitive. All the jurisdictions that host military facilities already have designated regional</p>

Options	Discussion
	<p>centers, so this option would likely not significantly increase the number of jurisdictions competing for funding.</p> <p>Projects in these jurisdictions would score higher in project prioritization as well. The reason for treating these facilities similar to a manufacturing-industrial center is because these are locations for employment growth and employment activities that may not be well suited for co-location with residential activities.</p> <p>B. Recognize similar to countywide centers: This would make projects more competitive in the countywide funding competitions. Projects would score higher in project prioritization as well. Given the local nature of the impacts, these facilities will be treated equally to "countywide and local centers" in VISION 2040 and Transportation 2040. These funding processes are more localized; meaning discussions around projects that benefit military facilities would occur among stakeholders with greater knowledge of the specific local needs and impacts.</p> <p>Regardless of which of these two sub-options were selected, if military facilities were to be recognized as centers, PSRC would include additional sidebar and map information in future updates to regional plans to highlight these facilities and their role in the region. They would also be recognized in the next Transportation Prioritization Process and Project Selection Process.</p>

PSRC interviewed staff from jurisdictions that host or are adjacent to military facilities, as well as the local economic development organizations, to better understand local needs and perspectives. The following stakeholders were interviewed:

- Tacoma/Pierce County Chamber
- City of Seattle
- South Sound Military Partnership
- City of Lakewood
- City of Everett
- Economic Alliance of Snohomish County
- Kitsap Economic Development Alliance
- Washington Department of Commerce
- City of Bremerton
- Kitsap County

These organizations and jurisdictions have a variety of planning relationships with the military bases and most are involved in joint planning and/or economic development activities. The interviews highlighted areas of strong agreement as well as a few areas where there were slight variations in approach.

- No Action Option: Nearly all interviewees felt that recognizing military facilities is an important action for PSRC to take and could have significant positive impacts if a BRAC (Base Realignment and Closure) process were to occur in the near term. Given this, nearly all interviewees disagreed with the "No Action" option, noting the economic significance of these facilities in their respective counties as well as in the region as a whole. Interviewees understood this affects transportation project selection and prioritization; regardless, they felt it would be beneficial to the region as a whole. While stakeholders noted the importance of the issue regionally, there was a mix of opinions on whether projects serving or accessing bases would actually be a top priority in their jurisdictions.

- Defer Until 2018 Option: There was a mix of opinions on timing given perceived local needs and schedules of the current Joint Land Use Studies and comprehensive plans. Few of the interviewees thought this action needed to be taken immediately and all understood the complexity of the issue, but a number said 2018 might be too long. A few were comfortable with 2018 because the Joint Land Use Studies and comprehensive plans are still underway; they noted that until these processes are done, needs and data would not be fully identified and projects not included in local jurisdiction's plans.²
- Regional or Countywide Centers Option: Most stakeholders stated that there should be recognition of military facilities; however, there were not strong opinions on which type of center made the most sense (although some did speak to the regional nature of some of these facilities). Stakeholders recognized differing employment levels and that there might need to be some distinctions made among the facilities. The conversations did not delve into the respective amounts of funding, or criteria scoring, in project selection and prioritization, since these are subject to change and most were not intimately familiar with these regional processes.

The benefits of *regional center* status mentioned by stakeholders included the smaller set of stakeholders to compete against, and the fact that every local government that hosts a military facility – Everett, Seattle, Pierce County, Lakewood, Kitsap County, and Bremerton – already hosts designated regional centers. The benefits of *countywide center* status included the fact that projects related to the facilities would be considered and discussed by stakeholders more familiar with the local needs and issues.

D. INITIAL 2014 BOARD RECOMMENDATIONS

Based on the review of existing regional approaches and interviews with stakeholders, the following conclusions and recommendations were proposed for discussion to the Growth Management Policy Board at their October 2014 meeting:

1. PSRC should recognize military facilities. The larger military facilities in the region contain significant concentrations of employment and therefore have positive economic impacts on the region. Recognizing them in regional planning can strengthen efforts to support this economic sector. At the same time, they have land use and transportation impacts on adjoining jurisdictions – and these jurisdictions have impacts on the facilities as well – thereby creating a logical nexus for better integration that would come with regional recognition.

² *As part of PSRC's transportation project selection process, projects are evaluated and scored on a number of factors, including "Plan Consistency." Project sponsors are asked if their project is specifically identified in a local comprehensive plan and provided guidance that all projects must be consistent with a comprehensive plan that has been certified by PSRC. If the project is not in the plan, sponsors are asked to describe how it is consistent with the applicable local comprehensive plan including specific local policies and provisions the project supports. The effect of this is that local jurisdictions may need to update their comprehensive plans, and capital or transportation improvement plans, to include projects serving or accessing military facilities.*

Recognizing them in regional planning provides potential tools for local jurisdictions to address impacts and, by including them as employment centers, benefit jurisdictions that host facilities without unduly impacting the overall project selection and prioritization processes.

2. Recognize these facilities in 2015. No major impediments for recognizing military facilities in the near-term horizon were identified in the analysis or interviews. After PSRC action, local jurisdictions updating their comprehensive plans may include policies and/or projects; creating the possibility that this could occur during this upcoming comprehensive plan periodic update cycle would be more efficient than delaying until 2018. Jurisdictions might also be able to include their priority projects in the next project selection process, which will occur in 2016.

3. Regionally recognize facilities as employment centers. As noted earlier, PSRC has established a threshold of 10,000 employees as the minimum for regional manufacturing industrial center designation. Given the similar nature of the employment, military facilities that exceed this threshold in one contiguous location will be treated equivalent to a regional manufacturing-industrial center for the purposes of regional planning. Military facilities below the threshold will be treated as equivalent to countywide centers.

This regional recognition is intended to create a new, flexible tool at the local level to implement and facilitate collaboration between local governments and military facilities.

E. STAKEHOLDER DISCUSSION AND FEEDBACK

This topic was discussed with the Regional Staff Committee (RSC) and Growth Management Policy Board (GMPB) at their October and November 2014 meetings. The feedback from the RSC and GMPB meetings included the following:

- Recognition of the importance of these facilities to the region's economy
- Recognition that there is no local control over use, growth or possible realignment of these facilities
- It would be helpful to understand how other regions plan for their military facilities
- Military facilities are not the same as industrial centers and therefore shouldn't be treated as equivalents
- Need to better understand their travel patterns in order to understand their transportation needs; more study needed
- If they are recognized, need to be clear on their needs and on what recognizing them means
- Divergent opinions on timing – go slow and include in a VISION 2040 update versus take action now because of upcoming Base Realignment and Closure processes

As part of these discussions, three options were presented and staff was directed to meet with additional stakeholders to further vet the issues. To fulfill this directive, PSRC staff hosted a meeting of stakeholdersⁱ from around the region that were familiar with both military facilities and with regional planning at PSRC. A goal of the meeting was to clarify the need behind the request. The following feedback was provided:

- The region has a diverse mix of military facilities in terms of on-base missions, proximity to surrounding communities, geographic size of the facilities, number of enlisted and civilian employees, and whether they are single versus mixed use; all these factors mean that each has different types of impacts on, and from, surrounding communities.
- Military facilities have become better integrated into local planning because communities recognize the value of working with them and because of Growth Management Act amendments that require information sharing and notification.ⁱⁱ
- There is a need for off-base transportation infrastructure at some of the bases. Examples mentioned were JBLM and I-5, access points between downtown Bremerton and the Naval Shipyard, and connecting the Naval Shipyard through Bremerton to the Puget Sound Industrial Center-Bremerton. Specific infrastructure projects were not discussed for other Naval Base Kitsap installations, Naval Station Everett, the Coast Guard facility, or other military facilities, although they may exist.
- For those with specific transportation needs, there is interest in competing for funding in the 2015-16 PSRC funding competition. It was recognized that the scale of some of the projects discussed meant they were not the typical types of projects that would be funded through PSRC's Project Selection Process. Rather, these are projects that the state DOT should be addressing. Related to this, it was also noted that there is value in having projects supporting military facilities included in PSRC's long-range transportation plan to help them compete for state and federal funding.
- There was recognition that while some of the transportation projects have been identified, the full range of project needs had not been compiled in one place. Some suggested that identifying the projects is a precursor to agreeing to add military facilities as employment centers. It was noted that the current Joint Land Use Studies would likely *not* identify a prioritized list of transportation needs, and that there did not seem to be an existing process or program that would provide this information.
- Some commented that they were concerned about further splitting up limited funds to additional projects. It was noted that the existing level of funding requests always exceeds available funds. Staff noted that in some of the PSRC funding competitions at issue, the actual number of projects that are submitted are capped; in these situations, adding military facilities would *not* mean *more* projects but perhaps just *different* projects.
- Similarly, it was noted that all of the jurisdictions with military facilities already have regional centers; this means there would likely *not* be *additional sponsors* in regional competitions (and perhaps countywide competitions) but perhaps just additional *partners* when applications are submitted by eligible local governments.
- In addition to funding, the group discussed other types of engagement and recognition. There was support for inviting military stakeholders to potentially participate in PSRC committees.

There was also support for better data-sharing and fuller recognition on PSRC maps and in PSRC plans.

- There was also agreement that continuing discussions of this issue might be well suited for the 2015 Project Selection Task Force, the 2017 Regional Economic Strategy update and the 2018 Transportation 2040 Update. Some noted that addressing the issues in these three processes would be more focused than this high-level request that is disconnected from any formal PSRC project.
- The group briefly discussed the timing of the request. It was clear that what is driving the timing is the opportunity to take action now that might potentially demonstrate greater support for military facilities in advance of any formal Base Realignment and Closure process. From a local government perspective, it was stated that waiting until the comprehensive plan updates are completed and certified would be the general preference.
- The group briefly discussed but did not identify new land use issues that are not already being worked on through the local Joint Land Use Studies. The group noted that there might *not* be any land use issues related to regional planning.

ADDITIONAL RESEARCH

Following the December 2014 stakeholder meeting, PSRC staff reviewed existing reports and studies to understand how other regions interact with their military facilities. Shown below are reports reviewed; these are in addition to the list of reports reviewed in the initial [white paper](#) noted above.

- [State of Support: Highlights of State Support for Defense Installations](#). Association of Defense Communities. 2014.
- [Sustainable Ranges – Report to Congress](#). Department of Defense. 2014.
- [Preparing for Duty: State Policy Options in Sustaining Military Installations](#). National Conference of State Legislatures. 2013.
- [Community and Military Compatibility Planning: Supplement to the General Plan Guidelines](#). State of California. 2013.
- [Working with Local Governments: A Practical Guide for Installations](#). National Association of Counties. 2012.
- [Working to Preserve Farm, Forest and Ranch Lands: A Guide for Military Installations](#). American Farmland Trust. 2011.
- [Working with Regional Councils: A Guide for DoD Installations](#). National Association of Regional Councils and Department of Defense. (Date of report not listed).
- [Collaborative Land Use Planning: A Guide for Military Installations and Local Governments](#). International City/County Management Association (ICMA) and Metropolitan Institute at Virginia Tech. 2006.

The focus of the majority of these reports is to explain local and regional planning to military personnel to support coordination between military facilities and local governments in land use planning to address encroachment. In some states, notably California, jurisdictions are required to address military facilities in their local comprehensive plan elements.

One report – State of Support – raises the issue of funding for off-base infrastructure projects, which was a primary focus of the December stakeholder meeting. This report surveyed 34 state organizations

engaged in military sector issues, and of these states, 14ⁱⁱⁱ were listed as having spent funds on off-base infrastructure. PSRC staff reached out to the contacts in these 14 states via email and asked them to answer four brief questions:

1. If your state provided funding for "off base infrastructure projects," please describe the types of projects that were funded (e.g., state routes, transit capital, transit operations, local roads, multimodal)?
2. What were sources of funding used for the projects (e.g., local, regional, state, federal)?
3. Was the metropolitan planning organization/regional council engaged in these projects and, if yes, please describe the role they played (e.g., planning, funding, convening)?
4. Are there any other ways in which the metropolitan planning organization/regional council was engaged in supporting military facilities in your state and region?

Seven states^{iv} responded to the inquiry and this correspondence confirmed that Metropolitan Planning Organizations have had a very limited role in these projects, although in some states there is integration in the long-range transportation planning process to ensure these projects can compete for state and other federal funding. Including military facilities in the planning at PSRC could put the central Puget Sound region in the forefront of how regions support military facilities.

Based on the research and discussion, it is clear that military facility employment is a major contributor to the region's economy and that some military facilities have significant off-base infrastructure needs. Military facilities and host jurisdiction activities affect one another. However, additional information is needed to understand the full range of project needs.

F. ADOPTED POSITION STATEMENT

Following a recommendation from the Growth Management Policy Board at its February 2015 meeting, the Executive Board discussed and adopted the following position statement at its March 2015 meeting:

In recognition of their importance in the central Puget Sound region, the Puget Sound Regional Council recognizes military facilities as regionally significant employment areas. PSRC will reflect military facilities in regional planning as follows:

- **Centers** – Consider the role and inclusion of military facilities as part of the tiered centers framework.
- **Data** – Improve coordination and use of data related to military facilities in regional planning work.
- **Regional Economic Strategy** – Continue to include the military employment cluster in updates to the RES (2017), and support military employment in the region through the Washington Military Alliance.
- **Transportation 2040** – Ensure that transportation projects needed to improve access to military facilities are identified and considered in the plan (2018).

- **Maps** – Continue to include military facilities on regional planning maps and in plan elements.
- **PSRC Project Selection** – The project selection task force should consider reflecting military bases as locally defined centers to compete in the county-wide funding competitions for the 2016 project selection process.

Next Steps

The 2016 Policy Framework for Federal Funds included the following guidance related to military facilities:

- *For the countywide competitions for FHWA funds, and for the FTA funding processes, centers are defined as regional growth and regional manufacturing/industrial centers, centers as designated through countywide processes, town centers, and other locally identified centers. In addition, military facilities are included in the definition of local centers, with each countywide forum responsible for determining the definition of a military “facility” within their county.*

PSRC will continue discussions of the role of military facilities as part of the Regional Centers Framework update project.

ⁱ Stakeholders included two members from the Growth Management Policy Board, two Regional Staff Committee co-chairs, representatives from the City of Bremerton, the Sound Cities Association, Pierce County, the City of Tacoma, the South Sound Military and Communities Partnership, the City of Everett, and the Washington State Department of Commerce.

ⁱⁱ Revised Code of Washington, Chapter 36.70A.530: Land Use Development Incompatible with Military Installation Not Allowed — Revision of Comprehensive Plans and Development Regulations.

ⁱⁱⁱ The State Contacts for states that have made Off-Base Infrastructure Investments include:

Alabama	Florida	Louisiana	Mississippi	Texas
Alaska	Georgia	Maryland	North Carolina	Washington
Connecticut	Kansas	Massachusetts	Oklahoma	

^{iv} These states included Oklahoma, Florida, North Carolina, Massachusetts, Maryland, Alaska and Alabama.